



Norwegian People's Aid

**Review of the Strategic Partnership between the Norwegian Embassy and
the Norwegian Peoples Aid in Tanzania, September 2009**

Abbreviations

CDF	Community Development Fund
CSO	Civil Society Organizations
EMIMA	ELimu Michezo na Mazoezi
FoE	Friends of Education
KIWOHEDE	Kiota Women Health and Development Organization
LHRC	Legal and Human Right Centre
MKURABITA	Mkakati wa Kurasimisha Biashara na Mali za Wanyonge Tanzania
MoU	Memorandum of Understanding
MUKASI	Muungano wa Kanda Sita
NPA	Norwegian People's Aid
PETS	Public Expenditure Tracking System
RUDDO	Rulenge Diocese Development Office
TAMWA	Tanzania Media women's Association
TAWLA	Tanzania Women's Lawyer Association
ToR	Terms of reference
UCRT	Ujamaa Community Rural Trust

Table of Contents

1.	Introduction	9
1.1	NPA Programme in Tanzania.....	9
1.2	Strategic areas of cooperation between NPA and Norwegian Embassy	10
1.3	The Purpose of Review.....	11
1.4	Methodology.....	12
2.	Findings of the Review	12
2.2	Capacity of NPA to Steer the Program and Realizing Desired Changes	14
2.3	Added value of the Strategic Partnership for NPA and the Local Partners.....	17
2.4	Quality of NPA’s interaction with relevant authorities and CSOs.....	19
3.	Recommendations	20

Executive Summary

This report presents the findings of the Review of the Strategic Partnership between the Norwegian Embassy and the Norwegian Peoples Aid in Tanzania which was carried out by Mr. Japhet Makongo (Ubiunifu Associates). This assignment is based on the agreement of the principles of the Memorandum of Understanding (MoU) between the Norwegian Embassy and Norwegian People's Aid (NPA) that the partnership was to be reviewed towards the end of 2009 to assess whether the partnership has been strategic as defined in the agreement, and to recommend for adjustments of the issues and mode of cooperation.

The report provides findings of the three main functions which are defined in the MoU for guiding the implementation of the strategic partnership. First, is to administer, implement, and monitor the agreed specific program development areas and realizing the desired outputs, outcomes and changes at the institutional and community levels. Second, is to contribute to improving the knowledge base at the Embassy in terms of providing information on experiences at the partner and grass root level. This entails establishing systematic sharing of information and knowledge between the Embassy and NPA, as well as enhancing the basis of dialogue with the Government agencies and other development partners. The third function aim at ensuring effective interaction of the NPA partners with relevant authorities, and to promote transfer or exchange of experiences and lessons of how the micro level reaches the macro level, and as such contribute to the planning and decision making processes.

The scope of the review covered a representative sample of some of the NPA local partners in Tanzania, namely HakiElimu, Legal and Human Right Centre (LHRC), Tanzania Media Women's Association (TAMWA), The Leadership Forum and Elimu, Michezo na Mazoezi (EMIMA) all based in Dar es Salaam. Other actors involve in the review were staff from the Norwegian Embassy in Tanzania and NPA.

The methodology used in the review was mainly based on desk study where various documents/literature were analyzed in line with the Terms of reference (ToR) requirements. The consultant also carried out individual interviews with key stakeholder representatives and focused group discussions where needed.

This report highlights key findings of the review in line with the three functions defined in the MOU. The report further provides some recommendations of how the partnership between NPA and NORAD can be enhanced in line with the overall objectives to develop the capacity of local partners and actors in development.

On the **effectiveness and quality of the partnership**, the review found out that there is improvement of relationship, communication and information exchange between NPA and the Norwegian Embassy. There is more flow of information and exchange of reports related to the program implementation from the NPA side and provision of policy issues at national and international level by the Embassy. The embassy considers NPA and other Norwegian NGOs working in Tanzania as good sources of information and linkage between community knowledge and national level policy processes. However, both parties (NPA and the Embassy) see room for further improvement on the quality of relationship through enhanced communication, provision of timely response and feedback to reports and visits.

The review shows that NPA has improved her capacity to implement and steer the program in realizing the desired outputs and outcomes at the institutional and community levels. People interviewed (Embassy and NPA staff, partners) are of the opinion that the choice of strategic program area have contributed in giving NPA a clear identity and thus enabling her to steer the implementation of the program independently. For example, the Refuge Services for Burundi was systematically phased out since 2008. On the other hand NPA chose to terminate the cooperation with one of her partners **“The Four Corners Cultural Program”** in Haydom due to differences in the views on how to manage the partnership and the direction of the project. The findings show that NPA is reforming the institutional structure and capacity to fit with the demands of the program areas and the partner needs. The new structure aims at building the human resource capacity of NPA to maintain relationship and provide funding and backstopping to partner activities, track and document outcomes/results.

