
GOOD GOVERNANCE PROGRAMME PROGRESS/IMPACT
EVALUATION STUDY

DRAFT REPORT

Submitted to

NORWEGIAN CHURCH AID - TANZANIA

By

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Figure 1: The Globe as it appears

LIST OF ABBREVIATIONS

ACT	Action Churches Together
ASDP	Agricultural Sector Development Programme
BAKWATA	Baraza Kuu la Waislamu Tanzania
CBO	Community Based Organization
CCT	Christian Council of Tanzania
CEP	Community Empowerment Programme
CIDA	Canadian International Development Agency
CPI	Corruption Perception Index
CSSC	Catholic Social Service Commission
DCA	Danish Church Aid
DCT	Diocese of Central Tanganyika
DED	District Executive Director
DFID	UK Department for International Development
DMC	District Management Committee of TCRS Programmes
DPC	District Planning Committee
DPM	District Programme Manager for TCRS
ELCA	Evangelical Lutheran Church of America
ELCT	Evangelical Lutheran Church of Tanzania
FBO	Faith Based Organization
FGD	Focus Group Discussion
GNRC	Global Network of Religious for Children Rights
HBC	Home Based Care
IOP	Ilula Orphan Programme
KHC	Haki Kazi Catalyst
KKKT	Kanisa Kuu la Kiinjili la Kilutheri Tanzania
LGA	Local Government Authority
LGRP	Local Government Reform Programme
MEPP	Micro Enterprises Promotion Programme
MKUKUTA	Mkakati wa Kukuza Uchumi na kupunguza umasikini Tanzania
MTEF	Medium Term Expenditure Framework

NCA	Norwegian Church Aid
NFGG	National Framework for Good Governance
NSGRP	National Strategy for Growth and Reduction of Poverty
PETS	Public Expenditure Tracking
PME	Programme Monitoring and Evaluation
PMO- RALG	Prime Minister's Office, Regional Administration and Local Government
RAWG	Research and Analysis Working Group
REPOA	Research on Poverty Alleviation
RFE	Rapid Funding Envelope
SIDO	Small Industries Development Organization
TACAIDS	Tanzania Commission for AIDS
TASAF	Tanzania Social Action Trust Fund
TCDD	Tanzania Coalition on Debt and Development
TCRS	Tanganyika Christian Refugee Service
TDV	Tanzania Development Vision
TEC	Tanzania Episcopal Council
TEDG	Tanzania Ecumenical Dialogue Group
TGNP	Tanzania Gender Networking Programme
TORS	Terms of Reference
TOT	Training of Trainers
UMAKO	Umoja wa Madhehebu Korogwe
VDC	Village Development Committee
VEO	Village Executive Officer
VICOBA	Village Community Bank
WCRP	World Conference on Religions for Peace
WDC	Ward Development Committee
WEO	Ward Executive Officer
WIA	Women in Action
WLAC	Women Legal Aid Centre
YWCA	Young Women's Christian Association

Executive Summary

The present socio-political and socio-economic context of Tanzania provides both opportunities and challenges for the mission of NCA. Government and donor emphasis on good governance, increasing accountability and transparency of government to the people as well as increasing participation of different social sectors in decision making at all levels is all leaning towards positive developments for NCA and partners' work in Tanzania. There is definitely more open information dissemination about governance, policies, budgets, and expenditures; more involvement of key civil society organizations including FBOs in policy research, formulation and advocacy as well as implementation and monitoring; and more resources available at the local levels for the local authorities and non-state actors. Current processes surrounding village and resource governance are examples of opportunities in a rapidly opening up system.

As it stands, NCA has started well with the good choice of not only mission for poverty eradication and community empowerment in the country, but also the right partners to implement with. Truly, FBOs are more influential voices for and with the rural poor in interacting with government structures at local and central levels today than when NCA came into the Tanzanian surface in 2005. Both PETs and VICOBA have fondly been established in most places in the country. However, in spite of these positive developments there is still a lot to be achieved and the challenges currently faced as discussed in detail in this evaluation report are a stumbling block to further progress in the programmes. There is still many people excluded from real participation and decision making power in the countryside. Further, control over natural, financial and other resources is still in the hands of a few individuals.

This is exacerbated by poverty which is still a great reality and has rural-urban, regional, age, class and gender dimensions. It is still less clear how gender equality goals can best be translated by partners as part of implementation of the day-to-day programme work not as separate packages. Otherwise, the role of all other facilitating partners is greatly appreciated.



We must come out of this situation!

@Kibamba, 2009

1.0 INTRODUCTION

This report documents the findings, issues and progress observed during an impact evaluation study of the Good Governance Programme commissioned out by NCA in December 2008 and undertaken in 22 districts of NCA partners' operations across Tanzania Mainland and Zanzibar. The evaluation sought to assess progress made so far and to indicate the extent of progress towards achieving the intended goals of the designed interventions by particular projects. It also sought to record and flag out issues calling for particular and urgent attention of NCA and partners if the desired impacts would have to be achieved in the target period. It was further expected that the findings of the study would help re-shape the designs of the interventions for the coming years of the Good Governance Programme as well as confirm on the directions and objectives of the Projects towards the results in view of the broader poverty reduction goals as provided for in the NSGRP/MKUKUTA and the TDV 2025 in the longer term. The main focuses of the interventions were two-fold: Public expenditure tracking interventions and Community Empowerment Programmes (which included Village Community Banks for Economic empowerment). After a brief background on NCA and partners' work on Good Governance in Tanzania, the report sets out the theory of impact assessment in governance related programmes.

2.0 ABOUT NCA

The Norwegian Church Aid (NCA) is an international non-governmental and development organization working to promote Social Justice, Human Rights and Economic Justice for poor communities in more than ten countries all over the world. The NCA has its foundations based in a congregation of churches in Norway, whose efforts are dedicated towards eradicating poverty, its causes and social deprivation. To be able to do so, one of NCA's thematic area of focus is improving governance in countries of work.

In Tanzania, NCA works with poor Communities and local partners (FBOs, Resource Partners and Strategic partners) in 22 districts of mainland Tanzania, including

Zanzibar. The organisation's vision is 'together for a better world' and since 2005 the organization has been implementing activities aimed at realizing this vision.

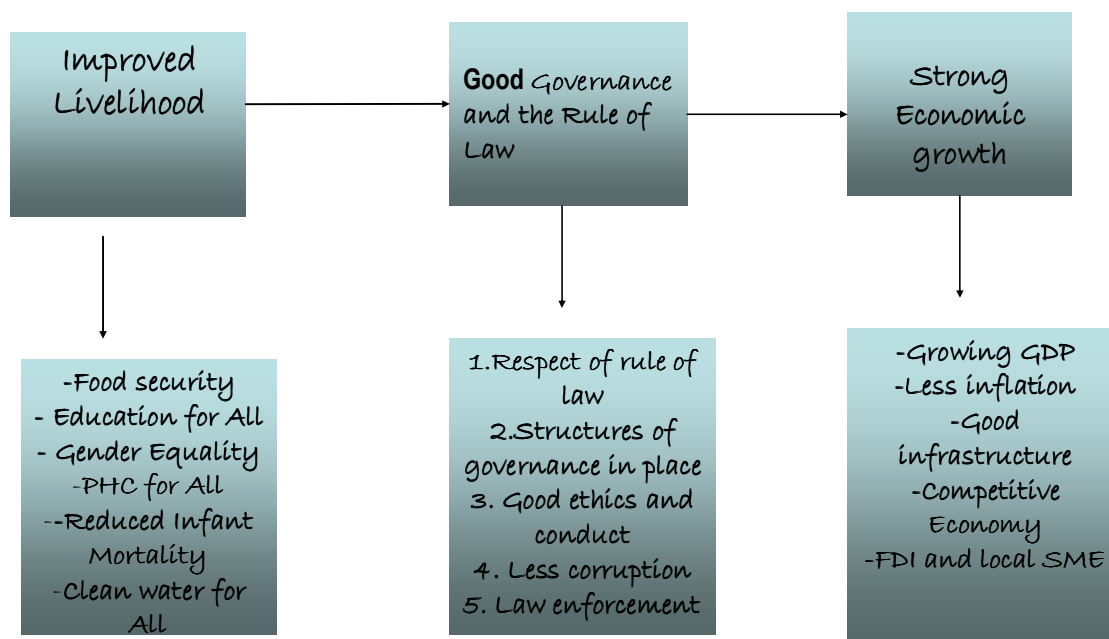
The NCA's operations in the country are structured along FIVE key thematic areas one of which is Accountable Governance and Economic Justice. This thematic focus is in line with cluster III of Tanzania's National Strategy for Growth and Poverty Reduction (NSGRP) also known in Kiswahili as *Mkakati wa Kukuza Uchumi na Kupunza Umasikini Tanzania* (MKUKUTA). Accordingly, improving good governance and Accountability is a priority for local governments just like the central government. In this regard, there have been a set of broad outcomes to be achieved:

1. Good governance and the rule of law
2. Accountability of leaders and public servants
3. Democracy and social and political tolerance and;
4. Peace, political stability, national unity and social cohesion.

To achieve the above, MKUKUTA has seven goals to fulfil:

- (a) Structures and systems of governance as well as the rule of law to be democratic, participatory, representative, accountable and inclusive.
- (b) Equitable allocation of public resources with corruption effectively addressed.
- (c) Effective public service framework in place to provide foundation for service delivery improvements and poverty reduction.
- (d) Rights of the poor and vulnerable groups are protected and promoted in the justice system.
- (e) Reduction of political and social exclusion as well as intolerance.
- (f) Improve personal and material security, reduce crime, and eliminate sexual abuse and domestic violence.
- (g) National cultural identities to be enhanced and promoted.

TANZANIA VISION 2025 & MKUKUTA 2005 onwards



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Figure 2: A summary of Principles enshrined in the MKUKUTA and TDV 2025

The NCA hence views Good Governance as key to poverty eradication. Good governance is seen as a process of effectively planning and using public resources optimally to deliver social services. It is an intricate process of exercising various forms of power (social, political, economic, legal and administrative) within various institutional and social arenas to better manage national or local resources.

2.1 NCA AND PARTNERS' GOVERNANCE PROGRAMME

Governance is one of those concepts which is hard to define and about which opinions often differ profoundly. However, despite the difficulty with definition, we tend to agree when governance is absent or bad, although responsibility for its absence or its being bad is another bone of contention. Improved governance could ensure proper allocation and utilization of

resources into alleviating poverty. As the saying goes, 'the task ahead is to awaken people to stand for their rights for to a brilliant future'⁴. Governance work is essentially about that!

2.1.1 Governance in relation to Development and Poverty reduction work

Bad Governance impedes development. This is not only in Africa (or Tanzania) but worldwide. Shareholders in Enron and Parmalat will be witnesses to the fact that bad governance can be cause for business extinction. Corruption, which is bad governance's primary feature, for instance, undermines poverty reduction and hinders economic growth by discouraging investment and reducing confidence in public institutions.

NCA views Good Governance in the same prism as the National Framework For Good Governance (NFGG). According to the NFGG which is the major country's reference, Good governance is understood as a set of eight characteristics namely, participation, rule of law, transparency, responsiveness, consensus, equity and inclusiveness, effectiveness and accountability.

Over the past years Tanzania has made remarkable progress in putting in place reforms that aspire to promote good governance. The constitution provides a legal basis for good governance by acknowledging the role of the ordinary citizens in participating in their governance processes. The constitutional provisions have also been embedded into the Local Government Reform processes and Decentralization by Devolution policy whose spirit is to transfer more powers and resources to grass root and LGA levels. These reforms underscore the need for participation of citizens in the governance and decision making processes and the need for the local leaders to be responsive to the needs of the citizens. The local government Reform Programme for instance, has four pillars of local level governance in Tanzania namely - Leadership, Expertise, decision making, and service delivery and resourcing. These

⁴ Translated from Leopold Sedar Senghor, quoted in Insights: Between Hope and Scepticism, Civil Society and the` APRM by Ousmane Deme, Partnership Africa Canada, October 2005.

are discussed in detail in the following chapters in the context of the districts under which the Good governance programme is currently implemented by NCA and partners².

