



**PROVISION FOR POST PROJECT EVALUATIONS FOR THE UNITED
NATIONS DEMOCRACY FUND
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EVALUATION REPORT



**UDF-URT-09-305 – Empowering Civil Society in Monitoring of
Development Programmes in Tanzania**

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Disclaimer

The views expressed in this report are those of the evaluators. They do not represent those of UNDEF or of any of the institutions referred to in the report.

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I. EXECUTIVE SUMMARY

(i) Background

The project ran from 8 November 2010 – 30 December 2012, with a total grant of USD 225,000. It was designed by the Dodoma Environmental Network (DONET), Tanzania, and was implemented in the six districts of Tanzania's Dodoma region (Dodoma municipal, Kondoa, Mpwapwa, Bahi, Chamwino and Kongwa). Implementation did not involve a formal partnership, but close collaboration with district-level CBOs affiliated to DONET (i.e. MTAMAKO in Kondoa district, KINET in Mpwapwa district, KONGONET in Kongo district, BAENET in Bahi district, DOCENET in Dodoma municipality and MMC in Chamwino district) and with the Institute of Rural Development Planning (IRDP). The target population consisted of members of the region's civil society, whose livelihoods mostly depend on agriculture, such as farmers and pastoralists, and CBOs, NGOs, local government officials and community members. As defined in the Project Document, the overall objective was to promote effective civic engagement in policy formulation and implementation processes in the Dodoma region, to ensure more inclusive and responsive national policies, strategies and programmes, as a means to promote human development in line with the National Strategy for Growth and Reduction of Poverty (NSGRP). Accordingly, DONET's strategic approach aimed for three key outcomes:

- CSOs and the local community become aware of the NSGRP and development programmes, as well as of the planning and monitoring of development programmes in their constituencies;
- CSOs and the local community are effectively engaged in policy dialogue and advocacy activities and become key actors in development policy and programme formulation;
- CSOs and the local community are participating more actively in the monitoring of development programmes.

(ii) Assessment of the project

The project's approach to combine activities aiming at (a) increased awareness about NSGRP and development programme issues, (b) improved engagement in policy dialogue and advocacy, and (c) capacity building in development programme process monitoring was adequate to respond to the knowledge and skills needs the grantee's baseline survey report confirmed among local government officials, village/ward council and CSO members and the local population. Education, information and communication materials were designed to transport crisp messages clarifying the opportunity for participation by the local population. The Training of Trainers in dialogue and advocacy was suitable to instigate CSO members and the local community at grass-roots level to participate in the planning, implementation and monitoring of development projects. Although the training in development programme process monitoring could have focused more strongly on the CSOs' responsibility to base their lobbying for district-level development planning on priorities agreed by the local population in the villages, **the project's overall design was relevant** to help achieve more inclusive and responsive development policies, strategies and programmes.

Most of the scheduled activities were completed by the grantee according to plan. The

project's lobbying and advocacy training, however, missed to achieve the targeted village coverage and number of trained CSO members. Given that an impressive 4,000 village councillors and 32,000 other members of the local communities have completed the training to date, evaluators still consider **the project was highly effective**, as it generated an important new potential for more effective engagement in dialogue and advocacy by CSOs, village councillors and individual citizens.

DONET reserved the largest proportion of the budget (46%) for training. The cost for the project's dialogue meetings, trainings and workshops involving CSOs, government and elected representatives, was approximately USD 93 per trainee. Meetings held to inform village councillors about lobbying and advocacy under NSGRP, generated an average cost of USD 3 for each of the 4,000 village council members who have participated to date. All of the above provides **evidence of highly efficient project conduct**.

The grantee's baseline and outcome survey reports and the testimonials of beneficiaries gathered by evaluators demonstrated that the effects DONET originally aimed for were mostly achieved: CSOs network with each other and appear prepared to coordinate development priorities of villages when lobbying for development planning at the district level. Members of the local community advocate their needs during village-level meetings, and if they go unheard, through lobbying at district government levels. There is also evidence demonstrating early stages of participation in the monitoring of development programme processes. These first signs of improvement demonstrate the **potential impact** of the project.

However, there are a number of **shortcomings that risk limiting the sustainability** of the project's outcome. Given that the baseline survey found an over-reliance on external support by development projects at community level, there is a significant risk that dearly needed spirit for self-initiative remains suppressed or inactive in 31% of the 144 villages, to which the grantee has not yet reached out. It is also regrettable that only two thirds of the targeted 180 CSO members completed the training on policy dialogue and advocacy of NSGRP issues. With bureaucracy often remaining an obstacle, and new policies and regulations supporting social and environmental entrepreneurship having evolved, a higher rate of CSOs lobbying local governments appears of paramount importance. Finally, the annual CSO forum, which was expected to become Dodoma region's future driver of advocacy and lobbying for local development planning and implementation, has not been held yet. It appears that the grantee missed to ensure ongoing coordination to secure the participation of district-level government representatives.

(iii) Conclusions

- The fact that DONET's approach and methodology included the conduct of representative baseline and outcome surveys is highly commendable, as it enhanced the project's **relevance** and significantly facilitated the **assessment of impact** of the present UNDEF-funded operation. The outcome survey identifies the rolling out of capacity building as the main future challenge.

- However, as long as the project's two different training measures

addressing (a) village council members, other local community members, and (b) CSO members fall short of target, concerns and considerations of the local population may find their way to a lesser extent into development programme planning processes, both at village and district level, thus **limiting the full effect and sustainability of the project's outcome**.

- Holding a CSO forum on an annual basis, together with district-level government representatives, clearly would provide for an excellent opportunity to keep the region's development momentum by sharing experience, and revisiting and updating future project activities. For the sake of **sustainability**, it is of utmost importance for democracy development projects to include and continuously involve all stakeholders concerned by the introduction of previously not existing mechanisms or structures, such as the forum in question.

(iv) Recommendations

- Covering project achievements systematically always enables a grantee to improve the current assessment in quantitative and qualitative terms and thus enhances the organizations' strategic objectives. This may also help grantees to attract new donors and implementing partners for an expansion of the original project. **Based on our comments on relevance and impact we recommend to UNDEF** to continue to emphasize vis-à-vis applicants the benefits of generating and using comparative survey data (baseline vs. outcome). We suggest to consider that applications including solid survey approaches will be given preference.

- **Based on our observation that the shortfall in outreach to village council members, other local community members, and CSO members limits the sustainability of the project's outcome, we recommend to the grantee:**

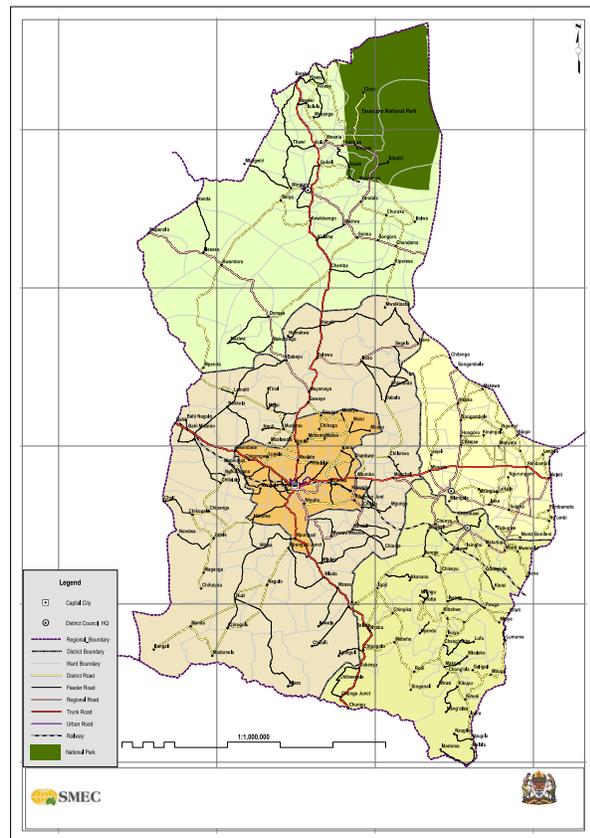
- To improve the geographical spread/density at village level, by involving more trained CSO members, other than those having completed the project's ToT, in DONET's capacity building efforts, thus reaching out to the initially targeted 144 villages of Dodoma region;
- Additionally, to encourage trained CSO members to share their new advocacy and lobbying skills with fellow colleagues from within their CSO or other organizations they are networked with, thus ensuring the projected total of 180 CSO members will be in a position to address village community needs at the district-planning level;
- When re-attempting the organization of annual CSO forums in the future: (a) to re-launch exchanges with Dodoma region's district governments, and if necessary, with Dodoma region's council committee, to enquire feedback on / actual acceptance of the project's suggested NSGRP reporting system; and (b) to add a grass-roots level dimension, by also organising a forum section for individual members (such as farmers, pastoralists) of local communities, in which these could discuss successful practices for overcoming challenges that often risk to prevent engaged citizens from voicing their local development concerns in village meetings.