However, a major concern voiced by partners is related to capacity of NPA to timely disbursement of funds to partners. While partners acknowledge the flexibility of NPA to accommodate their needs, they are at the same time concerned with delays of fund disbursement which in some

ways affect the implementation of the program activities and partner fulfillment of partner's commitments. On the side of the partners it was observed during the review that even with the support of NPA to improve the partner's capacity, some (like EMIMA and KIWOHEDE) are yet to demonstrate their commitment to change or improve their leadership and accountability practices.

The review further show that the strategic partnership has contributed to broadening of capacity of NPA to take on board other partners like HakiElimu who were dealing with the Embassy directly and thus expanding the scope of her work in Tanzania. The combination of partnership with locally grounded CSO partners like (RUDDO, UCRT, MUKASI, KIWOHEDE) and others with a national coverage like (HakiElimu, LHRC, TAMWA, The Leadership Forum) focus gives NPA an added advantage to link the development experiences at micro-level of implementation with policy processes at macro level (national and international)

NPA partners on the other hand acknowledge that the partnership has contributed in deepening or extending their support to community based organizations and groups. For example, LHRC has been able to establish working relationship with about 12 CBOs working on various human rights issues on land rights, democracy in different districts such as Tarime, Babati, Kiteto, Musoma, Ukerewe, Morogoro.

Another positive result in capacity of partners was noted in the improvement of the quality of reporting, where the present reports are increasing focusing more on results as opposed to the previous trend which focused on activity completion. However a quick assessment of the partner's capacity in result tracking shows a big variance among partners. Some partners interviewed (HakiElimu, LHRC) said they have well established systems and practices for tracking/recording results and outcomes of their work, and where the results are linked with their overall advocacy objectives. Others like The Leadership Forum and EMIMA admit that they still need to improve the systems and adapt effective accountability practices.

The quality of NPA's interaction with authorities and CSOs-The review observes that the relationships with local NGOs are built on a common understanding and on a context which both

NPA and the partners know well. Whereas the partners bring experience from the local context with evidence on how communities are affected or benefiting from the cooperation, NPA and the Embassy complement the learning with a forward looking international perspective. For example, bringing the debate on “Oil Extraction Investments plans” in Tanzania is considered to be timely intervention to increase the awareness of CSO’s advocacy role.

The review also looked for signs or evidence of synergies or linkages between NPA and among partners. All partners interviewed expressed their satisfaction with their collaboration with NPA. They observe a friendly working relationship which builds the confidence and trust of both parties in the partnership. NPA is open to listen and is often flexible in her support to partner needs and emerging challenges as long they remain within the parameters of the overall MoUs.

This study has shown that even with the increased opportunities for the NPA partners to network, there is still little synergy on a bilateral cooperation. Partners interviewed agree that some organizations have not yet fully worked towards linking up or complementing their activities with each other to broaden the quality/impact of their results. For example, there is little linkage between some of the partners working to promote the democratic rights (LHRC, HakiElimu, TAMWA) and Youth Rights (EMIMA) through joint activities done by different partners

Recommendations for helping NPA to implement and monitor program development areas and realizing desired outputs, outcomes and changes at the institutional and community levels

- Develop the capacity of NPA office in Tanzania in terms of acquiring relevant skills and competency (human resource) in programming, monitoring and managing partnership relations. This may entail reviewing capacity needs/gaps of NPA in line with the program outputs.
- Develop and/or improve systems and tools for establishing baseline indicators and tracking results or changes of performance at different levels of the partnership and program implementation.
- Improve the capacity of partners in analysis and interpretation of data/information to be able to compare results or changes at local, national and international levels.

Recommendations for improving the knowledge base at NORAD and the Embassy

- Establish a formal mechanism of feedback and enabling dialogue forums of key actors at local partnership, institutional and national levels. These may include normal meetings, visits of staff and leaders from relevant parties, organizing annual retreats and inviting key actors to participate in strategic functions organized by NPA. In order to increase quality of exchange of information, staff members from NPA, NORAD and the Embassy are encouraged to visit each other and make short presentation of issue of relevancy and interest at a particular moment.
- Establish a joint user-friendly data base (website) to help partners to access and share useful information, best practices and new innovations. The website should be established with a neutral partnership logo to distinguish its identity and ownership of NPA. An innovative way of packaging information should be explored to make the website attractive for users.

Recommendations for improving the interaction with relevant authorities (government and CSOs)

- Improving ways of enabling NPA staff to participate or engage in national and international dialogue forums with the authorities and other development partners.
- Assist partners to define quality areas of networking with other like-minded actors to promote transfer or exchange of information, experiences and lessons learned from the micro level (communities and CSOs) to reach the macro level, and as such contribute to the planning and decision making processes.
- Increase responsiveness and prompt feedback to reports from partners, NPA, Embassy and vice versa. Getting feedback or response on reports has dual purposes.