In this spirit, NCA has been supporting partners to conduct/implement activities and interventions that seek to strengthen good governance at the local level. NCA's contribution or interventions have been through support of its partners to *inter alia* train communities and groups on Public Expenditure Tracking systems (PETS) and Village Community Banks (VICOBA) as part of Community Empowerment. There have also been researches and advocacy undertakings by NCA partners some of which are already perceived as very successful.

2.1.2 Gaps still to be addressed

Despite these efforts, there seems to be still gaps that have to be addressed in order to sharpen, improve and consolidate the quality of good governance at the local or community levels. Tanzania is an evident case in which bad governance continues to impact negatively on economic and social development. Several recent studies and surveys suggest that the country is progressing at too low a speed in areas that are key to reducing poverty.

In Transparency International's Corruption Perception Index (CPI) for 2008 Tanzania scored lower in absolute and relative terms compared with 2007³ when other countries of sub-Saharan Africa either improved or maintained their ranking. Even in the Mo Ibrahim Index of African governance for the year, the relative improvement in the country's score from the 2007 rank does not compare well with that of its peers with Tanzania's overall score having slipped one place to 15th out of Africa's 48 countries.

The World Bank's 2009 Doing Business report shows Tanzania sliding back from an already modest ranking (of 124 to 127), well below its East African neighbours (Kenya at

² NCA Partners in Tanzania are mainly faith based organizations including BAKWATA, ELCT, TCRS, WCRP, IOP, CCT, TEDG, and TEC. Technical partners providing specific back up include HAKIKAZI Catalyst, TGNP, TCDD, WIA and WLAC.

³ Tanzania's CPI ranking for 2007 was 3.2 against the 3.0 ranking in 2008, down by two points.

84) and Uganda (at 113). This places Tanzania among the lowest 30% of attractive business environments.

Even in the Global Integrity Index, Tanzania's overall ranking is 'weak' with only 60 of 100 points, with especially very low ratings in comparison to other countries for, access to information, political financing and implementation of legal framework. Locally, the 2007 Household budget survey shows mixed results indicating a slight reduction of the population living below the poverty line from 35% in 2000/1 to 33% in 2007 in relative terms. However, poverty in absolute terms has risen adding another 1 million people down below the basic needs poverty line.

The legal sector is also essential for the exercise of good governance but way of handling crime and corruption. Progress of legal sector reform is therefore of crucial importance to the promotion of good governance and the slow pace of reform so far is an issue of great concern. The Annual Review of the Legal Sector concluded that there was lack of steering and coordination which needed to be addressed to achieve more efficient reform.

Earlier in 1996, the Warioba Commission specifically discussing problems in the Judiciary argued that a big percentage of acts of corruption could have been controlled by the leadership if there was to be more supervision, transparency and accountability. More than 12 years today, most of it remains undone raising great cause for concern as corruption looms larger.

Based on this background, NCA sought to conduct an early warning impact assessment to evaluate the progress of the Good Governance work for the last couple of years since inception of the recent phases of PETS, CEP and VICOBA work. This report is a result of a decision to evaluate progress over governance related programmes that NCA Tanzania currently supports.

The next chapter sets out the theoretical underpinnings of impact assessment of development programmes in general as well as governance interventions more specifically.

3.0 ASSESSING IMPACT OF GOVERNANCE PROGRAMMES

Impact Assessments are often viewed as a means of judging performance to understand changes or otherwise experienced by primary stakeholders as a result of development interventions in a particular locality. It does help to distinguish whether a project intervention is in fact geared the right direction, and achieving its objectives; whether or not such objectives remain relevant over time and whether or not the best action strategies have been pursued⁴.

In the area of governance, projects are assessed to provide evidence of the quality work with the communities. For development organizations, impact assessments of governance interventions are important steps along the complex path of shifting ownership and control of such interventions and their outcomes to beneficiary communities.

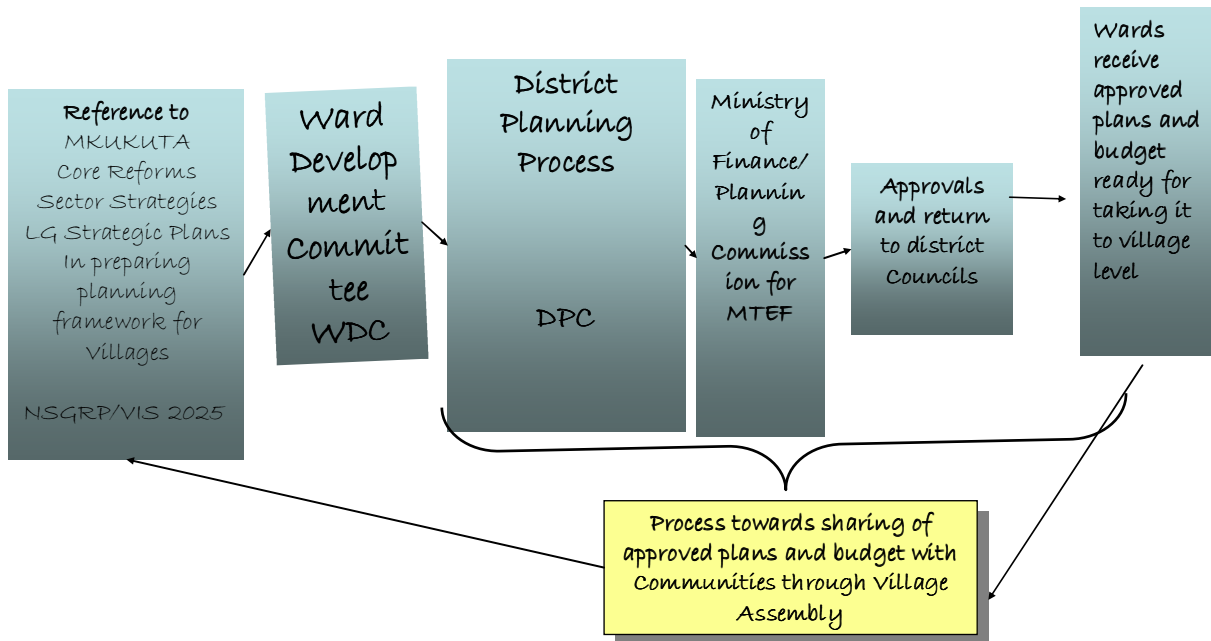
To ensure that the impact assessments are participatory is therefore crucial hence the need for using tools originating from participatory designs coupled with jointly developed indicators. These, make it possible to involve local communities in the implementation as well as evaluation of progress of such interventions. This ensures that the whole process of evaluating progress becomes learning and empowering one, knowing impact assessment is not essentially about fiscal audits. Taken into consideration in assessing governance interventions are factors such as effectiveness, relevance, impact and sustainability⁵. There is also nowadays a look at value for money in donor funded projects and programmes.

The NCA evaluation's main focus was in assessing the viability of the interventions and how properly they were being delivered. It was also our concern to assess the designs and how they were being implemented, including the interface between them and the existing formal (government) institutions to ensure sustainability of the interventions and the programmes.

⁴ See Alana Albee (1999) *Assessing Impact: Some Current and Key issues*, A discussion paper, Caledonia, UK, April.

⁵ See Goyder, H (et al) , *Participatory Impact Assessment*, Action Aid, 1997.

The ideal Village Planning process



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Figure 3: Ideal Village Planning and Budgeting Process in Tanzania

But is this what was happening in terms of planning and budgeting processes in our villages in rural Tanzania in terms of development programming? The answer gets us to a number of governance questions which may not have immediate answers at the moment. Chapter four reflects back to the rationale and purpose of the impact evaluation assignment to be able to justify the findings and analyzes.

4.0 RATIONALE AND PURPOSE OF IMPACT EVALUATION STUDY

There were a number of reasons for undertaking the NCA governance programme evaluation but the main goal is to assess the progress made so far in the implementation of the projects and to undertake a mid-term evaluation of the direction, relevance and significance of the activities in the offing.

The rationale of the evaluation was to confirm the relevance of NCA governance interventions for informing future practice of such. In this respect, there were 8 objectives for undertaking this evaluation;

- I. Evaluate and assess NCA's thematic framework on Good Governance and Accountability, attest to it and propose ways of how to improve it.
- II. Evaluate and assess the ability of the activities that are implemented under the Governance thematic focus to contribute towards good governance at the local government level
- III. Evaluate the ability of the activities conducted under this focus to link with and strengthen local government structures in the NCA operational areas
- IV. Evaluate and propose ways through which the NCA's Good Governance and Accountability activities can contribute towards strengthening local community participation in the governance process
- V. Documenting the experiences of NCAs Good Governance related activities and assessing to what extent they have brought about change and impact on the communities at the local level.
- VI. Interrogating of activities or projects like the Public Expenditure Tracking systems (PETS), Community Empowerment Programs (CEP) and Village Community Banks (VICOBA) to assess:
 - Strength or suitability of their structures,
 - Number of people so far reached
 - Volume of resources financial and skills accumulated so far
 - Number of groups and communities established so far
- VII. Interview a sample of implementing partners and beneficiaries or target groups of the activities implemented under the good governance thematic focus to ascertain competency in delivering the programmes.
- VIII. Prepare and submit a concrete and well written Evaluation report to NCA after conclusion of the evaluation study.

Chapter five focuses on methodological issues during the evaluation study to bring to the readers' light the modus operandi used to collect the information contained in this report and upon which analyses and recommendations have been made.

5.0 METHODOLOGICAL APPROACHES EMPLOYED IN THE EVALUATION STUDY.

The evaluation study for which we are reporting was undertaken in selected administrative districts that have NCA partners implementing governance projects in Tanzania mainland. The consultant employed methodological approaches that ensured that the assignment was done and completed within the proposed 30 days timeframe in accordance with the Terms of Reference for the evaluation study. Additional time was needed to undertake the coding, interpretation and analysis of the rich information gathered in the two trips of the evaluation mission.

5.1 *Scope of the Impact Evaluation Study*

The evaluation study involved a multi-pronged methodology. There were field visitations to 12 districts⁶ of mainland Tanzania and none in Zanzibar to undertake interviews with project partners and a selected list of beneficiary community elders. Visitations also enabled the consultant do some participant as observer experiences onsite. As it was hoped, some of the tangible and observable projects were visited and seen. A few of these were photographed for enriching this evaluation report. Interviews were also administered to HAKIKAZI catalyst and WIA in Arusha, TCDD, TCRS, and TEDG in Dar es Salaam as well as DCT and CCT in Dodoma. In Mbulu and Same, the Consultant met with the sitting Bishops⁷ and had quite inspiring discussions on PETS, VICOBA as well as democratic development in general.

5.2 *Accompanied by NCA partner – TEDG*

⁶ Kilolo, Bahi, Kilosa, Hanang, Babati, Mbulu, Same, Lushoto, Korogwe, Bagamoyo, Kibondo, Ngara, and Karagwe.

⁷ Bishop Zebedayo and Bishop Msangi for Mbulu and Same, respectively.

TEDG being one of NCA's key Partners was asked, and happily accepted to accompany the consultant appointed to partake the evaluation study of activities implemented by NCA Partners doing the Good Governance Thematic Focus programmes. This made the Mission to be constituted by two persons namely the Consultant and a 'guide'. In addition to guidance, the partner was also requested to produce a brief report. The information provided in his submitted brief visitation reports is filtered and included in this final evaluation report. Unfortunately, the 'guide' did not join the Mission until Friday 9th January 2009 at Morogoro and stayed on until the completion of the initial visitations' phase on Wednesday 14th January 2009 and later during the second phase from Sunday, 8th February to Wednesday 18th February 2009. His was such a useful company that he was even able to do a good addition in observing the gender strike in the leadership compositions of both PETS and VICOBA projects.