II. INTRODUCTION AND DEVELOPMENT CONTEXT

i. The project and evaluation objectives

This report contains the evaluation of the project entitled “Empowering Civil Society in Monitoring of Development Programmes”. The project ran from 8 November 2010 – 31 December 2012, with a total grant of USD 225,000 (out of which UNDEF retained USD 22,500 for monitoring and evaluation).

The project was designed by the Dodoma Environmental Network (DONET), Tanzania, and was implemented in the six districts of Tanzania’s Dodoma region (Dodoma municipal, Kondoa, Mpwapwa, Bahi, Chamwino and Kongwa). Implementation did not involve a formal partnership, but close collaboration with district-level CBOs affiliated to DONET (i.e. MTAMAKO in Kondoa district, KINET in Mpwapwa district, KONGONET in Kongo district, BAENET in Bahi district, DOCENET in Dodoma municipality and MMC in Chamwino district) and with the Institute of Rural Development Planning (IRDP). As defined in the Project Document, the overall objective was to promote effective civic engagement in policy formulation and implementation processes in the Dodoma region, to ensure more inclusive and responsive national policies, strategies and programmes, as a means to promote human development in line with the National Strategy for Growth and Reduction of Poverty (NSGRP). The target population consisted of members of the region’s civil society, whose livelihoods mostly depend on agriculture, such as farmers and pastoralists (among these also marginalized groups), and CBOs, NGOs, local government officials and community members.



Dodoma region (source: Prime Minister’s Office, Regional Administration and Local Government, http://www.pmoralg.go.tz/quick-menu/road-ntw/pdf/Dodoma_RoadNetwork.pdf)

UNDEF and Transtec have agreed on a framework governing the evaluation process, set out in the Operational Manual. According to the manual, the objective of the evaluation is to “undertake in-depth analysis of UNDEF-funded projects to gain a better understanding of what constitutes a successful project which will in turn help UNDEF devise future project strategies. Evaluations also assist stakeholders to determine whether projects have been

implemented in accordance with the project document and whether anticipated project outputs have been achieved”.

(ii) Evaluation methodology

The evaluation was conducted by an international expert, working with a national expert, under the terms of the framework agreement between UNDEF and Transtec. In accordance with the agreed process, the evaluation aimed to answer questions across the Development Assistance Committee (DAC) criteria of *relevance, effectiveness, efficiency, impact, and sustainability*, as well as the additional criterion of *UNDEF value added* (see Annex 1).

The evaluation took place from March – May 2013 with the fieldwork in Tanzania conducted from 8 to 12 April. The evaluators reviewed available project documentation and contextual / background materials on policy and programme implementation and local governance in Tanzania (Annex 2). Initial and final interviews were held at DONET's Dodoma office, involving DONET's Executive Director, Board Members, and other staff. Fieldwork focused on meetings and exchanges with staff of collaboration partners and with representatives of the project's target group, to confirm the project beneficiaries' experiences and to obtain updates of their most recent activities. These interviews and group meetings were carried out in Dodoma, involving 3 collaboration partner representatives of IRDP and 17 project beneficiaries originating from four of the six project districts (Annex 3).

(iii) Development context

Tanzania, a multiparty democracy, has committed itself to decentralization by devolution, i.e. devolving management of public resources and services from the central government to local government authorities, in order to bring these closer to the citizens. The country is undergoing a constitutional review process that is scheduled for the next general elections in 2014/15.

Being among the poorest in the world, it was ranked 152 out of 187 countries on the Human Development Index in 2012¹. Although Tanzania's economy grew between 2001 and 2007² and real GDP growth was 7% in 2010, compared to 6% recorded in 2009³, this has done little to reduce poverty as those whose incomes increased in absolute terms belonged largely to the richest socioeconomic quintile⁴. The agricultural sector's growth of 4.2% in 2010, compared to 3.2% recorded in 2009, was mainly attributed to expanded irrigation, mechanization and commercialization⁵. In 2000/01, according to the National Bureau of Statistics (NBS) 36 out of 100 Tanzanians were poor, compared to 34 in 2007. Income poverty (basic needs and food poverty) is variable across geographical areas, with the rural areas containing 83.4% of the poor in 2007, compared to 87% in 2000/01. Disappointingly, households engaged in farming, livestock keeping, fishing, and forestry belong to the poorest⁶.

¹ UNDP, 2012 Human Development Report, 2013

² In 2007 the total GDP of Tanzania Mainland was 51 per cent higher than in 2001; National Bureau of Statistics, 2009

³ Ministry of Finance, MKUKUTA Annual Implementation report (MAIR), 2010/11

⁴ Atkinson and Lugo, Growth, Poverty and Distribution in Tanzania, 2011

⁵ Ibid (footnote 3)

⁶ National Bureau of Statistics, Household Budget Survey 2000/01 and 2007, NBS Planning Commission, 2007

The National Employment Policy (revised in 2008)⁷ prioritized a two pronged approach to expand the employment base through: (a) the provision of tax relief and easy to accept investment conditions to investors to attract more investments which will in turn provide employment opportunities; and (b) an increase of employment in the agro-industry and livestock sector by sensitizing investors to invest in these areas. However, these efforts have not created the greatly needed employment, in effect sidelining the smallholder farmers to the peripheries. Implementation of the strategy has reportedly also encouraged flagrant misuse of reliefs, such as in the mining sector, which brought the country a loss of the revenues it hoped to actually bring in. The overall unemployment rate in Tanzania is estimated at about 14.9%, and it is more pronounced among the youth: 60% of those unemployed are aged between 15 and 35 years⁸.

Tanzania's agricultural sector employs about 74 percent of the country's labor force. It is also the activity in which the majority of the nation's poor are engaged. The Five Year National Development Plan (NDP) 2011/12-2015/16 names agriculture, tourism and infrastructure as key priority areas to accelerate economic growth, create employment, and spur industrialization efforts towards the realization of Vision 2025. Accordingly, NSGRP II (2011-2015) was designed to continue the objectives of NGRSP to realize Tanzania's Development Vision 2025 and the Millennium Development Goals (MDGs) through three clusters: (1) growth for reduction of income poverty; (2) improvement of quality of life and well-being; and (3) good governance and accountability⁹.

With a net enrolment rate of 96.7% in primary education¹⁰, mainland Tanzania appears to be on its way to achieving the MDG 2 (universal primary education). However, transition from primary to secondary schools did not fare well, as following a sharp rise from 12% in 2002 to 60% in 2006 the transition indicator fell to 45% in 2010¹¹. Quality of education has suffered and over the last five years Primary School Leaving Examination (PSLE) pass rates have fallen from 70% to 53%, with serious implications for students, their families and the country. The 2012 O-level results indicated that out of a total of 397,132 students who sat for the PSLEs only 34.5% had passed with the rest 65.5% having failed¹²

Scoring 59 out of a maximum 100 points in overall governance (8 points above the continental mean of 51), Tanzania's ranking as 10th among the best-governed countries of Africa by the 2012 Mo Ibrahim Index of African Governance (IIAG)¹³ has sparked controversy. The ranking, which was also composed of a remarkable IIAG score of 62 in the sub-categories "Participation & Human Rights" and "Safety & Rule of Law" was questioned, e.g. in the light of the 2010-2011 findings of the Annual General Report by Tanzania's Controller and Auditor General. The report, issued by National Audit Office¹⁴, identified gaps in and critical concerns about the management of public resources, including corruption, embezzlement and abuse of authority, both at the levels of local and central government.