1. Introduction

The Norwegian Peoples Aid (NPA) work in Tanzania focuses its support to people, particularly women, young people, children and those in disadvantaged marginal rural livelihoods to secure access and control of resources they need to sustain their livelihood. In order to support the intended target groups, NPA works in partnership with various stakeholders ranging from community groups, CSOs, and international development partners, including the Norwegian Embassy in Tanzania. NPA signed a two year “Strategic Partnership” with the Norwegian Embassy in Tanzania in October 2007 aiming to establish a close working relationship to pursue their common agenda for supporting communities and organisations.

In order to facilitate the partnership a 5 year Memorandum of Understanding (MoU) covering the period of 2007 -2012 was signed between NPA and The Norwegian Embassy. The MoU covers key areas of cooperation between the two parties and defines the mode of partnership, including evaluation of the processes. It was agreed that the partnership would be reviewed in 2009 with a focus on whether the partnership in effect has been strategic as defined in the agreement, and where necessary to recommend for adjustments of the issues and mode of cooperation. The Norwegian government has however decided to change the role of the Embassy portfolio in her support to Norwegian organizations, and has transferred this function to NORAD with effect from 2010. However, the rationale of the signed MoU remains the same and even so, the relevance of the agreed review to the strategic partnership remains equally important.

1.1 NPA Programme in Tanzania

The main **goal** of the program is to ensure that oppressed people, in particular women, young people and those in marginal livelihoods have secured effective representation in processes of governance and decision making in the allocation and utilization of the natural resources. The main purpose is to help communities to be better organized to demand for fair access to livelihood resources and other investment opportunities, and gain meaningful representation of their priorities in decision making processes. The implementation of the program aim to realize the following outputs;

- Oppressed women and men, reached by the programme, more actively use local governance mechanisms and civic associations to pursue their priorities and have more power to demand secure access to the land on which they depend.
- The NPA-assisted actors are influencing the economic policy vision and priorities in favor of investment in the land and natural resource rights and productivity of small scale agricultural and livestock producers.
- The participation of youth (girls and boys) from low income backgrounds and in other youth development related activities are networking and organizing (at national regional and international scale) with the aim to increase their voice in decision making processes.
- The four corners cultural centre operates with priorities established by representatives of all ethnic groups and dynamically linked to community dialogue and participation in local governance.
- NPA's engagement has helped civil society partners to improve their organizations, accountability and operations in response to priorities determined by organizational assessment carried out recently or to be conducted in 2008.

1.2 Strategic areas of cooperation between NPA and Norwegian Embassy

The thrust of the MoU to the Strategic Partnership aims to bring an extra dimension to the overall Norwegian Government support to Tanzania. The MoU defines three main functions for NPA

- To administer, implement and monitor the agreed, specific program development areas. This implies that NPA will have an upper hand to steer the program in realizing the desired outputs, outcomes and changes at the institutional and community levels.
- To contribute to improving the knowledge base at the Embassy in terms of providing information on experiences at the partner and grass root level. This entails a systematic sharing of information and knowledge between the Embassy and NPA, as well as enhancing the basis of dialogue with the Government agencies and other development partners.
- To ensure effective interaction with all relevant authorities, and CSOs aiming to promote transfer or exchange of more information on experiences and lessons learned from the

micro level (communities and CSOs) to reach the macro level, and as such contribute to the planning and decision making processes.

The focal area of intervention for the Strategic Partnership is therefore defined around **“Empowerment of Marginalized People through the Recognition of their Rights and Promoting their Self-expression and Capacity to Dialogue among themselves and with others”**. Specifically the partnership attempt to address the following issues;

- Promoting and protecting the Cultural and Livelihood rights of the Indigenous Peoples
- Enhancing better articulation and implementation of the Legal and Economic Rights of Low Income Earners and other disadvantaged people.
- Promoting Personal and Social Growth of Young People through sports and cultural interaction
- Promotion of Educational, Legal and Political space for Self-expression and Recognition of People’s rights.