5.3 Data collection methods

In addition to the data collected during the district visitations, letters were written by the consultant to request for written submissions from the remaining districts targeting the project focal persons in the districts. Follow ups were made by phone and some information came out of such districts. This, together with information received during and after the interviews, was carefully coded, collated and analyzed to constitute the major part of this final evaluation report.

Some information in the form of reports and pictures was received by way of email submissions to the consultant. Telephone follow ups were also made in respect of unclear information submitted. Inevitably, there was, throughout the evaluation, a lot of desk review of documents and materials acquired from the governance programme at NCA, from the partners and the field areas. This, coupled with a general survey of the Governance literature, Public Expenditure Tracking tools and the Local Government Reform packages produced rich data raising a good array of issues for analysis and reporting. This final report therefore contains the findings from the study visitations and secondary research, progress reporting

of all the projects under evaluation, as well as analysis of the issues, challenges and any serious gaps to be addressed.

5.4 Route and means of travel

And, except for the flight to Kigoma from Dar es Salaam and back to Dar es Salaam from Bukoba, the rest was ground transportation. We are so grateful to the NCA and TCRS management who provided the Mission with quite capable 4 by 4 vehicles taking us all the way to the 13 districts without a single breakdown. The NCA and TCRS drivers proved especially to be expertised, experienced and highly professional impacting the study quite positively.

6.0 STUDY FINDINGS, REPORTING PROGRESS AND ANALYSIS

6.1 Reporting progress in the visited Districts

6.1.1 Kilolo - IOP and WCRP

The field visitations and discussions begun in Ilula, Kilolo district where the Mission arrived on Wednesday 7th January 2009, spending a night at and holding discussions the following day with, IOP and WCRP officials in Ilula, Iringa. Starting with the Ilula Ophan Program, the mission initially had an introduction session with IOP Coordinator, Ms. Berit Skaare, who was pleased to have the mission in Ilula before anywhere else, wishing us good discussions with Project Coordinators and a safe journey throughout the Mission's visitations.

At IOP intensive discussions were then held with Ms. Elisía Paschal, the ACT Project Coordinator and PETS focal person. To start with, Ms. Paschal narrated that ACT Ilula started as a movement of protestant churches operating in eight villages of Ilula ward namely Masukanzi, Ikokoto, Isagwa, Itunda, Itungi, Mlafu, Sokoni and Mwaya. In her opinion, PETS was quite in line with IOP's overall goal of alleviating poverty in Ilula ward by addressing fully issues of water sanitation through promotion of rain

water harvesting and addressing issues of accountable governance. She recalled how it all started with the idea of Public Expenditure Tracking in Ilula and Kilolo as a whole. In her own words, PETS came as a back up to ongoing school and community water and sanitation projects in the ward. In December, 2007, IOP undertook good governance training for division, ward and village leaders under the facilitation of IOP and PCCB Officials from Iringa Municipality.

Having successfully, raised various issues related to leadership ethics, integrity, transparency and accountability, IOP partnered with WCRP to organize a Public Expenditure Tracking training which continued the debate from the good governance training, this time beyond Ilula Ward. Ever since, the WCRP PETS Coordinator has continued to spread PETS skills to more people all over Kilolo district, including Ilula Ward. All that remains is to convene Village meetings to establish PETS committees for work to fully begin.

Still in Ilula, the Mission took the time to meet with WCRP PETS Coordinator for Kilolo, Ms. Rehema Mbowanji to discuss progress and challenges in implementing PETS in the district. It evidently became clear that PETS was at inception stages in Kilolo. The main issues however included the lack of reliable transport means for the Coordinators, facilitators and animators to be able to properly implement and monitor progress of PETS in the respective villages. In Rehema's view, it would have been greatly helpful to have at least a motorbike for the Coordinator and bicycles for the animators; something she does not believe was beyond NCA's reach. Right now, Rehema was using her husband's motorbike, something quite uneconomical and unfair to the family.

The other point put across by Rehema also to WCRP was the unreliability of the Coordination allowance so far, possibly related with delays in NCA disbursing funds to partners in general. An additional point of concern for Rehema and the evaluation

mission was the time taken to replace a transferred Coordinator as was the case with a Mr. Victor Herman Kayombo, whose employer, CARITAS -Iringa had transferred him to Songea but no replacement was since made for more than a year by the time of the evaluation. This was identified as a major derailment to the implementation of the PETS programme in Kilolo since Rehema alone, and with the lack of reliable transportation could not afford full coverage of the entire Kilolo district. The mission then proceeded to Iringa and Dodoma through Mtera.

6.1.2 Dodoma (Bahí) - CCT and DCT

In Dodoma, the Mission had the opportunity to hold discussions with CCT's PETS Coordinator, Mr. Angelus Mapunda at his offices in the Diocese. Having been part of the initial PETS training held in Morogoro involving also other religious representatives from CCT, BAKWATA, WCRP, TEDG and WLAC, Mr Mapunda seemed highly knowledgeable with both the concept and modus operandi of not only Public Expenditure Tracking but also VICOBA. What slightly concerned him was the pace at which the programmes were taking to fully go operational. Also, the Mission met with DCT's HIV/AIDS and HBC Coordinator, Ms. Mary Mesay. On her part, Ms. Mesay was of the view that if the available resources were properly utilized, the fight against HIV/AIDS would be easier than is the case at the moment. This view, although slightly with a different emphasis was also held by CCT's HIV/AIDS Officer, Justice Nyamoga when he informally met the mission at the Diocese.

The CCT and DCT hosts⁸ then joined the Mission to visit a village in Bahí district where PETS had been introduced. This was no other than Mpamantwa Village, where the village government, led by its Chairman⁹ were congregating at the village office

⁸ This included Mr Angelus Mapunda, Ms. Mary Mesay and DCT's newly appointed Secretary General based in Dodoma.

⁹ Mr Laurent Anatory Mamba

to meet with the mission. It emerged evident from the meeting with Mpamatwa villagers that:

- ✓ Communication was not flowing properly in the villages, hence the poor attendance at that important meeting for establishing a PETS Committee. A new date had to be set for the Village Assembly meeting to form the PETS Committee, among other things. New villagers' mobilization methodologies were brainstormed and the village leadership, especially, its Executive Officer, appeared re-energized to be able to proceed with the organizing of the next meeting on 17th January 2009.
- ✓ The idea of Public Expenditure Tracking was at its very infancy in the village too and it was not clear, what it all meant in practical life. It would have been a good idea to undertake village training on the concept and its perceived value in practical terms. This would need nothing but a Village Assembly meeting, in which a District Coordinator is invited to facilitate a session of thirty to forty five minutes on Public Expenditure Tracking in theory and Practice.
- ✓ Politicians were very eager to know what PETS entailed. The presence of all the village and ward leadership¹⁰ at the Village meeting signalled a thirst to know more about Public Expenditure Tracking in its practical realities. There is a recommendation in this report that future trainings must involve Administrative as well as political leadership in the village and ward levels to minimize opposition to PETS caused by suspicion out of lack of information.

6.1.3 Kilosa - CCT

¹⁰ Including Mpamatwa Ward Councillor, Hon. Laurent Makolokolo, Ward Education Coordinator, Mr. John Lungwa, Village Chairman and Village Executive Officer for Mpamatwa.

The mission visited Kilosa from Saturday January 10th 2009. Together with the evaluation team were Rev. Amos Mshendwa and Rev. Johansen Chinyong'ole of the Anglican Church in Dar es Salaam and Morogoro respectively.

We were met, on arrival, by Rev. George Pindua of ELCT, Rev. Canon, Hezron Madihi of Anglican and Moravian Rev. Mwakalinga Bwigane who told us that VICOBA had already been highly accepted by the majority of people in Kilosa. They traced that the VICOBA idea started with a teacher¹¹ who has had relatives in Chunya District, Mbeya where VICOBA was introduced earlier as part of the Southern Highlands wave of Village Community Banks spreading from Songea special seats MP, Devota Likokola. It was during this teacher's visit to Chunya that that he got impressed with benefits the members were accruing through VICOBA. When the VICOBA training was introduced in Kilosa the community response was very high, according to the clergy. The district council authority also immediately supported the idea. Four VICOBA groups have since been formed and the budget has been submitted to CCT. They are expecting to finalize with training to increase the number of beneficiaries once the funds are released and received from NCA¹².

As regards to PETS the idea was said to have also been accepted because it was considered as a chance for the community to understand how well their resources were being spent to roll on projects and speed up community development; including a governance system that would be binding on duty bearers to pick positive challenges for correcting poor performance. One Training on PETS was done and a Committee¹³ in Magomeni Ward has since been formed. The committee tracked up expenditure on road construction in Kilosa but did not complete the work due to lack of cooperation

¹¹ A teacher at Kilosa's Mazinyungu school who once visited Chunya and got inspired with the village Community Bank idea.

¹² So far, Kilosa has trained 34 VICOBA ward Coordinators and the district has 37 wards in total.

¹³ It was apparent that there was a lot of capacity building needed to this and forthcoming committees given the infancy of the PETS approach in Kilosa and the lack of knowledge around it.

from the District Executive Director's office¹⁴, which was ironical given the support shown by the same authorities on VICOBA and other community development interventions led by the Church in the past. Ever since, the committee has resolved to re-organize the manner in which to approach the authorities to see how it could best continue with its expenditure tracking activities¹⁵. In the Mission's view, this was quite strategic and should be adopted by other partners implementing PETS. Advocacy work is like fighting a war - there is going forward and retreating back to find new focuses.

Then, there was held a focus group discussion. The participants in the discussions were the Pastors already mentioned above; some coordinators of PETS at ward level and representatives of the four VICOBA groups in place in the district. The mission noted the following during the focus group discussion:

- The PETS crew were getting very little support from the district council employees. This led to the participants recommending that future PETS trainings should involve key staff from the district council (VEOs, WEOS, Planners and Community Development officials).
- The District Executive Director should be requested to issue letters of introduction to PETS members so that the district officials are compelled to cooperate with the Public expenditure tracking committees.
- The coordinators of PETS have long distances to travel in terms of awareness creation and follow ups. They would appreciate to be provided with bicycles to lessen and ease the transport challenges. This point is exactly the same in Kilolo, Dodoma and Kilosa and needs urgent attention.

¹⁴ There were plans by the Church in Kilosa to arrange a visit to the District Executive Director to introduce the PETS concept with him.

¹⁵ This was quite in line with the Churches' move to want to visit the District Director and the two could team up to make a stronger mission.

These observations are discussed in detail along with those made in other districts in the coming sub-sections.

6.1.4 Hanang - ELCT

(i) Discussions at Katesh

The Mission arrived in Katesh after a whole morning of travel from Dodoma via Kondoa. Mr Gwaltu Goma was there on time to receive the Mission. While at Katesh, the team held discussions with Reverend Justine A.T. Gisomaye (Coordinator of Interfaith, Paralegal, PETS and VICOBA activities), Sheikh Shaban (District Treasurer of Interfaith Committee) and Mr. Goma Gwaltu in Reverend Gisomaye's office. The mission learnt that there was a lot going on in as far as VICOBA, Interfaith and Community Empowerment projects. Noted from the discussion also was that, PETS implementation had just started in the district. Furthermore, the mission heard of a training that had been conducted by Hakikazi Catalyst of Arusha at the start of PETS involving 32 participants two from each of the 16 Wards in the District. According to the lead Reverend, each ward appointed one female and one male permanent resident from the respective wards to attend the training. This was a remarkable example of gender equality in governance interventions quite in line with the 50:50 national targets by 2010. The provided training was however considered as not adequate with a proposal that there must be sustainable plans to ensure that more training are delivered to Katesh until the remaining wards and all villages were covered in the district.