⁷ Ministry of Labor, Employment and Youth Development, National Employment Policy, 2008

⁸ National Bureau of Statistics, 2010 Tanzania Demographic and Health Survey (TDHS), 2011

⁹ Ministry of Finance and Economic Affairs, National Strategy for Growth and Reduction of Poverty (NSGRP II), 2010

¹⁰ Source: <http://www.indexmundi.com/tanzania/total-net-enrolment-ratio-in-primary-education.html>

¹¹ Lydia Shekighenda, When economic growth does not translate into less poverty, 2012, source: <http://www.ipppmedia.com/frontend/index.php/es=3/?l=47022>

¹² National Examinations Council of Tanzania, 2013

¹³ Titus Kivite, Tanzania's Governance among Top 10 in Africa, source: <http://streamafrica.com/news/tanzanias-governance-among-top-10-in-africa/>

¹⁴ Annual General Report of the Controller and Auditor General, National Audit Office, 2010-11

Similarly, the government's 2011 Poverty and Human Development Report¹⁵ criticized poor service performance by local authorities, naming birth registration (only 15% of newborns were registered at birth and 6% issued with certificates in 2010), land registry (only 5% of privately owned land is registered), and insufficient efforts to combat corruption as examples. However, the report also claimed positive effects of NSGRP on national governance, including the ongoing devolution of responsibility and resources for service delivery from the central government to local government authorities (LGAs), which are meant to trigger reforms of the taxation system, regulation of public procurement and increased participation of citizens in local government processes.

¹⁵ Ministry of Finance, Research and Analysis Working Group, NSGRP: Poverty and human development report, 2011

III. PROJECT STRATEGY

(i) Project strategy and approach

The overall objective of the “Empowering Civil Society in Monitoring of Development Programmes” project, as defined in the Project Document (UDF-URT-09-305) in November 2010, was to promote effective civic engagement in policy formulation and implementation processes in the Dodoma region, to ensure more inclusive and responsive national policies, strategies and programmes, as a means to promote human development in line with the National Strategy for Growth and Reduction of Poverty (NSGRP).

Accordingly, DONET’s strategic approach aimed for three key outcomes:

- CSOs and the local community become aware of the NSGRP and development programmes, as well as of the planning and monitoring of development programmes in their constituencies;
- CSOs and the local community are effectively engaged in policy dialogue and advocacy activities and become key actors in development policy and programme formulation;
- CSOs and the local community are participating more actively in the monitoring of development programmes.

At the project’s outset, despite the implementation of NSGRP, economic growth continued to display low levels and poverty remained high in the Dodoma region. With local CSOs being given little opportunity to contribute to the NSGRP implementation process, development projects rarely addressed grass-roots needs and thus the rural communities’ perception of the programme has been poor. According to the grantee’s initial analysis, in the Dodoma region, one of Tanzania’s poorest areas where 85% of the population depends on subsistence farming, civil society participation was not on the agenda when it came to the formulation and implementation of development programmes.

Aiming to improve the extent to which the population of the Dodoma region involves itself in the different stages of local development programmes, DONET expected:

- 90% of its project participants to apply their new policy formulation, project planning and monitoring knowledge and skills for the benefit of their local communities;
- 30% of its participants to engage in future policy dialogue and lobbying activities;
- 30% of them to display increased participation in monitoring development programmes.

The mission of DONET, a membership-based NGO composed of individual members, CBOs, NGOs and institutions, is to “[...] contribute towards sustainable environmental management by supporting community based initiatives towards poverty reduction through equitable land access, efficient utilization and resource rights.”¹⁶ In its 2012-2015 strategy the NGO accordingly foresees to advocate the “[...] enhanced participation of local communities, CSOs, private sector organizations and local leaders to influence changes in policies and practices [...]”, which documents DONET’s motivation for and approach taken

¹⁶ Source: <http://www.dodoma-guide.com/donet.html>

by the present UNDEF-funded project.

(ii) Logical framework

The Project Document translates DONET 's programmatic approach into a structured plan of project activities and intended outcomes, including the achievement of the project's overall and specific objectives. The framework below aims to capture the project's logic systematically, also attempting to eliminate confusion between activities, intended outcomes and impacts, which evaluators at times observed in the Project Document's result framework.

Project Activities & Interventions	Intended outcomes	Medium Term Impacts	Long Term Development Objectives
<p><u>1. Awareness Raising</u></p> <p>Surveys to assess CSOs' (a) understanding of and involvement in NSGRP implementation/ monitoring, and (b) knowledge of planning and budgeting processes of the government</p> <p>Dialogue meetings to discuss survey results: (a) local government officials and CSOs, and (b) CSOs, ward councilors and members of parliament</p> <p>Information, education and communication materials</p>	<p>Survey findings and practices detrimental to the achievement of NSGRP objectives discussed</p> <p>Effective lobbying for policy changes and targeted development programming in order to achieve NSGRP targets</p> <p>Posters and booklets (500 each) produced and disseminated, raising awareness on policy, NSGRP and advocating change</p>	<p>Knowledge and skills in policy formulation, project planning and monitoring applied between/among local government officials, village/ward council and CSO members for the benefit of local communities</p>	
<p><u>2. Advocacy and Dialogue</u></p> <p>Train local CSO members to become future trainers on policy and NSGRP issues</p> <p>Trained CSO members conduct meetings with village council members</p> <p>Train local CSO members in policy and NSGRP issues</p>	<p>50 trained CSO members transferred their knowledge on policy, agricultural programmes and NSGRP to 800 village council members across six districts of the Dodoma region</p> <p>180 CSO members have participated in awareness raising workshops</p>	<p>More CSOs from across the six districts of Dodoma engage effectively in policy dialogue and advocacy activities</p>	<p>Inclusive and responsive national policies, strategies and programmes, as a means to promote human development in line with NSGRP</p>
<p><u>3. Development Programme Process Monitoring</u></p> <p>Train CSO members in participatory planning, budgeting and monitoring of development programmes</p> <p>LGAs and CSOs conduct dialogue meetings on future NSGRP reporting</p>	<p>90 CSO members (15 per district) interested in development programme monitoring trained in the government's planning, budgeting and monitoring processes</p> <p>210 participants agree on reporting / indicator system</p>	<p>More CSOs and local communities participate actively in the monitoring of development programme processes</p>	

IV. EVALUATION FINDINGS

(i) Relevance

Baseline Situation

To provide a benchmark for future evaluation, DONET assigned IRDP to lead the project's initial assessment of the baseline situation. In order to establish the knowledge and involvement of local actors in (a) development programmes, and (b) programme planning, budgeting and monitoring processes of the government, a survey team of 13 members conducted interviews throughout the six districts covered by the project (Dodoma Urban, Mpwawa, Chamwino, Kongwa, Bahi and Kondoa). The resulting baseline findings from interviews with 197 actors representing 40 LGAs, 37 CSOs and 120 local communities led the grantee to the conclusions that (1) the level of awareness among local government officials of development policies and programmes roots in their key role to coordinate various initiatives at district level is relatively high; (2) in the absence of participation, the local community's and CSOs' priorities are not taken into account and that this has negative effects on the overall performance and implementation of development policies, programmes and projects at community level; (3) there is a lack of capacity to influence key components of monitoring and evaluation of important policy and programme issues that excludes local communities from controlling initiatives targeting the development of the fate of their own areas.

Selected baseline findings

- Findings partly imply that there is no true and meaningful participation in the surveyed districts with respect to formulation and implementation of policy, NSGRP and agricultural development programmes.
- Local government officials displayed the highest levels of ability to lobby and advocate issues related to policy, NSGRP and development programmes, followed by CSO members and representatives of the local community.
- With the exception of agricultural development programmes, large proportions of the sampled local communities were unable to demonstrate monitoring and evaluation capacities in relation to important policy and development programme issues.

The project response

Evaluators found various examples of relevant project design, addressing the above three baseline aspects:

1. Awareness Raising

In view of the need to improve the low levels of local community participation, DONET's two main measures under component 1 aimed to raise awareness throughout the civil society of the Dodoma region: (a) Dialogue meetings discussing the survey outcome were consequently designed to secure opportunities for CSOs to lobby for policy changes and targeted development programming and to gain more support both among administrative officers of LGAs and elected representatives (e.g. ward councilors and members of parliament); (b) In addition, the grantee prepared information, education and communication

(IEC) materials (posters and booklet-size trainer’s manuals), which were designed to support the project’s subsequent activities aiming to inform how NSGRP is supposed to function and support local development.



Poster clarifying the role of village, ward, and district plans for NSGRP implementation

Two different posters focused on the dissemination of simplified, complete and accurate information, thus addressing the rural communities’ poor perception of the country’s local development programme. They transported the NSGRP objectives and crisp messages clarifying the opportunity for participation by the local population stating “It is possible to play your part”, and encouraging people to “[...] read and understand better the NSGRP objectives” and to engage “[...] in planning, implementing and monitoring the implementation of projects aimed at improving the lives of the community”. Another poster meant to create a better understanding of the sequence of local development planning, used both by the project’s trainers and for public display to explain how development plans from local to district level are meant to benefit from and thus contribute “bottom-up” to the implementation of NSGRP (i.e. several village development plans constitute the ward development plans, which in turn inform the district/regional levels). Finally, the grantee developed a manual designed to inspire future trainers in the

generation of public awareness and community empowerment, to facilitate NSGRP implementation.