1.3 The Purpose of Review

The purpose of this review is to assess how the Strategic Partnership between NPA and the Norwegian Embassy is contributing to bringing an extra dimension into the overall Norwegian support as outlined in core functions of NPA in the partnership agreement (MoU). The findings of the review will be used to re-define and propose more effective strategic areas of cooperation in the new partnership between NPA and NORAD. The review process was guided by the following key questions;

- The extent to which the Strategic Partnership has contributed towards reaching the goals and outputs of the programme.
- Programmatic changes within NPA or the partners influenced /caused by the Partnership agreement
- What is the added value of the Partnership for NPA and the local partners
- Evidence of synergies or linkages among the NPA partners
- Competence and capacity of NPA to play a valuable role towards her support to the partners
- The extent to which gender awareness has been affected by the Partnership

- Recommendations for improving cooperation between NPA and NORAD in the new Mou and partnership agreement

1.4 Methodology

The methodology used in the review was mainly based on desk study where various documents/literature were analyzed in line with the Terms of reference (ToR) requirements. The consultant also carried out individual interviews with key stakeholder representatives and focused group discussions where needed. The scope of the review covered a representative sample of some of the NPA local partners in Tanzania, namely HakiElimu, Legal and Human Right Centre (LHRC), Tanzania Media Women's Association (TAMWA), The Leadership Forum and Elimu, Michezo na Mazoezi (EMIMA) all based in Dar es Salaam. Other actors involved in the review were staff from the Norwegian Embassy in Tanzania and NPA.

2. Findings of the Review

This section of the report presents the findings from the review in consistence with the outputs defined in the ToRs. The findings are informed by documented information and facts about the partnership and the program objectives, priorities and expected outcomes. The analysis of the interviews with selected partner representatives has been used to consolidate the statements made herein. The consultant's observations are also used to make remarks on issues which may require further consideration in the future.

2.1 Effectiveness and Quality of the Partnership

The review has established that the strategic partnership between NPA and Norwegian Embassy was established on the basis of improving the overall Norwegian support to Tanzania. The strategic partnership aims at improving the knowledge base at the Embassy in terms of providing information on experiences at the partner and grass root level. This requires establishing a systematic sharing of information and knowledge between the Embassy and NPA, as well as enhancing the basis of dialogue with the Government agencies and other development partners.

The review found that there is improvement in the relationship, communication and information exchange between NPA and the Norwegian Embassy. There is more flow of information and

exchange of reports related to the program implementation from the NPA side and provision of policy issues at national and international level by the Embassy. The embassy considers NPA and other Norwegian NGOs working in Tanzania as reliable sources of information. For example, the summaries of the progress reports from NPA have been useful for the embassy staff to understand the experiences and lessons of the local level engagement (the Hazdabe land and resource access conflicts, grounding of the MKURABITA trail phase at community level in Handeni, Mbozi and other areas), documentation of human right status reports and how communities are defending their rights and access to justice, particularly among pastoralists communities in Kilosa, Mbeya, Ngorongoro, Manyara etc.

Partners' assessment on the cooperation between NPA and the embassy is positive. The partners have noted that the collaboration has helped them to engage more effectively in high level policy dialogue (MKURABITA forums and the monthly policy dialogue) than it was before. NPA and the partners appreciate the provision of updates on international and national policy matters linked with their work. For example the move to expand investment in the "Extractive Industry-Oil and gas for Common Good and updates on the governance and accountability challenges in the natural resource management sector)

People who were interviewed from NPA and the Embassy agree that there is improvement on the relationship between the two parties. However, they have noted areas for improving the relationship within the partnership, especially by enhancing the communication and exchange of information into a structured dialogue and other informal consultative meetings among the responsible staff from NPA and the Embassy. While the embassy expects to see improvement on the quality of reports and timely reporting from NPA as per agreed schedule) NPA on her part expects to get timely response/feedback on the reports from the Embassy. NPA has initiated a joint website (www.npaid.org/tanzania) to facilitate communication and exchange of information with stakeholders. It is proposed that in addition to sending or sharing program implementation reports, NPA and the embassy may establish forums which allow staff from the two parties to make brief presentations of their work to each other. The presentation may be formalized and done on a rotational (quarterly) basis and thus allow more physical interaction talking to each other.

2.2 Capacity of NPA to Steer the Program and Realizing Desired Changes

This sub section explores the extent to which the Strategic partnership has contributed to building the capacity of NPA to steer the program and realizing desired outputs, outcomes and changes both at institutional and community levels. The review has noted that NPA's capacity to position her-self in the development agenda in Tanzania has increased. The preparation of the **NPA's Country Strategy in Tanzania 2008-2011** is an evidence of her commitment to streamline the focus of intervention and develop a stronger link of partnerships with local actors at community and national levels. The Country Strategy focuses on three main objective pillars, namely *Democratic Rights, Land and Resource Rights and Promotion of Youth Rights and Participation*. The choice of the above priority areas have contributed in defining the strategic partnership with the Embassy as well as finding suitable local partners in the development context of Tanzanian and the development policy strategy especially *Mkakati wa Kuuinua Uchumi na Kupunguza Umaskini Tanzania (MKUKUTA)*.