As regards VICOBA, the Mission additionally noted that there were currently four groups of VICOBA in Katesh each comprising up to 30 members including both men and women but the majority were interestingly, women. This made the number of beneficiaries in the district already to 1800. Revealed also was that since VICOBA were only recently established and many people were flocking to want to join, a small budget to sustain the current groups in terms of capital and expansion of the operations was actually needed to ensure that not much more went into VICOBA administration. This is why there was dire need for facilitators to be

well versed with fundraising techniques since what always lacked were not the resources, but the skills of how to mobilize them¹⁶.

Thereafter, the Mission held Focus group discussions with representatives of the interfaith committee, PETS and VICOBA which ended up being very live and interesting. Most participants expressed their views very freely and made the following comments to the evaluation Mission:

- ✓ The Hanang District Executive Director has given introductory letters to PETS coordinators for ease of follow up of activities in their respective wards. This point is very important and will be explored further in the recommendations section.
- ✓ Haki Kazi Catalyst who are PETS and governance trainers have promised to make Hanang a Pilot District in the implementation of PETS;
- ✓ NCA was urged to fully support PETS programme in its initial stages and to provide a clear timeline for the support of the programme so that when support is near to an end the programme remains sustainable through local budgets. Ideally, this would be by way of including PETS in the districts' own budgets.
- ✓ The district is quite spread and there was need for the PETS/VICOBA district coordinators to be provided with means of transportation, preferably a motorbike to the ward coordinators for easing follow up of activities and at least a cycle for each of the village animators and facilitators.
- ✓ PETS coordinators at ward level need more often trainings to build more confidence in front of officials to be faced during the tracking of resources by the PETS Committees. It was proposed that they have a training once every year.

¹⁶ For instance there is the Global fund money currently being channelled through TACAIDS, then the IFAD funds through SIDO, also TASAF funds and many other windows for just every district in Tanzania. The NCA Window was only one in a pool of donor funds available for the countryside.

(ii) Discussions at HAYDOM Hospital

The mission's next station after Katesh was Hydom Hospital to pay a courtesy call to Dr. Oystein Olsen, the Director of the Hospital and to hold talks with Mr. Joseph Masay who was trained for Public Expenditure Training in the past. Instead, the mission met with Dr. Olsen and a Mr. Emmanuel Mighay, Hydom Hospital administrator. Unfortunately, the Hydom PETS coordinator, Mr. Joseph Masay was away in Dar es Salaam attending a sick relative who at the time was admitted at the Muhimbili Referral Hospital. The discussions with Dr Olsen and Mr Mighay were quite informative, though!

In brief greetings with Dr Olsen, the mission gathered that the hospital was quite enthusiastic about rolling the VICOBA, Four Corners Project and getting started with PETS trainings. According to Oystein, the entire plan to hold PETS trainings at the hospital and to start implementing the Four Corners Project awaited funds from NCA HQ. HAKIKAZI was expected to be in facilitation of the trainings as soon as the funds were in place. The mission was then driven to Dongobeshi to meet an important respondent and leader of VICOBA.

(iii) Discussions at DONGOBESHI

As regards VICOBA, the mission was lucky to have Ms. Tabitha Enock Fayo a Nurse Midwife at Hydom Hospital who participated in formulating VICOBA groups and was helping to nurture three of them as a participating member. The mission heard that Ms Fayo had participated in the establishment of a total of five VICOBA groups, three of them at Dongobeshi Village and two at Hydom Hospital. She revealed that of the three VICOBA groups to which she was a member, two were in Dongobeshi and one at Hydom hospital. She recalled each group having thirty members both women and men; and Christians and Muslims alike. This already made the number of VICOBA beneficiaries in Dongobeshi and Hydom to 150 at minimum, each reported to be nearing share value worth Tshs. 9,000,000. According to her, VICOBA leaders were both men and women, with Chairpersonship mostly held by men while women held secretary and treasurer portfolios. The mission also was told

that all groups had the necessary boxes except one, having been formed quite recently. It was very inspirational how Tabitha appeared hugely motivated and very sure of what she was talking about. There is great potential in rural facilitators, only after they have been equipped with the skills, through training, to deliver projects like was the case for Thabitha. NCA and partners must tap into this reality as PETS and VICOBA phases unfolded.

6.1.5 Mbulu - ELCT

The ELCT Diocese of Mbulu supervises implementation of PETS and VICOBA activities in Mbulu and Hanang Districts because the Diocese borders interlock Mbulu and Hanang Districts. After a warm welcome by Mr. Goma Gwaltu in Katesh on arrival from Dodoma via Mayamaya and Kondoa on Sunday 11th January 2009 in the afternoon, the mission was finally in Mbulu for the night. Mr. Gwaltu coordinates the Mbulu ELCT Diocese Development Department covering Hanang as well. He actually coordinates all VICOBA, PETS, Interfaith and Paralegal activities in the Diocese (which also includes Haydom and Dongobeshi. Whereas there was an opportunity for mission to have a meeting with the Interfaith Committee at Katesh and to hold a focus group discussion with leaders and coordinators of PETS and VICOBA, in Mbulu the mission had another noble chance of meeting and holding discussions with the ELCT Bishop of Mbulu, Rt. Reverend Ezekiel Zebedayo, in the presence of the Coordinator of the Diocese's Women Development Desk, Ms. Martha Massawe and once again, Mr. Goma Gwaltu Coordinator of Development Programmes in the Diocese. Through these discussions and talks, the Mission noted a number of issues and points.

After brief self introductions and a note on the purpose of the mission by the Consultant, the Bishop started with a brief account of how NCA activities started with delivery and monitoring of activities from Nairobi. Eventually, Bishop Zebedayo recalled, a country office was opened in Dar es Salaam to ease proximity difficulties and scale up operations. He

expressed appreciation for the high level of cooperation and collaboration the Mbulu Diocese was receiving from the NCA Tanzania country office.

Speaking on VICOBA, the Bishop remarked that at the initial stages of introducing the programme there was confusion with a similar programme under a different donor in Babati that did not respond to members' expectations quite well in the past. Slowly people started noting the difference with this diocese supported VICOBA. They then fully understood and highly appreciated the programme. There was also mention by the Bishop, of the District Executive Director's and Council Authorities' full support of VICOBA and PETS interventions in Mbulu.

Commenting on the delay in starting PETS implementation due to delayed funds for the year, he observed that it may as well have given opportunity to the Mbulu community and leadership to deepen their understanding of issues and areas that are targeted. He however hoped that in future, funds would be coming without delays.

On her part, Ms Massawe was of the view that due to increasing activities and operations of VICOBA and PETS in the Diocese, need had emerged to recruit a full time coordinator for the programmes for Mbulu, relieving Mr. Goma for Katesh and Haydom. This augured very well with proposals already in the minds of the mission having seen the long distance apart Mbulu and Katesh, making it very hard for Mr Gwaltu Goma's coordination of both Katesh, Haydom and Mbulu.

6.1.7 Babati District (Magugu) - WIA

On our way to Arusha from Mbulu via Katesh, the Mission visited Magugu on Monday 12th January 2009 to meet with Women in Action (WIA)'s representative, Mr. Shaban Kondo. Mr. Kondo is the Ward Coordinator for Magugu and acting Babati District Coordinator of the Arusha based Organization, WIA which works very closely with some Dar es Salaam headquartered gender advocacy and legal aid organizations including, the Women's Legal Aid Centre (WLAC) in addressing issues related to:

- ❖ The Law of Marriage Act and inheritance ;
- ❖ Sexuality;
- ❖ Women's Human rights;
- ❖ HIV/Aids and Home Based Care (HBC);
- ❖ Socio-economic support for rural women.

The mission noted from the discussions that WIA was currently operating in three wards of Babati district (Magugu, Galapo and Mamile), each ward having 9 attendants and a ward coordinator. Methodologically WIA would usually hold meetings with village and ward leaders when there was an issue they wanted to discuss and deliberate upon. As for issues with legal implications they usually advise and support victims to pursue legal action. The ward coordinators received a small monthly allowance and a bicycle for each Coordinator to be able to easily follow up on activities.

As regards PETs and VICOBA, WIA had not formally started implementing in wait for an initial training. For a balanced reporting, the Mission interviewed WIA Coordinator for Arusha and Manyara (which includes Babati), Ms. Elizabeth Masha who gave a nodding to most of what came out of the briefing received at Magugu.

The mission was supposed to have met with Hakikazi's Joram Masesa in Arusha as recommended by the organization's Executive Director during a telephone discussion and a BAKWATA partner in Bagamoyo District but due to time limitations, it was decided they would be contacted at a later date, hence the extension of the second phase from 15th to 17th February. The mission was then ready to proceed to Same and spent the night Orlando Lodge on arrival.

6.1.8 Same ELCT Diocese

The next morning, the mission visited the Diocese office on in the hope to meet with Mr. Geoffrey Mbaji (the Development Portfolio Coordinator) and Ms. Rosemary Solomon (the

Women Development Desk Coordinator). The two had attended the PETS training workshop convened by CCT and facilitated by HAKIKAZI in Morogoro in July 2007. The mission was able to meet with Rosemary but not Geoffrey who was out of the office.

There has not been much development since the Morogoro training but Same Diocese was planning to start training as soon as they get funds. The mission also paid a courtesy call to the Pare ELCT Diocese Bishop in Same, Rt. Rev Stephano Msangi to brief him on the purpose of the evaluation mission. The team discussed with Bishop Msangi some issues on NCA funded programmes in Tanzania, including TEDG's Policy advocacy work. This was especially after seeing a brief note on the Diocese notice board released by Rev. Eliwaha H. Msuya containing advocacy messages from the church media personnel workshop organized by TEDG and held in June 2008. The Bishop appreciated ACT work and commended NCA and the evaluation mission for the hard work and promised that the Diocese will support the implementation of the programmes in all the coming phases. The Mission thereafter was ready for a visit of Lushoto.

6.1.9 Lushoto District - ELCT

In Lushoto, the mission paid a courtesy call to the Diocese General Secretary Rev. Mwinuka James, holding brief discussions together with Projects Officer, Mr. Peter Jali and visited Ubiri Women group in the neighbourhood.

The Projects Officer told the mission that the WCRP, PETS and VICOBA activities were operational in Lushoto diocese. Accordingly, VICOBA were formerly introduced under the Micro Enterprises Promotion Programme (MEPP) and currently there are 45 groups, 25 of which were currently implementing VICOBA. The mission further noted that one Mr. Mwanjela was part time coordinator of the VICOBA groups in the districts and plans by the diocese to recruit him as full time coordinator were underway since the operations now demanded full time concentration in the coordination of the groups. Initially, the mission heard that WCRP had conducted training on PETS in Lushoto but full implementation was

yet to start. Linked to this was that the delay in releasing funds from NCA affected the timetable for the operationalization of the interventions. Finally there was a recommendation to the effect that WCRP should give up more mandates to the diocese to run WCRP activities because it was becoming difficult for the organization to run programmes from their Dar es Salaam base. It was the second time to hear of WCRP being talked as unable to run interventions from Dar es Salaam. The first time this was mentioned was by IOP in Ilula.

At Ubiri women group, the Mission met and held discussions with Ms. Doris Michael Kiungulia (Group Treasurer), Costas Chandenda (Ward training Coordinator), Estrida Mtangi (Ward training Coordinator) and Maria Kiangi (also Ward training Coordinator). The Group Chairperson (Agnes Kaniki)¹⁷ and Secretary (Salome Mtawa)¹⁸ were in Dar es Salaam on official duty mission. The women appeared confident and optimistic throughout the discussions. They told the mission that they had operations in 6 wards (Lukozi, Soni, Kwalei, Gare, Mkuzi and Lushoto Urban). In each of the six wards there was a VICOBA group that had some links with agricultural and fruit processing activities. Funds were also sourced from VICOBA to run value addition activities related to vegetable and fruit

¹⁷ Tel 0782 282344

¹⁸ Tel 0784 893694

processing.



The interviewees were very grateful for the support rendered by NCA and hoped the facility would continue to be available to them.