2. Advocacy and Dialogue

As a first step, the grantee under this component developed a training of trainers (ToT) scheme, to prepare CSO members for the conduct of trainings meant to improve the knowledge of farmers and pastoralists about and therefore their participation in development programmes and plans. Once trained and equipped with the project’s public awareness raising and community empowerment manual, these new trainers were meant to transfer their knowledge through 800 village meetings, which were designed to empower farmers and pastoralists to:

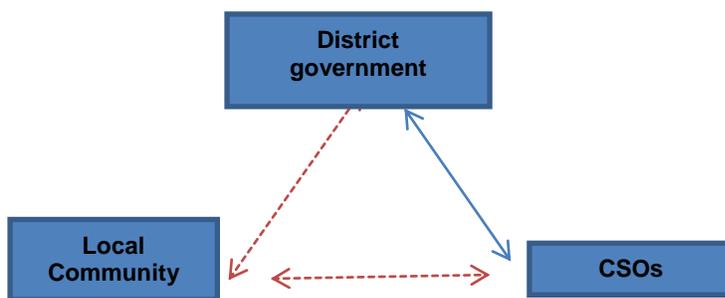
- Continue to enquire and keep themselves informed about existing development programmes and plans;
- Make suggestions for and contribute to the transformation of NSGRP objectives into locally actionable plans and projects (e.g. the establishment of committees to effectively coordinate community participation; depending on project scales also between several villages);
- Improve the knowledge of and encourage other farmers and community members to participate in planning, implementation and monitoring (e.g. progress versus the use of resources, budget) of development projects, thus reviving village public meetings as a means of identifying, prioritizing and solving community-level issues.

The third activity under the project’s advocacy and dialogue component reached beyond the

already trained trainers, so as to increase the number of CSO actors with capacity to influence the realization of NSGRP and development programme key components. By design, these trainings aimed at a fairly balanced coverage of CSOs from across the six districts of the Dodoma region. Most importantly, these workshops included relevant information about current district development/agricultural programmes.

3. Development Programme Process Monitoring

As and where possible, the grantee made efforts for this training to coincide with the timeline for district governments to request villages to identify their development plans and budget priorities. During their interviews, evaluators, however, learned that members and elected representatives of the local community expressed their concern not only about the way local governments plan, budget and monitor development programmes, but also about a lack of transparency which role CSOs currently play in this process.



The red arrows indicate a break in information flows / participation. While component 2 addressed the involvement of farmers and pastoralists, the original project design of component 3 (blue arrow) failed to meet the transparency concerns of local communities (bottom red arrow): apparently CSOs do not always consult the local population when they engage with district governments.

(ii) Effectiveness

The final narrative report describes a generally successful project. With the exception of two activities under component 2 (village coverage and number of trained CSO members, see below), evaluators noted that the project did not fall short of the initially targeted outcomes.

1. Awareness Raising

As foreseen in the project document, the grantee delivered 12 dialogue meetings to discuss the survey findings, including the policy practices detrimental to the achievement of NSGRP objectives, and to lobby for development programmes and policy changes. In terms of outreach, 433 persons (planned: 360) participated in these meetings, thus greatly exceeding DONET's initial target figures. Among those trained were 180 CSO representatives (5 CSOs per district), 30 district council officials (5 per district), 180 ward councilors, 5 members of parliament, 8 journalists and 30 community representatives, including village leaders and influential community members.



Group discussions at the dialogue meetings about the baseline survey's findings involved different categories of stakeholders

The project's IEC materials, i.e. 500 posters and 500 booklet-size training manuals on NSGRP key objectives, levels and structures of development planning as well as avenues for participation in implementation, were produced and used by trained trainers in village meetings (see component 2 below). As part of the training activities conducted in the villages, posters have been disseminated for display on community noticeboards and in district government offices. Evaluators during their visit learned that the removal of posters in some areas caused altercations between the local community and government officials, which were reportedly not comfortable with encouraging the involvement of population living in their local areas. The grantee, however, failed to explain to evaluators why the majority of the 500 copies of the training manual have not been disseminated.

The extent of outreach the awareness raising activities achieved among local government officials, elected representatives and over 75% of CSOs in the Dodoma region and taking into account the effect of the display of posters (sometimes even causing above described controversy), demonstrates the potential of the project's awareness raising component towards effective lobbying for policy changes and targeted development programming in order to achieve NSGRP targets.

2. Advocacy and Dialogue

According to the project plan CSO members who have completed ToT were expected to provide training to at least 800 village council members from 144 villages to encourage them to contribute to the transformation of NSGRP objectives into locally actionable plans and projects. The aim was hence to cover by the end of the project 27% of an estimated total of 537 villages existing in the Dodoma region. This target was based on the grantee's assumption that each of the 50 trained CSO members will hold multiple meetings in an average of 3 villages (i.e. 3 villages x 8 trainers per district x 6 districts = 144 villages). At the time of their visit evaluators found that ToT beneficiaries so far managed to conduct 600 meetings, training approximately 4,000 village council members (200 meetings), and around 32,000 inhabitants of these local communities (400 meetings) including farmers, pastoralists, women groups, youth groups and other community group representatives (from religious groups and minority groups). With meetings held in about 100 villages, CSO members to date have achieved 69% of targeted village coverage, while already having trained five times the amount of end-beneficiaries (village council members) initially targeted. This being a key output, the grantee clearly exceeded the project plan. In addition, several CSO members involved in transferring their knowledge in the course of village meetings have reassured evaluators that this activity is ongoing. Trainers from various districts described to evaluators how they continue to travel around villages; using the UNDEF-funded bicycles the project has provided them with, aiming to reach out to as many village councilors and other representatives of the local communities as they can. It appears that village coverage only progresses slower than foreseen, because trainers are taking a soft approach, paying attention to plan meetings in sequence with the availability of their end-beneficiaries.

The second main training measure under component 2, which aimed to promote policy dialogue and advocacy of NSGRP issues by CSO members, however did miss its original target. Counting 120 CSO participants in total, the training reached out to one third less than planned (180). Evaluators though took note of DONET highlighting the training's important effect, according to which many CSO actors who completed the training expressed their

intention to organize village level meetings so they will be in a position to better feed the district level with information about development needs and plans. They reportedly argued they had understood there is a need to better coordinate the involvement and actions of CSOs so as to better integrate CSO work with the priorities of the village level.

Although the project missed to achieve the targeted village coverage and number of trained CSO members, evaluators still consider the project was highly effective. Given the impressive numbers of trained community members and the above CSO feedback, it is clear that new potential for more engagement in dialogue and advocacy by CSOs, village councilors and individual citizens from all parts of society has been generated across the six districts of the Dodoma region.

3. Development Programme Process Monitoring



Evaluators discuss with CSO and District Government representatives the participation of villagers in development project monitoring

Slightly exceeding the project plan, 102 persons (planned: 90) during 3 days participated in a training workshop promoting democracy through community involvement at different levels of governance. The programme aimed to clarify, for instance, the role of village/ward development committees, village chairpersons, and offered models for community participation at village/ward level in the planning, budgeting and monitoring of development programmes, as well as the management of natural resources. The role of the community and other stakeholders in the implementation and monitoring of achievements vis-à-vis NSGRP objectives/MDGs and district development programmes was discussed, also aiming to

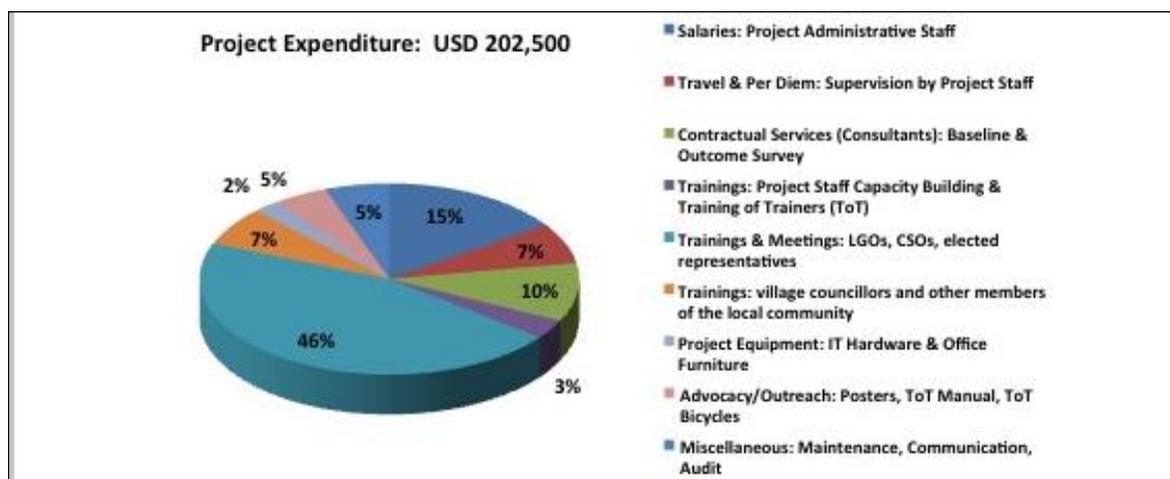
determine the function of CSOs in this process (i.e. advocacy and awareness raising in the community, collaboration with different levels of local government).