Partners interviewed (Embassy and NPA staff, partners) are of the opinion that the choice of strategic program area have contributed in giving NPA a clear identity and thus enabling her to steer the implementation of the program independently. For example, the Refuge Services for Burundi was systematically phased out since 2008. On the other hand NPA chose to terminate the cooperation with one of her partners "**The Four Corners Cultural Program**" in Haydom due to differences in the views of how to manage the partnership and the direction of the project.

The review findings show that NPA is reforming the institutional structure and capacity to fit with the demands of the program areas and the partner needs. The new structure aims at building the human resource capacity of NPA to maintain relationship and provide funding and backstopping to partner activities, track and document outcomes/results. The visits of the NPA program officers and staff from the accounts department are cited as being helpful in building the capacities of partners institutionally and professionally. Other areas of capacity were observed in the knowledge base, where partners see NPA consider partners to have a comparative advantage of accessing and knowing information on development and policy issues both at national and international levels.

However, a major concern voiced by partners (3 out of 5 visited) is related to financial matters. While partners acknowledge the flexibility of NPA to accommodate their needs, they are at the same time concerned with delays of fund disbursement which in many ways affect the implementation of the program activities and partner fulfillment of partner's commitments. The effects of fund delays differ from one partner to another. Partners who operate within strategic programming and diversified basket funding mechanism may be less affected as compared to smaller partners organizations with single or fewer sources of funding.

Other concerns were raised on the low capacity of partners to negotiate levels of annual budgets, where some partners feel that NPA holds the stronger voice. Partners are generally of the opinion that, some partners who depend on a single funding base tend to accept any terms proposed by NPA, even when they are not consistent with their actual budgetary needs. NPA is commended by partners for being considerate and to allow flexibility of inclusion of funding request of partner activities (which are sometimes outside the agreed terms-for example, the provision of a special for fitting air conditioning of TAMWA new offices). However, such negotiations are subject to inter-personal capacities and ability to present issues. "Good track record and Credibility" of partner organizations play greater role in reaching to agreement in the annual budget negotiations. The study has also revealed that there are few partners who have not demonstrated their commitment to change or improve their leadership and accountability practices regardless of various capacity building interventions by NPA and other development partners (donors).

The review study has also looked at the extent to which the Strategic Partnership has contributed reaching the goals and outputs of the programme. The Norwegian government through NORAD is reviewing her support to civil society in the South with the aim of promoting more result based outcomes and making the local CSO partners to take the lead or an upper hand in the partnership processes. The proposed principles for support to Civil Society in the South outline guidance for NORAD to mobilize CSOs at all levels to engage in the struggle against poverty and oppression, to strengthen civil society actors working towards development, democratization and redistribution of power. Other areas of CSO work is enabling their work at international level, ensuring better

documentation, effective fight against corruption and increasing Diaspora participation in the Norwegian development cooperation. The Norwegian Embassy seek partnership with local actors in the promotion of investment into renewable energy, campaign on climate change and improvement of health service to meeting the MDG goals. The challenge is how to find strategic local partners (CSOs) which fit to work in these areas. NPA is better positioned to explore and identify potential CSO partners with credibility to operate within reasonable country coverage.

The review observes that the programmatic changes within NPA have been influenced by the Partnership agreement which defines a broader development goal **“Oppressed people-in particular women, young people and those in marginal livelihood have secured effective representation in processes of governance and allocation of natural resources”** NPA realizes that attainment of the outcomes of such a broad goal requires working with other stakeholders with diversity or connections and global knowledge. NPA finds the partnership as a strategic entry point to gain the link with other Norwegian development organizations and working in synergy rather than in a competitive manner. The strategic partnership therefore puts NPA in better position to benefit in the new NORAD’s Support to Civil Society in the South.

The challenges of capacity go beyond what NPA does to address the needs of her partners. The partners’ expectations are growing and puts pressure on logistical and technical demands on NPA. For example, LHRC (operating in 7 regions) is supporting the formalization of about 12 paralegals groups (like WASHEHABITA in Tarime and similar initiatives in Babati and Kiteto districts) to become independent Civil Society Organizations (CBOs) requires extra resources beyond what NPA is able to support. Similar initiatives are going on in Kiteto and Babati districts. The growth of such groups requires patience (time) and reliable funding sources, of which LHRC still have an obligation to link them with prospective partners. The partnership has helped NPA to expand her funding base and access more funding for implementing the program in Tanzania. The present funding level is above 9.4 million NOK per year, but given the increasing demand from partners, NPA would like to see an increased budget support from NORAD.