It was also notable to the mission knowing how significantly the district's leadership had changed over a short period of time with almost all the top management of the DED's office officials present a couple of years ago now out of Lushoto⁴⁹. The mission now proceeded to Korogwe for evaluation of BAKWATA interventions.

6.1.10 Korogwe District - BAKWATA

⁴⁹ The District Executive Director, Mr Obeid Mwashu had died; Personnel Officer resigned to take up a job offer at the PMO- RALG in Dodoma; Planning Officer, Mr Mtangi transferred to Tabora and Governance Adviser, an expatriate, had his contract end in 2007. This provided Lushoto with a challenge in terms of working with a new district management which the mission thought was a great opportunity as well.

The mission arrived at Korogwe on Tuesday 13th January 2009 and held discussions with Sheikh Juma Rashid Mhina²⁰. He told the mission that a training on PETS was facilitated by Arusha based Hakikazi Catalyst in October 2008 benefiting eight ward coordinators in Korogwe Urban District. To the organisers' good surprise, the District Executive Director (in person), the District Planning Officer, District Community Development Officer and one Councillor showed up to participate in the training²¹. Apparently, the trained group has not started implementing PETS activities²². Formerly proposed budgets for further training at ward level had been submitted to BAKWATA for submission to NCA for possible funding. The district was also preparing to start the selection of PETS committees at ward and village levels, and education and awareness creation to the community at large was due to start soon. There was a mention of a PETS committee in the piloting at Kwakombo village. Finally, the mission heard from the Sheikh that Korogwe district was in the process of registering an Interfaith CBO known as UMAKO²³ stemming from the PETS training inspiration, which would also run some Community Banking operations. Not having enough time to visit Bagamoyo, the Mission then drove back to Dar es Salaam to wait for a second round of visitations.

6.2 Second Round Visitations

During the second round, TEDG continued with the assigned task of accompanying the consultant appointed by NCA to do evaluation study of activities implemented by partners on Good Governance and Accountability. This report is a summary of observations on activities implemented by the Tanganyika Christian Refugee Services (TCRS) in Kibondo, Ngara and Karagwe Districts, under the Community Empowerment Programme (CEP), VICOBA and PETS. During the visit the mission made discussions with programme/project

²⁰ The District Secretary of BAKWATA for Korogwe, cell number 0755 693117

²¹ The five day PETS training was held at the Teachers Training College in Korogwe from 20th to 24th October 2008.

²² Except for a pilot meeting with the Kwakombo village, Kwamsisi ward leaders to introduce PETS concept held on 25th October 2008. This was attended also by a BAKWATA headquarters representative, Suleiman Lolila and facilitated by HKC.

²³ Literally translated to Umoja wa Madhehebu Korogwe or Interfaith Community in Korogwe.

management units at district levels, met and held discussions with directors/senior officials of the district councils and conducted several Focus Group Discussions (FGDs) with Village Development Committees (VDC) and newly elected members of the Public Expenditure Tracking (PETS) committees at village and ward levels.

6.2.1 Kibondo District

Representing the mission once again, Mr Deus M Kibamba and Christopher Bamanyisa flew into Kigoma on a Precision Air flight PW 486 and received by TCRS Kibondo officials. The mission then was driven, arriving at Kibondo on Sunday 8th evening to hold informal dinner time discussions with the Senior Management of the Kibondo CEP. Official interviews began on Monday February 9th, initially with the programme management team at the TCRS offices led by the outgoing project coordinator Mr. Eveready Nkya, attended by the new project coordinator Mr. Terry Raphael and the field officer Mr. Hilary Mwaita. Mr. Nkya was apparently leaving Kibondo on transfer to Ngara District to become the new Project Coordinator for Ngara.

The mission gathered from the discussion that:

- ❖ TCRS started development programmes in Kibondo way back in 1986, promoting agricultural production, fish farming and environmental management. In 1998 TCRS started CEP activities with funding from Danish Church Aid (DCA), who increasingly were scaling down the funding base to TCRS.
- ❖ Norwegian Church Aid (NCA) started funding the programme in 2007. TCRS was supplementing the funding with the Evangelical Lutheran Church of America (ELCA) resources.
- ❖ TCRS was currently implementing phase V (2008-2010) of the CEP programme and was actively engaged in 25 selected villages benefiting thousands of poor families in the district. The main objectives of the village projects were to ensure that communities had more active citizenry with more transparent, competent and accountable leaders.

Relatedly, CEP was meant to ensure that marginalized people improved their economic security and that marginalized people had increased access to public social services.

- ❖ To be able to properly deliver, the CEP employs 16 staff including 9 area facilitators and 7 support staff. Each area facilitator supports about 3 villages and the field officer has one, besides coordinating activities of all area facilitators. Additionally, each project village has 4 animators (2 men and 2 women) who are not project employees but receive a small motivational monthly allowance.
- ❖ Partly as part of response to accountability and transparency demanded by the CEP framework, a project village has up to three bank accounts – the development account, school account (for capitation grant) and water account.
- ❖ PETS committees were formed and training done to committee members only in 2008. More trainings were still expected to widen the scope of understanding among the PETS steering group members. Some committees have started tracking of public expenditure particularly in Lusohoko, Kibingo and Nabinyinya villages and some had uncovered the embezzlement of funds (in school, health and water projects) and that legal action had been initiated over the culprits.
- ❖ There were no VICOBA establishments in the district but the environment looked very conducive for such. The mission urged TCRS to consider VICOBA introduction in the district. The mission had an opportunity to visit a number of villages, holding discussions with the leadership and PETS committees.

6. 2.1.1 KUMUHASHA VILLAGE FGD

At Kumuhasha village, the mission held a focus group discussion with a group of 30 people, including 10 members of village PETS committee and the rest being members of the village government. Following a brief narration of the purpose of the mission from the lead evaluation consultant, a lot of useful discussion ensued. The group expressed appreciation on the support and assistance they were receiving from TCRS in the following areas:

- 🚩 Leadership skills building to the village government.

- ✚ Support to orphans and other marginalized groups
- ✚ Agricultural demonstration plots
- ✚ Management of projects
- ✚ Material and financial support to village development projects such as roads, schools, dispensary and village office construction (TCRS made topping up to support community efforts).

In a discussion on the status of PETS activities, the mission was told that the existing 15 member committee was elected at a village assembly in October 2008 and had since received initial training. There was hope for another reflection session on the Committee's roles and responsibilities. At this juncture, TCRS made it clear that they had plans to conduct a follow up training once the funds were secured for the purpose. It was moreover recommended that PETS trainings as a strategy should be continuous and that VEOs, WEOs and Ward Councillors must be part of the future trainings in order to create conducive environments for having them to fully support PETS programmes in the locality. The mission was concerned with the lack of gender balance for the group that turned up for the discussions with only 6 female participants out of thirty. This was the first time the mission saw such a hugely imbalanced attendance. This point was taken over for discussion with the district officials.

6.2.1.2 Discussions with the District Planning Officer

At the district headquarters, the mission met with the District Planning Officer Mr. Isanzu Mukungu. During discussions, Mr. Mukungu revealed that Kibondo District Council Authorities appreciated the contribution of TCRS in the district planning and other development processes. The senior economist noted that TCRS, unlike most of the other local and international NGOs, TCRS had been in Kibondo way before and after the influx of refugees in the 1990s, with long-term development programming spanning from sectors such as education, health, water, agriculture, livestock and environmental management. The official made a plea to have TCRS stay in the district since they were just as key for Kibondo's social and economic development as the district council itself.

Discussing the position of PETS implementation in the district, he recalled the office of the District Executive Director (DED) being invited by TCRS to participate in a 2008 PETS training facilitated by Hakikazi Catalyst, which they did. Ever since, the district was in support of PETS initiatives because it considered it as the best way to ensure that public allocations achieved the targeted objectives for rural development something that he felt had gone missing for many years. Asked of his view of gender issues in the district, the officer thought Kibondo needed a lot more gender balance than the current situation.

Concluding the session, the planner mentioned that in preparation for final district plans, the district will always make use of ideas, commitments and practical recommendations from partners of the like of TCRS. The district council hence moved an invitation to have TCRS continue to participate in the activities of the district council, albeit often times as observers. After Kibondo, the mission was ready to drive to Ngara for the assignment.

6.2.2 Ngara District

The mission was drawn to the attention of Mr. Everready Nkya, who had successfully coordinated TCRS' CEP activities in Kibondo for 5 years moving on to Ngara as the new Project coordinator for the district. Since the Coordinator was still finalizing with the handing over in Kibondo, the mission had the pleasure of being met by and having discussions with Ngara's Field Officer, Ms. Sakina Chamiti. Outside the district field offices, the mission held discussions with an FGD group in Kilusha village, comprised of the VDC and PETS committee members. The Mission also paid a courtesy call to the Chairperson of the faith based District Management Committee (DMC) Rev. Canon Fareth Sendegeya. The evaluators were impressed with the innovative comments and well groundedness demonstrated by Rev. Canon Sendegeya in discussing TCRS activities in Ngara. His are part of the body of recommendations presented later in this report.

6.2.2.1 Overview of the Ngara Programme.

On arrival²⁴, the CEP-FO for Ngara Ms. Sakina Chamiti informed the mission that the district programme started in 1999 as part of the shift away from the refugees focus back to community development and empowerment. Revealed also was the fact that the current strategic plan was up to 2010. In Ngara, the programme is implemented in 12 villages located in 5 different wards. There were about 100 beneficiary families per village making the number of total families benefiting from TCRS to 1200, at the minimum. The period for a village's empowerment interventions is between 7 and 8 years after which the particular village must be graduated from the programme²⁵. So far, Ngara had graduated 12 villages²⁶.

Structurally, the mission was told that the Ngara programme has 10 full time employees including the project coordinator, field officer, 4 facilitators and 4 security guards. Unlike Kibondo, TCRS did not have a full time driver in Ngara. Responsibility wise, each facilitator was responsible for three villages and the field officer was also responsible for finance and administration duties soon to be relinquished to the Coordinator. Unlike most of non-TCRS coordinated districts, all facilitators and the field officer were in possession of motorcycles to ease transport from one site to the next. The district office has a powerful four wheel drive car that is expected to be self-driven by the project coordinator. A qualified driver is outsourced when need arises, including during long drive to Karagwe, Kibondo or Dar es Salaam. This was seen to lead to some implementation challenges as observed by the evaluation mission, not so much to the NCA but the TCRS side.

²⁴ The mission was booked and stayed at Kidenke Hotel, P.O.Box 89 Ngara, Tel. 028 2223745. The accomodation is highly recommended for future missions and NCA visitors.

²⁵ Village graduation follows a rigorous observation process including indicators such as understanding of roles and responsibilities, respect for and conduct of important meetings, preparation and existence of Operational Village Action Plan, respect for Human rights, income and expenditure transparency and respect for existing village committees, among others.

²⁶ In the mission's own assessment there has been progress in as far as governance is concerned in Ngara. Taking Kasange village as an example, the villagers can no longer allow one person to be the Chairman for 15 like Mr Cosan Buzobona did from 1975 to 1990 or Mr Salmon Ruseenyana who was Village Secretary from 1971 to 1990. The current village Chairman only got elected in 2005.

In an attempt to focus on PETS, the Ngara programme's field officer mentioned to the mission of a training that was conducted in Ngara in two phases. Each village then elected their PETS committee. Even here, the desire for further training was still prevalent so that committee members could build an understanding and confidence on the subject matter. Revealed here also was that PETS training was also needed for the VEOs and WEOs if they had to ultimately support the interventions after the trainings. There was no proof of any VICOBA presence in Ngara district as confirmed by the discussions. The mission advised TCRS to explore into establishing VICOBA in Ngara. The mission then visited Kilusha village, about 50 kms from the programme office in Ngara.