Eight dialogue meetings for the preparation of a NSGRP reporting system and progress indicators, which were attended by 220 CSO and government representatives (as planned), reportedly led to an agreement among half (122) of the Dodoma region's CSOs to engage in the future district and regional level monitoring of the achievements of development programme implementation against NSGRP objectives. The meetings addressed their recommendations to each Executive Director of the region's six district government offices. Agreement was also achieved on the establishment of an annual CSO meeting (forum). Assessing the extent to which development programmes contributed to the progress of the NSGRP objectives at district and regional level, the annual CSO forum was expected to become the future driver of advocacy and lobbying for local development purposes. In the project's final report the grantee claimed that the preparation of this CSO forum took longer than expected, which is why it was decided to continue this process in cooperation with the NGO network of Dodoma after and beyond the completion of the actual project. At the time of their visit, evaluators found that the organization of the CSO forum had not progressed further. The initial plan to promote the annual meeting as a cooperation of DONET, the NGO Network for Dodoma (NGONEDO) and the region's six district governments failed to obtain

the agreement of the district offices. It is understood that district level representatives did not think themselves authorized to agree to a joint action that would involve insight into internal government planning processes. Instead, it was suggested that NGONEDO should coordinate the forum to discuss the findings of the annual progress monitoring, in order to come up with conclusions and recommendations. No date has been set yet, and the grantee was still to embark on planning the first forum together with the Director of NGONEDO. Three months after completion, the grantee hence struggled with achieving an ultimate impact in support of the project's long-term development objective.

(iii) Efficiency¹⁷

Activities generating awareness about NSGRP objectives and development programme implementation modalities, as well as knowledge and skills in advocacy, policy formulation, project planning and monitoring among CSOs, government and elected representatives represented the project's principal focus. Accordingly, 45.6% of the budget was reserved for expenditures related to the organization of the project's dialogue meetings, trainings and workshops. Breaking the amount spent for these activities (USD 92,293)¹⁸ over the total number of 995 direct beneficiaries¹⁹ provides an average cost of approximately USD 92.80 per beneficiary. The training of village councilors and other members of local communities, including expenses for advocacy and outreach (i.e. for the production of IEC materials and the purchase of bicycles for those CSO members conducting this type of training) resulted in a total cost of USD 22,907 (11.3% of the budget). Considering that approximately 4,000 village council members²⁰ have benefitted from these measures to date, an average of approximately USD 3.30 has been spent to reach out to the project's indirect beneficiaries²¹.



¹⁷ Quantitative assessments made in this section are based on the total amount of project expenditure, which excludes the budget amount reserved for evaluation by UNDEF.

¹⁸ Expenditure budgeted for project management (i.e. salaries) is not included in these percentages/amounts.

¹⁹ This figure is based on data provided in the beneficiary's final narrative report (excluding DONET staff, event facilitators, and participants of activities supporting the capacity building of project staff, and the training of indirect beneficiaries).

²⁰ Figures relating to the purchase of bicycles (USD 4,607) and the number of trained village council members are based on data provided to evaluators by DONET.

²¹ The cost per individual indirect beneficiary shrinks to USD 0.40, if this calculation also includes the other 32,000 local community members (not foreseen in the original project plan), to which DONET claims their trained CSO members have reached out.

Spending USD 31,200 for salaries of administrative staff, the project's nominal staff costs amount to 15.4% of the total budget. Adding expenses for capacity building (3.3% for project management training of DONET staff, as well as for ToT of selected CSO members) and consultancy services (9.9% for survey expertise) the level of human resource expenditure reaches a total of 27.6%, which is still acceptable given that consultancy expenditure also fed into the project's awareness raising activities. The grantee managed to make little savings on the already marginal 2% budgeted for equipment (laptops, printers, furniture), which helped to offset slightly higher than expected expenses for contractual services, meetings and trainings²². All of the above provides evidence of highly efficient project conduct.

(iv) Impact

Compared to IRDP's baseline findings, the consultants' outcome survey report showed that considerable progress has been made towards the results the project originally aimed for.

- *Participation in policy formulation, programme implementation and M&E* (expected: 90% of project participants apply their new policy formulation, project planning and monitoring knowledge and skills; and 30% display increased participation in the planning and monitoring development programmes): 71% (baseline: none) of survey respondents (local community members, government officials and CSO representatives) confirmed true and meaningful participation. These figures, however, apply mainly to local community development initiatives, while survey respondents indicated that in the context of agricultural and environmental programmes true participation in formulation and implementation is still not observed.
- *Capacity of local actors to lobby and advocate policy* (target: an increase of 30% of project participants engaging in future policy dialogue and lobbying activities): the local communities of the Dodoma region clearly are the winners of the UNDEF-funded project, as 78% (baseline: 53%) of those surveyed claimed they lobby and advocate for development programmes, ensuring bottom-up involvement in suggesting development projects needed for their sustainable development. 69% (baseline: 54%) of survey respondents representing CSOs made the same claim and also confirmed (1) they ensure the communication of the objectives of NSGRP, of its key performance indicators and of its expected outputs; and that (2) they hold key actors accountable for deviation. There was no increase in lobbying and advocacy activities by local government officials (56%, compared to baseline: 59%) although those responding positively claimed the transformation of NSGRP into programmes, projects, and activities of the district plans and the allocation of funds as their domain.

In addition, on the basis of interviews held with 3 collaboration partner representatives of IRDP and 17 project beneficiaries, evaluators have independently formed the view that the project generated positive effects. Selected anecdotes are provided below²³. They are grouped along the key issues identified in the grantee's initial contextual analysis (=

²² Source: Financial Utilization Report.

²³ In line with current development practice, an effort was made to identify recent anecdotes or to obtain, where possible, details of relevance complementing the grantee's available report documentation, to conduct an independent assessment of impact.

baseline, cf. section on relevance) to demonstrate how the project contributed to lobbying of policy issues, project planning, and monitoring between and among local government officials, village/ward council and CSO members, and local community members. These examples demonstrate that the grantee was successful in providing a response to the baseline situation.

Awareness about opportunities for participation in policy formulation and implementation of NSGRP and development programmes

Being asked whether they can tell about concrete plans that have arisen among CSOs following the NSGRP dialogue workshops and trainings they held, *Richard Mugabo and Cletus Munaku, lecturers of the Institute for Rural Development Planning (IRDP)*, said: “Trainees left [us] with a lot of enthusiasm to change things since this was at the time of the call for [contributions to] district plans and budgets, they resolved to ensure that public meetings will be held in the villages for communities to identify problems, and discuss priorities for inclusion in the district plans.” Training participants also realized that uncoordinated planning and interventions of CSOs had created issues and participants suggested to establish CSO networks to jointly lobby and advocate at district level the priorities identified by the grass-roots level. Lasting effects on stakeholders involved in policy making are also expected: “[During the training,] Members of Parliament were not able to identify in which phase the NSGRP was, which demonstrated a lack of awareness among political leaders”. Trainers therefore hope to have established a lasting reminder among elected representatives of all levels that they are accountable to provide information and feedback about the implementation of NSGRP in local communities.

Ability to lobby and advocate development issues

John Makolokolo, a *farmer from the Mpamantwa ward in the Bahi district*, who was trained by a ToT participant in advocacy and lobbying under NSGRP, told evaluators that a company with permission of the village council was crushing gravel in the neighborhood of his village. Knowing from their meetings with the project’s ToT beneficiaries about their right to consultation about the use of their local resources, he and other members of his local community required the village council to inform them about the conditions, under which the investing company had been allowed to operate, in particular about the duration and the benefits the village would obtain in compensation for environmental effects (pollution e.g. noise, dust). Left without a satisfactory reply or access to the contents of the agreement, the citizens organized non-violent demonstrations to disturb the investor’s operation. This triggered a series of public meetings subsequently held by the Village Council and the Village Executive Officer, and the Divisional Secretary of the District Executive Director. The more meetings were held to provide clarity, the less the local population was impressed with the terms that had been agreed without their consent. When the Divisional Secretary finally brought the investor to a meeting, the local community in the presence of the local media successfully negotiated (1) monthly payments to be made to finance the development of the Village of Mpamantwa and (2) the construction of a school. Regular payments under the improved terms of the agreement and the construction of a secondary school by the investor have meanwhile started.