The table below highlights some of the Partner's expectations to extend their community work and indication of support from NPA (Drawn from NPA's Joint Partners Meeting 28th April 2009 Protea Hotel Dar es Salaam)

Table 1: Partners Expectations

Organisation	Program Focus and Needs
RUDDO	-Enhancing Civic Education to prepare people's participation in the next general elections in 2010 -more visits of program officers from NPA to improve partnership relationship
EMIMA	-increased support to Youth education and promotion of life skills (more collaboration with schools)
HakiElimu	-Advocate for quality education to children-can HakiElimu get funding to implement a pilot program in one district?
CRADO	-Improving the capacity of staff (competence and the institutional needs) -More visits from NPA
Leadership Forum	-improving program monitoring and tracking results in the field -request NPA to accompany them in field visits
TAWLA	-more funds for technical capacity development and exchange visits
New areas for inclusion in the NPA program	Investment in Oil and Gas -document practices and experiences from other countries dealing with extractive industries -translate mining contract into simplified language for partners

2.3 Added value of the Strategic Partnership for NPA and the Local Partners

The strategic partnership has contributed to broadening of capacity of NPA to take on board other partners like HakiElimu who were dealing with the Embassy directly and thus expanding the scope of her work in Tanzania. The partnership with a broad range of local partners has enabled NPA to become more active in policy dialogue processes (facilitating local and national debates to promote MKURABITA, and participating in the monthly policy debates) than it was before. These include the recent contentious campaign on Community Development Fund (CDF) and the work on governance and accountability through Public Expenditure Tracking Surveys (PETS) by The Leadership Forum, advocating for improved quality of education by HakiElimu, campaign on harmful traditional practices by TAMWA and others. The combination of partnership with locally grounded CSO partners like (RUDDO, UCRT, MUKASI, KIWOHEDE)and others with a national coverage like (HakiElimu, LHRC, TAMWA, The Leadership Forum) focus gives NPA an added

advantage to link the development experiences at micro-level of implementation to with policy processes at macro level (national and international).

NPA partners acknowledge that the partnership has contributed in deepening or extending their support to community based organizations and groups. For example, LHRC has been able to establish working relationship with about 12 CBOs working on various human rights issues on land rights, democracy in different districts such as Tarime, Babati, Kiteto, Musoma, Ukerewe, Morogoro. HakiElimu, apart from engaging in national level policy dialogue and networking, is deepening and expand the Friend of Education (FoE) movement at community level in many parts of the country. EMIMA intends to expand her support the “Sports Centres” with more sports facilities and training as well as other Youth CSO networks with youth related activities.

Another positive result in capacity of partners was noted in the improvement of the quality reporting, where the present reports are increasing focusing more on results as opposed to the previous trend which focused on activity completion. However a quick assessment of the partner’s capacity in result tracking shows a big variance among partners. Some partners like HakiElimu, LHRC and TAMWA appreciates that the partnership has helped them to develop effective management systems for tracking their performance and results/outcomes of their work, and now they see how the results link well with their overall advocacy objectives. However other partners like the Leadership Forum and EMIMA admit that they still need to improve the systems and adapt effective accountability practices. For example, it is still difficult to see how the youths who participate in sports activities are being enabled to participate in other areas of development or learning than sports! Likewise it is not easy to see how the work of the Leadership Forum in building the capacity (training) of CSOs and local councilors in Public Expenditure Tracking (PETS) is contributing to increased accountability of Local Government Authorities (LGAs). There is a mis-link between training people in PETS and influencing change of behavior or practices. It is therefore important to stress that developing capacity of NPA and partners in tracking results linked to core objectives is very crucial in the strategic partnerships.

2.4 Quality of NPA's interaction with relevant authorities and CSOs

The review observes that the relationship of NPA and her partners is built in a common understanding and context which both NPA and the partners know well. The partners bring experience from the local context with evidence on how communities are affected or benefiting from the cooperation, whereas NPA complements with a forward looking international perspective. For example, the NPAs proposal to encourage national CSO partners to engage in the "Oil Extraction Investments plans" in Tanzania and assess how it links with ongoing advocacy work on resource allocation utilization and benefits to the poor marginalized people.

Partners are happy that the engagement with NPA has expanded the networking opportunities and is enabling partners to meet and exchange experiences. The recently instituted joint forums which bring together all NPA local partners to discuss partnership and programmatic issues are highly appreciated by both NPA and partners. In addition, NPA has established a website: www.npaid.org/tanzania to help partners to exchange information, learn and strengthen collaboration with other networks. The website is open for partners to post any information they wish to share with others or seek clarification and support from others. However, a quick visit to the website shows that more could be done by both partners and NPA to improve its utility. Most of the information posted by some organizations on the website gives their profiles, and few achievements which have hardly been updated.

The review also looked for any signs or evidence of synergies or linkages between NPA and among partners. All partners interviewed expressed their satisfaction with their collaboration with NPA. They observe a friendly working relationship which builds the confidence and trust of both parties in the partnership. NPA is open to listen and is often flexible in her support to partner needs and emerging challenges as long they remain within the parameters of the overall MoUs.