6.2.2.2 Kirushya Village FGD

At Kirushya village the FGD involved members of the VDC including the village chairperson, the ward executive officer (who is also acting village executive officer), representatives of the village PETS committee and the TCRS area facilitator²⁷. The discussions revealed that the village leadership appreciates the presence and role of the PETS committee. They explained that the idea to follow on public expenditure on projects implemented in the ward/village was there even before the TCRS training on PETS. The villagers at one time got hold of properties that were believed to have been stolen from the project sites. Since the PETS committee is now in place they were planning to start follow up on primary school class rooms, village dispensary and village office construction projects because the village community was not getting much information on the progress of such projects. The mission saw this as a great revolution to the village development politics.

Discussing the problems faced by the village, the participants felt that water was most critical given the long distances to the nearest water stream. In the villagers' own words 'it currently takes around five hours for women and children to go fetch water from the nearest stream. In

²⁷ His name is Mr Christien Sylivester, a silent but very abled area facilitator for both Kirushya and Kasange villages, among others.

this case, the villagers commended TCRS empowerment programme through which they had come to a realization that all projects implemented in the village are village community owned and the village was bound to make follow ups on them even as the village graduated from TCRS programmes soon. Unfortunately, water was an untouched challenge and the village requested future supporters in this area, which was picked by the mission quite strongly.

6.2.3 Karagwe District

The mission arrived at Kayanga in Karagwe on Wednesday 11th February 2009, staying at Burhan Juma Kalisa's Classic Guest House²⁸. A brief meeting was convened with the district project management staff led by the District Project Manager (DPM), Mr. Odas Mukondo to receive the initial district briefing. The mission then visited three different villages where TCRS projects were being implemented (Katwe, Kituntu and Runyaga) to convene and hold FGDs with VDCs and PETS members. The mission also paid a courtesy call to District Executive Director (DED), Ms. Consolata Kamuhabwa²⁹.

6.2.3.1 Meeting with District Project Management Staff

The meeting was held in the morning of 12th February with staff members including the DPM, Mr. Odas Mukondo, Field Officer Ms. Revina Boniface and two area facilitators (Mr. Jorum Karugaba and Consolata Rukonge) at the TCRS Offices in Karagwe. The mission was told that TCRS started CEP in Karagwe in 1999. Working in 12 villages, 6 more having graduated in January 2008, TCRS' Karagwe programme was medium sized. Six new villages were recently enrolled to replace the graduated ones, according to Mr Mukondo. The total number of employees in Karagwe was 7 including DPM, FO and 5 Area Facilitators each serving 2 - 3 villages. All area facilitators have been provided with motorcycles, a big plus for TCRS.

²⁸ Based at Kayanga, P.O.Box 312 Karagwe, tel.028 2223015 cell. 0752 015616

²⁹ For future contacts, Ms. Kamuhabwa's contacts are P.O.Box 20 Karagwe, Kagera, tel. 028 2222934, fax. 028 2222926, cell. 0784 205882.

Also, it was made known to the mission that PETS committees have been formed in all 6 old project villages and in 4 graduated villages. The district council leadership and the village development committees have very well understood the PETS concept hence the great support enjoyed by PETS implementers in Karagwe. Unfortunately, VICOBA were yet to come to surface in Karagwe. The DPM also told the mission that they were trying to team up with other development partners in the district, mentioning the Danish Centre for Technical Cooperation that was planning support to agricultural activities in Magu, Ukerewe and Karagwe districts starting mid 2009. Initially, there was a training programme that the DPM participated in Arusha in this regard.

Some of the mentioned challenges by the project team included:

- ❖ The over-dependency attitude of local communities for donor funding
- ❖ Low understanding amongst community members on their basic democratic and human rights for lack of civic education in the district, coupled with low literacy levels.
- ❖ Slow trend of community attitudinal change because of the high illiteracy rates in Karagwe averaging 35%.

The mission was then ready to go out to Katwe villages starting with Katwe village.

6.2.3.2 Katwe Village FGDS

Katwe village is one of the villages that graduated in January 2008. The mission held an FGD that attracted 22 participants including 10 village committee members, 9 PETS committee members (6men and 3women), 3 village animators, the acting VEO, 2 primary school teachers and a village clinical officer. The discussions were live and enriching. The village has a properly running decent dispensary with solar panel and cold storage facilities, a clear product of joint efforts between TCRS and the village community. There are also two

primary schools in the village, with one currently having an ongoing project for the construction of toilets for the primary school.

The village has a functioning PETS committee elected during one of the village assembly meetings. The committee has made tracking on the construction of primary school classrooms. The head teacher in one of the primary schools however, was at one point not cooperative to the committee on reasons that he did not recognize the Committee for lack of introductory letters from the DED or District Education officer. The other school had the head teacher cooperate very well because he understood that they were working on behalf of the VDC for the benefit of the entire village community. The uncooperative head teacher was later demoted and transferred from the village, which seemed to encourage the entire village community that PETS was the way to go. Talk of challenges, PETS committee also faces hurdles from the Ward Councillor who has declared in village meetings that he does not recognize the PETS committee. The villagers have in turn promised to vote him out during the forthcoming councillor elections to replace him with a more cooperative and transparent representative. In their own words, nobody can compete with the collective power of the people!



Figure 5: The power of the people!

In conclusion, the participants expressed the following concerns to be considered for the proposed way forward:

- ❖ Training given to PETS committees was too short and rushed. In order to make them more effective, plans were to be put in place for some follow on trainings;
- ❖ The Ward Councillor was a huge hindrance to PETS successful implementation in the villages he represented. This concern had been forwarded to the DED but no measures had been taken so far. Understandably, the DED has no powers to act on any of the councillors.
- ❖ TCRS was requested to continue cooperating with villagers to ensure that projects that were started before the graduation of the villages could be properly completed.
- ❖ The PETS committee should have systematic procedure of their meetings and reporting of accomplished activities to the village community.

The next village to be visited was Kituntu as reported below.

6.2.3.3 Kituntu Village FGDS

In Kituntu, participants to the discussions were 17 (14 men and 3 women). The village chairman chaired the discussions. The WEO who is acting VEO was also present. The mission was informed that the village assembly elected a PETS committee comprised of 15 people 6 of whom were women. The problem was that village meetings were not held regularly for lack of strong leadership in the village. There appeared to be a leadership crisis in the village because of the following reasons:

- ❖ Absence of a permanent VEO. The acting VEO at Kituntu is also acting in other two different villages besides his assigned duties as WEO. He has not enough time to act on chronic village problems of Kituntu;
- ❖ People suspect village leadership for having colluded with officers implementing village projects to embezzle projects funds;

- ❖ There seems to be two antagonistic groups within the village, each wishing introduced projects in the village to be on their zone (i.e. construction of village office and a dispensary)
- ❖ The Ward Councillor is also playing “divide and rule” tactics amongst the village leaders and the village community.

After this very fruitful meeting in Kituntu, the mission travelled to Runyaga and held an FGD.

6.2.3.4 Runyaga Village FGDs

Sixteen people, including 4 hamlet chairmen, 2 village animators, two members of the VEC and 6 PETS committee members attended the discussions at Runyaga village. The village animators are members to the PETS committee because of their rich experience in following up on and advising towards the implementation of community empowerment programmes.

The participants told the mission that TCRS has trained village development committee members on methods of identifying viable village projects, presenting them to village assemblies for discussions and approval and then forwarding them to the district council for approval and financing. It was revealed however that, often times village plans presented to the district did not come back with positive responses.

Discussing PETS establishment and activities in the village, the village leadership expressed appreciation on the way the committee approached the issues. The committee had undertaken expenditure tracking on funds contributed by village members for implementation of village projects such as the construction of the dispensary and village office producing an excellent report that was forwarded to the village executive committee expecting that the issues in the report would have been communicated to the village through the village Assembly meetings. The village chairman in collaboration with the ward councillor has instead boycotted the call

for a village meeting to discuss the report. This was very disappointing to the PETS committee and the villagers awaiting discussion of the issues emerging from the tracking exercise.

After visiting the three villages, the Mission paid a courtesy call to the District Executive Director to discuss some of the emerging issues from the villages.

6.2.3.5 Courtesy Call to DED

As earlier hinted above, the mission paid a courtesy call to the DED, Ms. Consolata Kamuhabwa, conducting a very productive dialogue with her. In the first place she expressed great appreciation on behalf of the district council for the presence of TCRS and its contribution towards the development of the people of Karagwe. The DED's office has been receiving reports from TCRS of the projects they are implementing and she has personally visited the sights/villages where reported projects were being implemented. The Director finally felt that the people benefiting from TCRS programmes must have appreciated the level of transparency and community involvement that is being enhanced, which in her opinion set standards for implementing even projects other than TCRS' in the district.

Asked to comment on the status of recruitments for the VEOs to fill in gaps that existed in the district villages and also on action against ward councillors who teamed up with Village Executives to oppose the implementation of PETS activities, the provoked director acknowledged the council's critical shortage of the Village Executive Officers with qualifications and experience required for the job. In her submission, the ideal candidates for VEO position needed to have completed form IV or VI plus an additional two years of post secondary training at a Community Development institute. The candidates needed good conduct that warranted them to take an oath as "justice for peace" in the area. A serious shortage situation of such, she opined, had necessitated some VEOs to act in two or three villages. On the interference of some of the District Councillors with activities of PETS committees, the concerned director seemed aware of the situation, stressing however that in

leadership situations, you will always have people resistant to change for personal fears or any other related factors. She acknowledged that PETS activities had just started and such resistance to change should be expected. She however vowed to do whatever means possible to have sabotage on PETS decline in Karagwe. On the arrogant Kituntu ward councillor, Ms. Kamuhabwa only hoped the representative lest the power of the people would be up on him!

In winding up the discussion, Ms Kamuhabwa urged TCRS to maintain close communications with the DED's office on all matters. She also urged TCRS to always ensure that their plans are incorporated in the district comprehensive plans, inviting the TCRS Manager to the district comprehensive planning meetings to happen in March. Whenever possible, the director welcomed TCRS also to educate district councillors on certain issues that needed their attention during district council meetings promising to be able to arrange for that to happen.

6.3 MAJOR ISSUES EMERGING FROM STUDY

6.3.1 Newly introduced interventions but making great strides

As it clearly emerged, the major part of the governance component of NCA and partners was introduced in 2007 and 2008. In most areas, PETS had just been introduced. In others, a village PETS committee already existed but had not done much. It was only in a few districts that PETS committees were fully operational. This was in areas where the concept does not come with NCA interventions but existed well before the current phase of interventions. The districts far most advanced in implementing PETS interventions were Karagwe, followed by Ngara and Kibondo. Understandably, these are under TCRS who have had Community Empowerment and Rights Based Approach way before the arrival of NCA in Tanzania. In terms of Village Community Banks, Mbulu and Hanang were far way ahead of the rest of the country. Kilosa was also doing very well! It was very inspiring how people were making strides with village community banking. These approaches have had a

significant influence on the current waves of governance interventions. The value addition in these districts was the high level of systematization of the NCA supported interventions.

6.3.2 The role of facilitating organizations

It was obvious how important the role of facilitating organizations was. It was brought to the mission's attention that facilitating organizations were playing a crucially important role. Some details are presented below.

6.3.2.1 Developing Capacities for Policy engagement at national level

NCA and resource partners including HAKIKAZI, TEDG and TCDD were very key in carrying out national and zonal religious leaders' capacity enhancement events on Good governance and Economic Justice. Additionally, TEDG undertook consultative forums on EPA for church leaders, government representatives, media and academics since 2007. The Tanzania Gender Networking Programme and YWCA were key in strengthening gender analytical capacities in Mwanza, Bunda, Dar es Salaam, Arusha and Shinyanga. This culminated to the Tamari campaign in Bunda and Shinyanga, making a lot of impact. WIA and WLAC were quite useful in imparting legal awareness and aid to Women groups in Northern Tanzania.