The above demonstrates a good potential that (1) CSOs will be taking on the role to ensure that the concerns and development priorities of local communities find their way into district level planning under NSGRP and other development programmes; and that (2) the members of the local community are making use of the possibility to lobby and advocate their needs through village-level meetings or through lobbying at district government levels, should they be denied to obtain access to relevant information and/ or the right to express themselves. The following stories evaluators gathered demonstrate, however, that the capacity to participate in effective monitoring of development programme processes is still at early stages of development:

Capacity to participate in the monitoring and evaluation of NSGRP and development programme issues

George Lusinde, *Chairman of the Chamwino Non Governmental Organization Network (Changonet)*, locates empowerment issues on the side of the local governments. During a round table discussion with other CSOs he told evaluators that participation in DONET's training shaped his view that the legal framework for development programmes needs to become more explicit about the public's monitoring function, so as to encourage officials to provide access to relevant information. Referring to his experience with PETS (Public Expenditure Tracking Survey), a government-promoted instrument used by CSOs at district level as a tool to make budget flows between local governments and service delivery transparent, he said: "It was only after contacting the media and making reference to PETS that the District Education Officer was willing to provide information about Chamwino district's budget for the construction of classrooms, teacher residences and for school furniture." Other round table CSO participants from Dungonet, Bangonet and Sawata agreed, saying that a constitutional provision and more capacity building for local government officers about their accountability vis-à-vis the public will be needed to ensure proper expense records and organized access to information to facilitate the participation of CSOs and local communities in development programme progress monitoring.

In May 2012 Yusufu Madelemu, *a farmer from the ward of Ipala*, participated in training on participatory planning, budgeting and monitoring. He shared with other village inhabitants his learning that local population and not others identify development needs and that it is therefore important to request reports about the progress the village council has made with the development of the area. Complaints about public construction projects (e.g. improvements of primary school and health center facilities) were pending clarification. Budget breakdowns were unavailable, there was conflicting information between budgets made available and actual spending, and hence it was believed that parts of the funds were misappropriated. Public meetings to share progress reports had not taken place for the past 4 years. Therefore, citizens used the occasion of a visit of the Dodoma Urban District Commissioner in January 2013 as an opportunity to renew their complaints. About 163 of them publicly renounced their confidence in the village council members, which prompted the District Commissioner to order the establishment of a new council. An interim task force of 15 members, temporarily assigned until the new council is established, tried to trace the village's assets but faced great difficulty, as Ward and Village Executive Officers were not cooperative. Officially mandated since April 2013, the task force is now in full control of the village's affairs. For the time being, it started to build new toilets in Ipala primary school and collects levies from small businesses to independently establish a new budget.

(v) Sustainability

The outcome survey's report concluded that the UNDEF-funded project's capacity building programme achieved a lasting impact on the development of the Dodoma region. At the same time, the report identifies the need to roll out the programme on a wider scale, as the main challenge concerted national development will have to face in the future. While evaluators do not dispute the project's achievements, they have come across a number of issues to be addressed before expanding the scale of capacity building.

1. Outreach of capacity building is lower than planned

The project was implemented in all 6 districts of the Dodoma region, and designed to cover end-beneficiaries from 144 villages. Beneficiaries of the ToT have trained so far village council members and other participants from local communities, such as farmers and pastoralists, in approximately 100 villages. This represents an achievement of about 69% compared to the project plan and 19% of an estimated total of 537 villages existing in the Dodoma region. While the numbers of trained individuals in the villages mark already an impressive over-achievement compared to the project plan, the level of awareness-raising has clearly not reached the extent of geographical density or spread projected by the grantee. Given that the project's initial baseline survey found an over-reliance on external support by development programmes and projects at the community level²⁴, there is a significant risk that dearly needed spirit for self-initiative remains suppressed or inactive in up to 81% of the Dodoma region's villages. DONET's final narrative report described also unplanned effects of the project. In some cases village council meetings are now held less frequently to avoid critical questions of local community members empowered by the project. On other occasions engaged citizens have reportedly been subjected to threats and police charges for "disturbing" village meetings, in order to discourage community members to voice their concerns in public meetings. Reaching out to more local communities and getting more villages to practice a state-of-the-art participatory approach to local development therefore appears vital to avoid the risk that the sustainability of the project's capacity-building efforts at the grass-roots level be undermined. It is understood that DONET will support ToT beneficiaries to continue their village-level training activities for six months beyond project completion date, with IEC materials still available. However, evaluators were not presented with a detailed approach that will ensure completion of the effort according to initial plan.

At the level of CSOs, only two-thirds of the targeted 180 CSO members completed the training on policy dialogue and advocacy of NSGRP issues. Evaluators also noted that the outcome survey found only 15% instead of the targeted 30% of CSOs displaying increased policy dialogue and lobbying activities. DONET's grant application argued the "[...] continuous, non-interrupted participation of primed and empowered local CSOs and NGOs, who will act as watchdogs in monitoring policies and the implementation of community development projects/programs [will mobilize and encourage] local communities [...]". Given that the outcome survey describes CSOs as the trusted advocates of local communities at district and regional levels, it seems that the lower than planned turnout of CSO members trained and displaying increased lobbying and advocacy activity may therefore expose the

²⁴ Evaluators validated this finding in interviews with project staff and district planning officers, who underlined the importance of making the local population aware that project activities under NSGRP involve their in kind and monetary contributions, which is why it is in the interest of local communities to take ownership of project design and monitoring processes.

project's sustainability to a certain risk. In view of (a) bureaucracy often remaining an obstacle preventing the development of partnerships between civil society actors and local government representatives, as mentioned in the grantee's final narrative report; and (b) the outcome survey report highlighting new evolving policies and regulations that can support social and environmental entrepreneurship; a higher rate of CSOs penetrating local governments for lobbying and advocacy purposes appears of paramount importance.

2. The extent of publicity achieved by IEC materials is unclear

Several of the CSO members who participated in ToT confirmed in interviews with consultants the use and utility of the project's different posters and the booklet-size manual on NSGRP key objectives, levels and structures of development planning and avenues for participation in implementation. However, the grantee was unable to provide evidence of the posters being put and/or continuously on display in public places (e.g. photographic evidence taken of local government offices, public notice boards in villages). It also appears the manual is principally used as a methodological guide by the project's 50 trainers, as the grantee failed to explain why a vast majority of the 500 copies remain to be disseminated; hence the level of awareness-raising about the benefits of civil society participation has not reached its projected extent.

3. First annual CSO forum remains to be organized

The annual CSO forum, which was expected to become the Dodoma region's future driver of advocacy and lobbying for local development planning and implementation, has not been held yet. Interviews conducted with the grantee revealed it was a risky assumption that the region's six district governments would agree to become the co-organizers of a meeting that would publicly expose them to the assessment of the extent to which the implementation of development programmes contributed to the progress of the NSGRP objectives at district and regional levels. The grantee still intends to embark on planning the first forum in cooperation with the NGO Network for Dodoma (NGONEDO), aiming to ensure the results of development programme progress monitoring by Dodoma's CSOs can be discussed, and conclusions and recommendations will be addressed to district-level authorities. Holding the forum on an annual basis clearly would provide for an excellent opportunity to keep the region's development momentum by sharing experience and revisiting and updating future project activities. However, three months after completion, it remains unclear when the first annual CSO forum is going to be held. With the grantee struggling to realize this regular event, lasting support to the project's long-term development objective is at stake.

(vi) UNDEF Value Added

According to the grantee, UNDEF's objectives to strengthen the voice of civil society and to encourage the participation of all groups in democratic processes made the donor a particularly suitable partner for DONET's ambition to empower farmers, pastoralists and CSOs to interact with LGAs, participate in policy formulation and in the implementation of development programmes. Furthermore, the grantee claims the project strengthened its own organizational capacity and network, and also expects that having worked with UNDEF will provide for a valuable reference to introduce DONET's support to local level capacity development to other donor organizations. Given the project's outcome, the grantee intends to ensure sustainability by further developing those aspects considered most promising by the outcome survey, in order to apply for additional support. Expressing its hope to renew

cooperation with UNDEF, DONET is aware that the final choice of funding it will apply for will depend on the extent to which the future project's strategy will be aligned with donor expectations.