The review findings shown that even with the increased opportunities for the NPA partners to network, there is still little synergy on a bilateral cooperation. However, while partners acknowledge having a good forum for cooperation, they are not yet fully working towards linking up or complementing their activities with each other to broaden the quality of their results by linking up the democratic right and youth participation agenda through joint activities done by

different partners. For example, it was not evident how HakiElimu through her 'Friends of Education Initiatives' link with EMIMA's Youth Sports forum where each partner and the beneficiaries can get mutual benefits. Similarly, it is not easy to see how EMIMA activities are linked up with other partners like TAMWA, LHRC or HakiElimu and vice versa. Other partners have however been able to explore areas of networking and joining forces to promote their advocacy agenda. For example, LHRC, The Leadership Forum, TAMWA and HakiElimu provided useful input in the recent CSO campaign to stop the bill of enforcing "Community Development Fund" (CDF) by the government. NPA partners are encouraged to explore similar initiatives which add value to the collaboration and impact for improving the national and international campaigns to remove injustice and minimize poverty among the oppressed communities. The joint partner's forum, the website and increased exchange visits among partners are useful opportunities for identifying and promoting mutual areas of interests in the partnership.

3. Recommendations

This section of the report provides recommendations for improving cooperation between NPA and NORAD. The proposed recommendations are based on three areas of cooperation which are stipulated in the ToRs and the basis of the current MoU between NPA and the Norwegian Embassy. It is however important to note that the new cooperation with NORAD may address new areas of partnership, to which adjustments may be done.

Recommendations for helping NPA to implement and monitor program development areas and realizing desired outputs, outcomes and changes at the institutional and community levels.

- Develop the capacity of NPA office in Tanzania in terms of acquiring relevant skills and competency (human resource) in programming, monitoring and managing partnership relations. This may entail reviewing capacity needs/gaps of NPA in line with the program outputs.
- Develop and/or improve systems and tools for establishing baseline indicators and tracking results or changes of performance at different levels of the partnership and program implementation.
- Improve the capacity of actors in analysis and interpretation of data/information on realities and comparison with national and international perspectives

Recommendations for improving the knowledge base at NORAD and the Embassy

- Establish a formal mechanism of feedback and enabling dialogue forums of key actors at local partnership, institutional and national levels. These may include formal meetings, visits of staff and leaders from relevant parties, organizing annual retreats and inviting key actors to participate in strategic functions organized by NPA. In order to increase quality of exchange of information, staff from NPA, NORAD and the Embassy shall be encouraged to visit each other and make short presentation of issue of relevancy and interest at a particular moment.
- Establish a joint user-friendly data base (website) to help partners to access and share useful information, best practices and new innovations. The website should be established with a neutral partnership logo to distinguish its identity and ownership of NPA. An innovative way of packaging information should be explored to make the website attractive for users.

Recommendations for improving the interaction with relevant authorities (government and CSOs)

- Define practical ways of enabling NPA staff to participate or engage in national and international dialogue forums with the authorities and other development partners.
- Assist partners to define quality areas of networking with other like-minded actors to promote transfer or exchange of information, experiences and lessons learned from the micro level (communities and CSOs) to reach the macro level, and as such contribute to the planning and decision making processes.
- Increase responsiveness and prompt feedback to reports from partners, NPA, Embassy and vice versa. Getting feedback or response on reports has dual purposes.

4. Conclusion

This review has provided a quick snapshot on how NPA and the Royal Norwegian Embassy in Tanzania works towards achieving the common goal of development support to the marginalized communities. The implementing the strategic partnership (2007-2011) show positive result in the areas of improving learning and knowledge exchange, enhancing capacity of both NPA and the Embassy to steer the aid support towards the needs of the poor people in Tanzania and realization of the policy priorities of Norway. This review has indicated key areas of how the partnership has helped to define key roles of the Embassy as a diplomatic link and those of NPA as

a stimulant development agency. These lessons will be helpful in defining the roles of the Embassy and Norad in the extended cooperation with NPA.

The review has also shown areas which may require improvement in the new cooperation between NPA and NORAD. These areas are important in shaping not only the relationship of NPA, Norad and the Embassy but also to link the support to areas where the work of the local partners makes a bigger impact to the lives of people. It is therefore important for both NPA and the NORAD to consider the needs/expectations of local partners (CSOs) in the future.

Annexes 1: Terms of reference

Terms of Reference

Review of the Strategic Partnership between the Royal Norwegian Embassy in Tanzania and the Norwegian Peoples Aid in Tanzania

1. Background

In October 2007 the Norwegian Embassy and NPA signed an Agreement for two years of support to a strategic partnership. At the same time a MoU were signed covering the period 2007 – 2012. It was agreed that the partnership would be reviewed in 2009 with a focus on whether the partnership in effect has been strategic as defined in the documents, and if needed suggest adjustments of the MoU and the areas of cooperation. Since then it has been made clear that the partnership will end in 2009 and the Embassy portfolio will be transferred to Norad. Even so, the relevance of the review is regarded as equally important.