Other actors included BAKWATA whose capacity building to the ulamaa has enhanced participation to the Mining Justice campaign following the Mark Curtis and Tundu Lissu authored research on 'How Tanzania was failing to Benefit from Gold Mining!' On their part, WCRP and GNRC have always served as resource organizations in the implementation of the interfaith activities including the Youth Peace Caravan on Poverty Eradication and VICOBA. All of these have played a great contribution to profiling the NCA programme work in Tanzania.

6.3.3 Founded on strong Training of Trainers base

In most cases it was noted that implementation of local interventions was preceded by a strong package on the would be trainers. The evaluation mission was informed of an initial training of Trainers Workshop held in Morogoro with the participation of most representatives of NCA partners under the able facilitation of Arusha based HAKIKAZI Catalyst. This led to significant clarity among the national level trained coordinators in comparison with the second level of beneficiaries of such trainings. It would have been far better if HAKIKAZI designed a series of district level PETS trainings to cover all the 22 districts of NCA and partners' focus.

6.3.3 Major Concerns Limiting success

Throughout the mission's visitations and discussions with partners, pertinent issues of lack of reliable transport to and within the sites, the need for increased involvement of local authorities, a weak motivation package for coordinators, and late release/disbursement of funds to the districts and hence villages were among the many concerns raised. This report has reflected upon those, analyzed in the context of other factors at national and international levels and presented them in the form of recommendations.

7.0 PROPOSED RECOMMENDATIONS AND WAY FORWARD

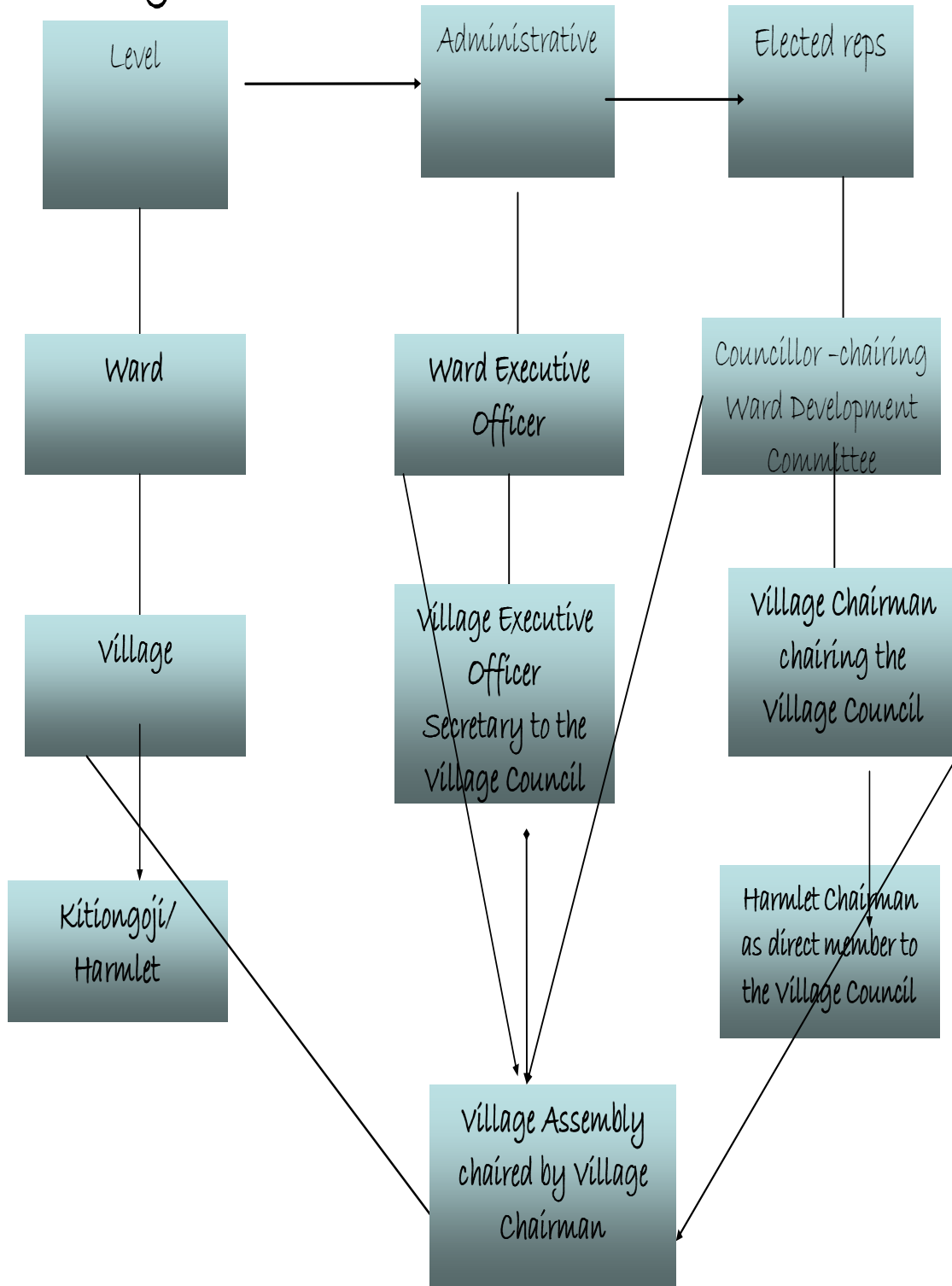
By design, this study was meant to derive some conclusions from the findings and observations out of the visitations and discussions to be able to propose the best way (s) forward. Having accomplished the study for more than 85 percent, the evaluation mission is pleased to make *nine* recommendations in this chapter. Important to mention also is that the report has also considered suggestions made by a previous NCA – Tanzania evaluation report - so called the 'Taylor review' of May, 2007.

Recommendation 1.1

In this review, it has been established that NCA mainly works with non state actors, mostly, faith based organizations who then work with communities and villages. This is all fine methodologically. Additionally, as it came out of discussions with some of the district development directors, NCA partners have sought a more separatist approach wherein work with government has only been indirectly through the village structures. This is understandably strategic given the fragility of dealing with governance issues with governments. There has been hesitancy however in speaking to the weaknesses currently faced by local structures in the country so much so that the skills in the facilitators have not crossed over to the communities.

It is recommended that NCA facilitators staying with communities in the villages should come out and speak to the key institutional weaknesses and confusions that exist. If for instance the TCRS facilitators had been able to properly highlight the constitutional powers vested in the people through village structures, and the mandates of the village structures in accordance with the Local government legislation and all the reforms, it would have been near to impossible for the Kituntu Ward in Karagwe councillor to declare PETs committees as unrecognisable and to threaten cooperating Village Chairmen with arrests. We have very well discussed the powers vested in the village by the laws of the land and below, for the sake of recapping, a structural depiction of key local governance institutions is presented. NCA facilitators must be more aware of the legal and constitutional framework that safeguards local democracy if they have to become a reliable resource to the rural Community, just like advocacy CSO formations were reliable at national level. Reports that at some point the Councillors had control over village meetings, structures and resources were just a violation of the country's structural formation of governance as shown in figure 6 below.

Key institutions in Local Governance



Recommendation 2.1

Resources are always limited. There have always to be attempts for NCA partners to think of resources available to them, other than the NCA window. As it emerged from the study, there are just plenty of resources geared towards development interventions in the countryside. Taking rural financing as an example, you have more than 5 facilities available for most of the districts in Tanzania, some of which were hardly utilized, or even known. This point is worthy some further discussion below.

In addition to the Agricultural sector development programme (ASDP) for which all districts potentially qualify, districts in Ruvuma, Iringa, Tanga, Coast, Manyara and Mwanza regions were also qualified for the Small Industries Development Organization's rural support programme. The multibillion IFAD funded facility was meant to diagnose and select products for value addition support, which was what Lushoto's Ubiri women group and Kilolo's farmers wanted for their fruits and tomatoes respectively to prevent them from rotting during harvest seasons. From the SIDO facility, small enterprise businesses and farmers would register their products for value chain processes, receive information on marketing opportunities and training on how to add value to their products to be able to compete with local and pan African markets. Yet, this was hardly known to most Tanzanians as they struggled to add value to their products as seen in the picture below.



Figure 7: Struggling for value addition

It would have been useful to utilize the SIDO-IFAD facility to train agro-pastoralists on how to process and package goat or cattle meat, which was a problem highly ranked in Kilosa at the FGD meeting. Meat is often wasted as pastoralists failed to preserve it, process or even package.



Talking health project funding, the Global fund will soon release US \$ 680 million³⁰ for its 8th round to fight Aids³¹, Tuberculosis and Malaria meant for 133 district councils in addition to US presidential fund against the killer diseases and another Millennium Challenge package through the MCC. The district budget for TASAF projects was about a billion shillings, not to talk of the president of Tanzania allocations to the 26 regions of Tanzania mainland and Zanzibar famously known as 'JK billions'. One must first and

³⁰ According to Dr Fatma Mrisho, Executive Chairperson of the Tanzania Commission for AIDS (TACAIDS), 25th February 2009.

³¹ Ideally all HIV education and awareness programmes such as the ones funded by NCA in Kibondo and elsewhere in 2007 should have made use of other resource windows like the Resource Fund Envelope (RFE) which was operational already then.

foremost take into account the district capital development grant which disburses funds to all the districts³² in all the 26 regions³³ of the United Republic of Tanzania.

It would have been so useful to link up with such facilities to take advantage of them³⁴. This would potentially free NCA funds to benefit governance interventions. At the moment, a lot of resources in NCA funded project areas were going into non governance interventions such as construction or poverty reduction projects.

Recommendation 3.1

As it did emerge throughout the study, transport gadgets are as important for the implementation of the governance programmes. Many coordinators indicated that facilitators and animators with transport means were more effective in undertaking implementation, monitoring³⁵ and follow up of agreed actions than those without. In this case, facilitators and animators in Kibondo, Ngara and Karagwe proved more active and effective because TCRS's projects had motorbikes and cycles for all the facilitators and animators, something highly desired in Ilula just like the many other places that did not have such transportation gadgets for rural facilitators and animators. Just a cycle for each village animator would greatly help facilitate rural transportation.

³² Except for those districts whose annual governance performance was not clean according to the controller and auditor general's assessment.

³³ Taking just Iringa as an example, the allocation for the first quarter of 2009 totalled 6.7 billion with Kilolo alone having 812,788, 455/- and another 532 million was going into repairing the swept by floods irrigation scheme at Ruaha Mbuyuni village, Kilolo district, Iringa region.

³⁴ Other potential windows to take advantage of include the Local government reform programme whose second phase has just begun in mid 2008, DFID funded Accountability Programme whose disbursements will start by mid 2009 and the already known Foundation for Civil Society facility giving out up to 100,000,000/- per annum for up to 3 years. NCA should encourage district partners to apply for such separately since the rural focus by their nature may place them at more advantage than NCA applying for them.

³⁵ Already, NCA Tanzania has been advised to spend more into improving monitoring and evaluation of existing projects including partner performance if agreed objectives have to bear results. See Taylor report, 2007:1.



It is recommended that as a matter of rule, all facilitators and animators in NCA partner projects must have bikes and cycles for their daily movements. There is no reason, not even the availability of budgets³⁶ that will prevent this from happening. The mission sees the absence of such as just an overlook on the part of the various project leaderships. Just like NCA Oslo can not do without a computer for emailing, or NCA Dar es Salaam not going without a

³⁶ The mission heard a Mbulu church official quickly calculate the cost of 2 bikes for the district to Tshs. 3,000,000 and 38 cycles to cover the entire Diocese to cost only 4.5 million at the maximum rate of 120,000/- per piece. But the scale of activities and their monitoring will be massively higher.

4x4 for key visitations across the country, bikes and cycles for wards and villages are just as necessary.