V. CONCLUSIONS

i. We found that the combination of activities aiming to (a) raise awareness about NSGRP and development programme issues, (b) improve engagement in policy dialogue and advocacy, and (c) build the capacity to participate in development programme monitoring processes were appropriate to respond to the knowledge and skills needs the grantee identified among local government officials, village/ward council members, CSO members and the local population. Our findings related to the design of the project's education, information and communication materials show that these were designed to transport crisp messages clarifying the opportunity for participation by the local population, and how development plans from the local to the district level are meant to benefit from and thus contribute "bottom-up" to the implementation of NSGRP. The Training of Trainers (ToT) in dialogue and advocacy was suitable to instigate CSO members and the local community at grass-roots level to keep themselves up-to-date with development programmes, to develop the capability to suggest the transformation of NSGRP objectives into locally actionable plans and projects and to participate in the planning, implementation and monitoring of development projects. While the timing of the training of CSOs in development programme process monitoring was well in sequence with the district governments' request to villages to identify their development plans and budget priorities, the grantee's training failed to sufficiently address the transparency concerns of certain local communities, which complained that some CSOs engage with district governments without prior consultation of the local population. However, we conclude that **the project's overall design was relevant** to help achieve more inclusive and responsive development policies, strategies and programmes.

ii. The fact that the removal of publicly displayed NSGRP information posters in some cases reportedly caused controversy between local communities and government representatives demonstrates the project's contribution to effective engagement in the discussion about targeted development programming. Regrettably, the project's lobbying and advocacy training failed to achieve the targeted village coverage and number of trained CSO members. Given the numbers of village councillors and other members of the local communities who completed the training to date (an impressive 4,000 and 32,000 respectively), evaluators still consider **the project was highly effective**, as it generated an important, new potential for more effective engagement in dialogue and advocacy by CSOs, village councillors and individual citizens.

iii. We have already found (1) CSOs that appear prepared to network with each other at the village level and which are ready to ensure that the concerns and development priorities of local communities will be considered in a coordinated way in the planning of development programmes at the district level; (2) members of the local community making use of the possibility to lobby and advocate their needs through village-level meetings or through lobbying at district government levels, should they be denied to obtain access to relevant information and / or the right to express themselves; and (3) evidence demonstrating early stages of participation in the monitoring of development programme processes. These first signs of improvement, which were drawn from testimonials we have gathered among beneficiaries, and the findings of the grantee's outcome survey report, such as a 25% increase of bottom-up involvement by individual community members who lobby and advocate for the development of their local areas, demonstrate the **potential impact** of the project.

iv. The largest proportion of the budget (46%) was reserved for generating awareness about NSGRP objectives and development programme implementation modalities, as well as knowledge and skills in advocacy, policy formulation, project planning and monitoring among CSOs, government and elected representatives. Breaking down the amount spent for the organization of the project's dialogue meetings, trainings and workshops over the total number of 995 direct beneficiaries provides an average cost of approximately USD 93 per trainee. Meetings held to inform village councilors about lobbying and advocacy under NSGRP, including expenses for IEC materials and bicycles for CSO members conducting this training, generated an average cost of USD 3 for each of the 4,000 village council members who have participated to date. All of the above provides **evidence of highly efficient project conduct**.

v. Despite impressive results, three months after the closing date evaluators have come across a number **shortcomings that risk to limit the sustainability** of the project's outcome: (1) While the numbers of trained village council members and other participants from local communities, such as farmers and pastoralists, represent an over-achievement compared to the project plan, the level of awareness-raising has clearly not reached the extent of geographical density or spread initially projected by the grantee. Given that the baseline survey found an over-reliance on external support by development programmes and projects at the community level, there is therefore a significant risk that dearly needed spirit for self-initiative remains suppressed or inactive in 31% of the total 144 villages initially targeted by the grantee. Similarly, only two thirds of the targeted 180 CSO members completed the training on policy dialogue and advocacy of NSGRP issues. Since (a) bureaucracy often remains an obstacle, and (b) new policies and regulations supporting social and environmental entrepreneurship have evolved, a higher rate of CSOs lobbying local governments appears of paramount importance. (2) There was little evidence of the project's posters on NSGRP key objectives, levels and structures of development planning and avenues for participation being put continuously on public display. It also appears that the manual (produced in 500 copies) is principally used as a methodological guide by the project's 50 trainers. The intensity of awareness-raising about the benefits of civil society participation is hence unlikely to have reached its projected extent. (3) The annual CSO forum, which was expected to become the Dodoma region's future driver of advocacy and

lobbying for local development planning and implementation, has not been held yet. It appears that the grantee missed to ensure ongoing coordination to secure the participation of district-level government representatives. Holding the forum on an annual basis clearly would provide for an excellent opportunity to keep the region's development momentum by sharing experience, and revisiting and updating future project activities.

VI. RECOMMENDATIONS

To strengthen the outcome of similar projects in the future, evaluators recommend to UNDEF and project grantees:

i. The fact that DONET's approach and methodology included the conduct of a representative baseline and of outcome surveys is highly commendable, as it enhanced the project's **relevance** and significantly facilitated the **assessment of impact** of the present UNDEF-funded operation. We therefore highlight the usefulness of measuring the (likely) impact of projects, also to identify remaining (and new) needs. Covering project achievements systematically always enables a grantee to improve the current assessment in quantitative and qualitative terms and thus enhances the organizations' strategic objectives. This may also help grantees to attract new donors and implementing partners for an expansion of the original project. Based on the above **we recommend that UNDEF** continues to emphasize vis-à-vis applicants the benefits of generating and using comparative survey data (baseline vs. outcome). We suggest to consider that applications including solid survey approaches will be given preference.

ii. The outcome survey identifies the rolling out of capacity-building as the main future challenge. As long as the project's two different training measures addressing (a) village council members, other local community members, and (b) CSO members fall short of target, concerns and considerations of the local population may find their way to a lesser extent into development programme processes, both at village and district level. **Based on our observations on effectiveness, we therefore recommend that the grantee** involves more CSO members, other than those having completed the project's ToT, in DONET's capacity building efforts: (a) To improve the geographical spread/density at village level, a detailed plan should be agreed with those CSO beneficiaries, who benefitted from the project's free (UNDEF-funded) training measures, how to roll out the training so that at least the 27% of the villages initially targeted in the Dodoma region can be reached. (b) In addition, trained CSO members should share their new advocacy and lobbying skills with fellow colleagues from within their CSO or other organizations they are networked with, thus ensuring the projected total of 180 CSO members will be in a position to address village community needs at the district-planning level.

iii. In relation to our conclusion that that the grantee did not foresee and maintain ongoing communication and coordination with Dodoma's six district level governments to become co-organizers of the future annual CSO forums, we believe that it is of utmost importance for democracy development projects to include and continuously involve all stakeholders concerned by the introduction of previously inexistent mechanisms or structures, such as the forum in question. This applies in particular to CSO projects requiring cooperation with multiple layers of government, as it ensures continuous consultation and thus a process more likely to identify practical or administrative challenges. **Based on our observations on sustainability, we therefore recommend to the grantee and to UNDEF** to ensure that future project applications include specific measures promoting cooperation and ownership in case the acceptance of project deliverables is of concern to multiple layers of government, notably through a project design applying an inclusive partnership approach, to the extent possible, that continuously involves all stakeholders concerned by the project's implementation. Instead of assuming the collaboration of Dodoma's six district level governments, the grantee in the present case should have actively and prior to project launch sought their commitment (e.g. by means of a memorandum of understanding) to become co-organizers of the future annual CSO forums.

iv. Based on our comment that some shortcomings risk to limit the sustainability of the project's outputs, we recommend to the grantee the following:

- With regards to the dissemination of both (a) the posters on NSGRP's key objectives, levels and structures of development planning and (b) the pocket-size training manual: to exploit the opportunity of the above suggested additional training measures for effective distribution, sustained display and use of the project's IEC materials;
- Concerning the plan to organize annual CSO forums: (1) to re-launch exchanges with the Dodoma region's district governments, and if necessary, with the Dodoma region's council committee, to enquire feedback on / actual acceptance of the NSGRP reporting system that CSOs suggested as a result of the project's dialogue workshops. The exchange could also consider links with / results of other monitoring activities, such as the Public Expenditure Tracking Survey (PETS); (2) to add a grass-roots level dimension, by also organising a forum section for individual members of local communities, in which these can share their experience. Here, they could discuss challenges and exchange solutions for overcoming issues, such as reported cases where village council meetings are now held less frequently to avoid critical questions, or where engaged citizens have reportedly been subjected to threats and police charges, in order to discourage them to voice their concerns in public meetings.