1.1 The Strategic areas of cooperation

The MoU states that the strategic partnership is meant to bring an extra dimension to the overall Norwegian support. NPA will have three main functions in the partnership.

- iv. To administer, implement and monitor the agreed, specific programmes.
- v. To contribute to improving the knowledge base at the Embassy in terms of providing information on experiences at the partner and grass root level. This entails a systematic sharing of information and knowledge between the Embassy and NPA, and will enhance the basis for dialogue with the Government and other partners.
- vi. To ensure more interaction with both relevant authorities, and with other NGOs. This aim being to ensure that more information from the micro level on experiences and lessons learned reaches the macro level, and as such informs the decision making and planning processes.

Based on previous interaction and renewed dialogue, NPA and the Embassy have defined the focus area of intervention for this strategic partnership to be “empowerment of marginalized people through the recognition of their rights and promoting their self-expression and dialogue with others”. Specific focus will be on (1) cultural and livelihood rights of indigenous peoples (2) the legal and economic rights of low income earners, persons (3) personal and social growth and positive interaction of young people through sporting and cultural development (4) promotion of educational, legal and political space for self-expression and recognition of people’s rights.

1.2 Description of the Programme

Goal: The overall goal is that oppressed people, in particular women, young people and those in marginal livelihoods have secured effective representation in processes of governance and allocation of natural resources.

Overall Purpose: Oppressed people in areas targeted by the programme, especially economically marginalized young people, rural women and rural people that depend on common natural

resources are better able to organize for fair access to livelihood resources and opportunities, and gain better representation of their priorities in public and policy debate.

Outputs

1. Oppressed women and men that are reached by the programme more actively use local governance mechanisms and civic associations to pursue their priorities and have more power to demand secure access to the land on which they depend.
2. The economic policy vision has been influenced by the NPA-assisted actors in favor of investment in the land and natural resource rights and productivity of small scale agricultural and livestock producers.
3. Participation of young girls and boys from low income backgrounds in youth development activities, networking and organizing (including regional scale interaction) has increased due to NPA assisted initiatives.
4. The four corners cultural centre operates with priorities established by representatives of all ethnic groups and dynamically linked to community dialogue and participation in local governance.
5. NPA's engagement has helped civil society partners to improve their organizations, accountability and operations in response to priorities determined by organizational assessment carried out recently or to be conducted in 2008.

2. The Purpose of the Review

The purpose of the review is to assess to what degree the Strategic Partnership has contributed to bringing an extra dimension into the overall Norwegian support as outlined in the MoU.

Key questions will be:

- Has the Strategic Partnership contributed towards reaching the goals and outputs of the programme?
- Have there been any programmatic changes in NPA or the partners caused by the Partnership agreement?
- What has been the added value of the Partnership for NPA and the partners?
- Have there been any synergies or linkages between the NPA partners?
- Do NPA have the competence and capacity to play a valuable role towards the partners?
- To what extent has gender awareness been affected by the Partnership

Based on the above the review should provide recommendations to the direction and continuation of the NPA programme till the end of the MoU period 2012.

3. The Scope of the Assignment

The reviewer/s will go through all relevant documents for the Partnership Agreement and consult with relevant stakeholders which include, The NPA partners: LHRC, HakiElimu, The Leadership Forum, TAMWA, EMIMA and relevant staff at the Norwegian Embassy and NPA.

4. Timing of the Assignment:

It is expected that the review will commence mid July and use 15 working days including time for writing the report. The final report should be submitted no later than the end of September 2009.

Annex 2: List of People Interviewed

	Name	Organization
1	Francis Kiwanga	Legal and Human Rights Centre
2	Bettie Misokia	HakiElimu
3	Robert Mihayo	HakiElimu
4	Daniel Luhamo	HakiElimu
5	Cyprian Maro	EMIMA
6	Prosper Mambo	EMIMA
7	Svein Baera	The Royal Norwegian Embassy, Tanzania
8	Joan Mungereza	The Royal Norwegian Embassy, Tanzania
9	Ananilea Nkya	TAMWA
10	Hebron Mwakagenda	The Leadership Forum
11	Oddvar Bjørknes	NPA
12	Agnes Victor	NPA

Annex 3: List of literature reviewed

- i. Contract (sample) Between NPA and Legal and Human Right Centre, 2008
- ii. NORAD's support to Civil Society in the South, March 2009
- iii. NPA Partner's Meeting 28th April 2009
- iv. NPA's Country strategy 2008-2011
- v. Proposal to the Royal Norwegian Embassy for a Strategic Partnership for Democratic Civil Society in Tanzania