IX. ANNEXES

ANNEX 1: EVALUATION QUESTIONS

DAC criterion	Evaluation Question	Related sub-questions
Relevance	To what extent was the project, as designed and implemented, suited to context and needs at the beneficiary, local, and national levels?	<ul style="list-style-type: none"> ▪ Were the objectives of the project in line with the needs and priorities for democratic development, given the context? ▪ Should another project strategy have been preferred rather than the one implemented to better reflect those needs, priorities, and context? Why? ▪ Were risks appropriately identified by the projects? How appropriate are/were the strategies developed to deal with identified risks? Was the project overly risk-averse?
Effectiveness	To what extent was the project, as implemented, able to achieve objectives and goals?	<ul style="list-style-type: none"> ▪ To what extent have the project's objectives been reached? ▪ To what extent was the project implemented as envisaged by the project document? If not, why not? ▪ Were the project activities adequate to make progress towards the project objectives? ▪ What has the project achieved? Where it failed to meet the outputs identified in the project document, why was this?
Efficiency	To what extent was there a reasonable relationship between resources expended and project impacts?	<ul style="list-style-type: none"> ▪ Was there a reasonable relationship between project inputs and project outputs? ▪ Did institutional arrangements promote cost-effectiveness and accountability? ▪ Was the budget designed, and then implemented, in a way that enabled the project to meet its objectives?
Impact	To what extent has the project put in place processes and procedures supporting the role of civil society in contributing to democratization, or to direct promotion of democracy?	<ul style="list-style-type: none"> ▪ To what extent has/have the realization of the project objective(s) and project outcomes had an impact on the specific problem the project aimed to address? ▪ Have the targeted beneficiaries experienced tangible impacts? Which were positive; which were negative? ▪ To what extent has the project caused changes and effects, positive and negative, foreseen and unforeseen, on democratization? ▪ Is the project likely to have a catalytic effect? How? Why? Examples?
Sustainability	To what extent has the project, as designed and implemented, created what is likely to be a continuing impetus towards democratic development?	<ul style="list-style-type: none"> ▪ To what extent has the project established processes and systems that are likely to support continued impact? ▪ Are the involved parties willing and able to continue the project activities on their own (where applicable)?
UNDEF value-added	To what extent was UNDEF able to take advantage of its unique position and comparative advantage to achieve results that could not have been achieved had support come from other donors?	<ul style="list-style-type: none"> ▪ What was UNDEF able to accomplish, through the project, that could not as well have been achieved by alternative projects, other donors, or other stakeholders (Government, NGOs, etc). ▪ Did project design and implementing modalities exploit UNDEF's comparative advantage in the form of an explicit mandate to focus on democratization issues?

ANNEX 2: DOCUMENTS REVIEWED

UNDEF

- Final Narrative Report
- Mid-Term/Annual Progress Report
- Project Document
- Milestone Verification Reports
- Financial Utilization Report

DONET

- Baseline and Outcome Survey Reports
- Workshop/Training and IEC Materials
- Workshop/Training Images
- Bicycle Distribution List (ToT)

Other sources

- 2010 Tanzania Demographic and Health Survey, National Bureau of Statistics, 2011
- 2012 Human Development Report, UNDP, 2013
- Annual General Report of the Controller and Auditor General, National Audit Office, 2010-11
- Growth, Poverty and Distribution in Tanzania, Atkinson and Lugo, 2011
- Household Budget Survey 2000/01 and 2007, NBS Planning Commission, National Bureau of Statistics, 2007
- MKUKUTA Annual Implementation report (MAIR), Ministry of Finance, 2010/11
- Poverty and human development report, Research and Analysis Working Group, NSGRP, Ministry of Finance, 2011
- Tanzania's Governance among Top 10 in Africa, Titus Kivite, source: <http://streamafrica.com/news/tanzanias-governance-among-top-10-in-africa/>
- Total Net Enrolment Rate in primary schools in Tanzania, source: <http://www.indexmundi.com/tanzania/total-net-enrolment-ratio-in-primary-education.html>
- When economic growth does not translate into less poverty, Lydia Shekighenda, 2012, source: <http://www.ippmedia.com/frontend/index.php/es=3/?l=47022>

National Laws, Policies

- Employment and Youth Development, National Employment Policy, Ministry of Labor, 2008
- National Strategy for Growth and Reduction of Poverty (NSGRP II), Ministry of Finance and Economic Affairs, 2010

ANNEX 3: SCHEDULE OF INTERVIEWS

Dodoma, April 8th, 2013 (pm): Grantee's Project Briefing

- Josiah Mshuda, DONET Executive Director
- Luhaga Makunga, DONET Programme Coordinator
- Josephine Bundala, DONET Programme Accountant
- George Babune, DONET Monitoring and Evaluation Officer
- Herrieth Silla, DONET Programme Officer
- Nicholaus Damian, DONET Board Member
- Dativa Kimolo, DONET Board Member
- Mwajuma Kichandele, DONET Cashier
- Pierre Nyakwaka, DONET Programme Officer
- Lusajo Mwaibale, DONET Board Chairperson

Dodoma, April 9th, 2013 (am): Project Training Staff

- Richard Mugabo, Lecturer, Institute of Rural Development Planning (IRDP), Dodoma
- Cletus Munaku – Lecturer, Institute of Rural Development Planning (IRDP), Dodoma

Dodoma, April 9th, 2013 (am): Trained Local Government Representatives & CSO Members

- Fred Azaria, Tanzania Chamber of Commerce and Industry (TCCI)
- Urassa Mringi, District Planning Officer, Bahi District
- Henry Kambenga, Councillor, Kiwanja cha ndege ward, Dodoma Urban District
- Hussein Kamau, Councilor, Kongogo and Chairperson of Bahi District Council
- Margaret Katanga, Itiso Women Group and TOT Beneficiary, Chamwino District

Dodoma, April 10th, 2013 (am): Trained CSO Members

- George Lusinde, Chairman, Chamwino Non Governmental Organization network (CHANGONET), Chamwino District
- Austin Kachenje, Executive Secretary of SAWATA, Saidia Wazee Tanzania (Help the Aged), Tanzania
- Menence Muhumpa, Dodoma Urban NGO Network (DUNGONET), Dodoma Urban District
- Nehema Charles, Secretary, Bahi NGO Network (BANGONET), Bahi District
- Charles Masyeba, Daily News and Habari Leo (Government Newspapers), Dodoma
- Asia Abdi Suleiman, BetterLife, a member of DUNGONET

Dodoma, April 10th, 2013 (pm): Farmers trained by CSO Members (ToT Beneficiaries)

- Rudia Hamudu Issa, Farmer, Kondoa District
- Tumaini Msihi, Farmer and TOT Beneficiary, Chamwino District
- Yusufu Madelemu, Farmer, Ipala village, Ipala Ward
- John Makolokolo, Farmer, Mpamantwa Ward, Bahi District
- Hamadi, Farmer, Kondoa District
- Kedmon Maile, Farmer, Bahi District

Dodoma, April 11th, 2013: Evaluator's Debriefing

- Josiah Mshuda, DONET Executive Director
- George Babune, DONET Monitoring and Evaluation Officer
- Pierre Nyakwaka, DONET Programme Officer

Dar-es Salaam, April 12th, 2013

- John Mahegere, Lead Consultant (Baseline and Outcome Survey Team), IRDP/NDC

ANNEX 4: ACRONYMS

CBO	Community Based Organization
DONET	Dodoma Environmental Network
GDP	Gross domestic product
IEC	Information, Education, and Communication
IIAG	Mo Ibrahim Index of African Governance
IRDP	Institute for Rural Development Planning
LGA	Local government authority
M&E	Monitoring and Evaluation
MAIR	MKUKUTA Annual Implementation Report
MDG	Millennium Development Goal
MKUKUTA	Kiswahili acronym for NSGRP (Mpango wa Pili wa Kukuza Uchumi na Kuondoa Umaskini Tanzania)
NBS	National Bureau of Statistics
NDP	National Development Plan
NGO	Non-Governmental Organization
NSGRP	National Strategy for Growth and Reduction of Poverty
PETS	Public Expenditure Tracking Survey
PSLE	Primary School Leaving Examination
TDHS	Tanzania Demographic and Health Survey
ToT	Training of Trainers
UN	United Nations
UNDEF	United Nations Democracy Fund
WB	World Bank