Alongside, rural facilitators were finding it very hard to volunteer by 100 percent as was the case in recent times in WCRP and WIA project sites in Kilolo and Babati respectively, where the facilitators had gone without an allowance for months, something that greatly tempted them to sit back and wait for the 'means'. We recommend that to as much as possible NCA must always scrutinize partner budgets to ensure that HR budgets did not end at national, regional and district levels. A lot more funds needed to go into following on rural plans after PETS trainings, including of course some motivational allowances for rural facilitators and animators. International debate on volunteerism is actually in support of this line of thinking.

Recommendation 4.1

It has been repeatedly recommended that NCA's choice of partners should be closely linked to clear local ownership and potential capacity to sustain the projects and programmes. Looking at the partners visited and contacted, this review confirms that NCA's choice of partners both old and new is best in terms of the two factors above as well as ability to lay greater impact. Working with churches and other faith based institutions makes introduction, implementation and monitoring of such projects not only easy but well founded, given the viable, strong and long network behind these structures within and beyond the faith community³⁷.

³⁷ Already the impact was beginning to be seen as the Easter preachings strongly condemned corruption (Bishop Alex Malasusa, ELCT Tanzania, Nipashe 13 April; Catholic Bishop Augustine Shao for Zanzibar Diocese, Guardian 13 April) and of course the Kilosa DED in trouble for amassing land (Nipashe, 13 April) and CCM's NEC Member Nape Nnauye condemnation of Corruption (Nipashe, 13 April). All this seemed quite a lot for one Easter weekend!



It is being recommended however that there is more harmonization and interfacing between the implementing partners under the ACT network and the facilitating organizations. While it seemed obvious that the facilitating organizations had important and specific capacity building roles to play, in practice, the huge capacity gaps in the interior were hardly being met by the facilitating partners, mostly in Dar es Salaam and Arusha. NCA will need to help, through PME, to link the most 'skills needy' and the 'capacity rich' centres of the partnership. For instance, while Mbulu Diocese was in dire need of skills on how to plan and budget with a gender focus, they had no idea TGNP was a facilitating partner of NCA in as far as gender was concerned. This was less of a case in regard to WIA in Magugu and WLAC in Dar es Salaam for reasons to be explored further.

Recommendation 5.1

Interms of approach, PETS has so far been treated from a capacity building point of view. From a technical point of view, PETS may be treated as not just a Capacity building package, but also as a mass action for change in public spending attitudes. And, as it was found out by the study, the power of the people to demand for change is just irresistible.



Experience has shown that most District Executive Directors³⁸ were already in massive support of expenditure tracking in their localities of jurisdiction and will be potential initial supporters of a campaign for tracking resources disbursed from public coffers.

³⁸ The DEDs visited during the study were all positive on public expenditure tracking if that was done in a manner transparent to the District Councils.

It is being proposed that such a campaign on public expenditure tracking is launched with NCA and other national facilitating Organizations at the helm. This may have to take a more diplomatic approach to start with. Ideally, NCA would write a polite letter to all District Executive Directors in Tanzania to share one finding of this study that some district officials were still resistant to Public Expenditure Tracking some years after the Parliament of Tanzania agreed to adopt it and approved a document³⁹ to guide its implementation. The communication could appeal to the DEDs to ensure that this was adhered to and assist PETS actors to secure introduction letters to the effect that no local opposition to PETS existed anymore.

Recommendation 6.1

There has been good enough training of trainers (TOT) workshops, starting with the Morogoro event in 2007 and district based follow on later in the last two years. There needs to be a clearer strategy to monitor and ensure that both the number and quality of such events appropriately devolves to lower levels at wards and villages, closest to the people. It is at these levels, that most of these skills are direly and urgently required. There was concern over the slow pace of transferring knowledge from the national/districts to the grassroots levels. In same district for instance the trainees of the Morogoro PETS workshop have never been able to organize a session for transferring the knowledge received two years down the line. This may seem like attending workshops becomes just for its sake.

We recommend that in all places where lower level PETS trainings have not happened, plans should immediately be made to invest into HKC coming in to do a new round of trainings on the concept and the how to go about Public Expenditure Tracking. This would mean a little additional budget for HKC but it will prove to be an important 'stimulus' intervention now

³⁹ The mission was made aware, by way of interviews with district PETS coordinators, of a document that was approved by Parliament and that HKC were using it in facilitating PETS trainings.

that a lot of time has elapsed without the knowledge received in the initial TOTs being transferred, hence the potential for its evaporation. To be truthful, two years is good enough span to start thinking of retraining governance coordinators if quality is to remain a major priority. This time around, the workshops will be an opportunity to not only learn new things on expenditure tracking, but attempt to find answers for the more practical questions and concerns currently being experienced by PETS implementers including village public expenditure tracking committees⁴⁰. Once the workshops have been undertaken, a clear framework must be established as to how the knowledge will be transferred to the communities. The proposal is to have the PETS ward coordinators and facilitators immediately prepare work plans showing how they will ensure the knowledge filters down to the community members. These must be submitted to the District Coordinators for monitoring.

Recommendation 7.1

There was a point that kept recurring over and over again during the evaluation study relating to the delays in the release of funds from NCA which was described as impacting quite negatively on programme implementation. After some review of literature, the mission is convinced that this is not out of just negligence on the part of NCA. Rather, this issue is linked to another issue of concern by most partners that of the need for a longer term programming beyond yearly plans. This issue has had some discussion and recommendations in the past too.

It is being reiterated that there needs to be a clearer explanation from NCA Office in Dar es Salaam to all partners regarding the conditions attached to NCA funding not only in Tanzania but globally in relation to programming timelines and release of funds including

⁴⁰ Taking Karagwe as a case in point, things like the open opposition by the local councillor, headteachers and VEOs should be put to 'a hot cooking' if the committees have to regain their confidence in undertaking the tracking. In most areas, the big question to try and look answers for will be the forums for feedbacking from tracking exercises.

limitations of NCA budgets. This will deal with the problem of partners building up unrealistic hopes that NCA was keeping huge reserves in Dar es Salaam bank accounts, which is not the case at the moment, not even in the foreseeable future. This will cut down the complaints and lamentations significantly improving even further the relationships between NCA and its partners.

Recommendation 8.1

With the exception of programme implementation in Babati, which had a very clear and consistent focus on women's empowerment and addressed gender issues including those emanating from the law of marriage Act, 1971, there was almost lack of clarity in as far as how gender questions were being addressed⁴¹. In most cases the partners only had a gender or women's coordinator often hardly integrated into the implementation of the Governance Programmes themselves. This should have been expected of course, given the confusion around how to ensure gender balance⁴² or sometimes the question of how to mainstream gender in development programmes. This was confusion even at national and international levels and districts would not have been expected to have clarity all over a sudden.

It is recommended that TGNP runs a series of gender concepts and mainstreaming trainings in all the partner districts in 2009, followed by participation to the gender festival in September 2010, of all gender coordinators in the partner organizations of all the NCA funded projects. This would bring a lot more clarity as to how gender balance can be achieved in Governance and other development programmes. As it stands now, this is still one of the most problematic issues especially among rural partners' programmes.

⁴¹ In most places the beneficiary groups were so gender imbalanced with the PETs sensitization of WDC members benefiting only 4 women against 22 men in Kituntu, 17 women against 43 men in Masheshu, Kigorogoro and Nyamiaga and only 60 women against 120 men in Murongo, Rwabikagati, Kiruruma, Kamagambo, Nyakagoyagoye and Kafunjo villages respectively.

⁴² Despite all the achievements with the Leadership and PRA trainings in Ngara district, the numbers of female versus male beneficiaries was 37:53 and 34:70 respectively. This was far from being gender balanced interventions. This is according to TCRS' own 2008 Local Leadership Empowerment Report for Ngara programme, January 2009.

Recommendation 9.1

Any interventions that come to society as novelties have had a lot of scrutiny by not only the leaders but also the society at large before they can fully be accepted and integrated in society. In the case of PETS, the evaluation study revealed that there were a lot of suspicion and at times opposition in areas where the official leaders and authorities were not integral parts of the initial training packages. On the other hand however, where officials were involved in the start-up activities, as in the case of Ilula's⁴³ good governance training for division, ward, and village leaders preceding the PETS start up, things worked far better and PETS has less antagonism from the powers that be there.

It is recommended that where PETS trainings have not taken place, deliberate efforts must be taken to have local government leaders and authorities to be drawn into the initial processes to establish PETS in the localities. This can include rapport building as was the case for the evaluation mission all over, opening ceremonies of the PETS trainings and inviting leaders as full time participants to the tailored skills building events. Depending on the contexts, PETS sessions for full councils as was being proposed by Karagwe District Executive Director can make significant rapport into starting public tracking of local resources, hence such are highly recommended in areas that PETS has already kicked-off but with concerns of lack of cooperation from local leaders.

8. THE WAY FORWARD

In conclusion, this review has been able to confirm the value in governance programmes currently being supported by NCA in Tanzania. It has come evident that two years since inception, both PETS and VICOBA were making great strides despite some challenges in the former's acceptability by authorities due to fear that it will never be possible to divert resources

⁴³ Ilula Orphan Programme was keen to co-organize with the Prevention and Combating of Corruption Bureau (PCCB), Iringa office a pre-PETS good governance training in December 2007, which helped clear the air with local authorities in the eight villages forming the ward namely: Masukanzi, Isagwa, Itunda, Itungi, Mlifu, Sokoni, and Mwaya.

from public coffers again if public expenditure tracking had to become successfully a daily exercise.

As a way forward, NCA and partners need to come out more strongly to capitalise on the Local Government (District Authorities) Act which provides that it will be in district councils' responsibility to promote and ensure democratic participation in, and control of decision making by the people themselves (p. 61) and that it will maintain and facilitate good governance within its area of jurisdiction (p.60). If read with section 107 and 108 (1) and (2) of the Act that warrants the establishment by the village council of any permanent or special committees as deemed necessary, then the existence of PETS committees is legally valid and no individual or group of individuals can question it. All which is required here is to get the message across to the PETS implementers to be able to correctly make citations of such laws governing local governance in the country. Otherwise, for a start, there is value for money, time and energy spent by NCA staff and advisors into improving governance in rural Tanzania.

Annex 'A': List of Interviewees

S/NO	NAME	CONTACTS
1.	Tina Mosha - Programme Manager, NCA Tanzania	Tel. 0713 410020; 0787 088508
2.	Moses Kulaba - PME, NCA Tanzania	Tel. 0754 844410
3.	Mch. Johansen Chinyong'ole - Anglican Church, Morogoro	Tel. 0752 844462
4.	Rev. Canon Hezron Madihi	Kilosa
5.	Adam Jackson Foya - TCRS Dar	Tel. 0786 767682; 0713 764782
6.	Mch. Amos Mshendwa - Dar es Salaam	Tel. 0754 748683

7.	Mary messay - HIV/AIDS Coordinator	DCT - Dodoma
8.	Finnias Chibago - Katibu Mkuu, DCT	DCT - Dodoma
9.	Jalitha Njamasi - VEO, Mpamatwa Village	Bahi, Dodoma
10.	Hon. John Makolokolo, Ward Councillor	Mpamatwa Ward, Dodoma
11.	John Lungwa - Ward Education Officer	Mpamatwa, Dodoma
12.	Joram Masesa - Haki Kazi Catalyst, Arusha	0784 440508; 0754 296599
13.	Rev. Justine Gisomaye - Coordinator, Interfaith Committee	Babati
14.	Sheikh Shaaban - Treasurer, Interfaith Committee	Babati
15.	Martha Massawe - Women's portfolio Secretary, Mbulu Diocese	email = memassawe@yahoo.com
16.	Mch. George Pindua - Mchungaji Kiongozi, CCT - Kilosa	Email: pindua2007@yahoo.com
17.	Mch. Bwigane Mwakalinga - Moravian Church	Kilosa
18.	Mch. James Mwinuka - Katibu Mkuu, KKKT, Lushoto Diocese	Tel. 0784 890479
19.	Mr Peter Jali - Projects Coordinator, Lushoto Diocese	Tel. 0784 423832; 0715 423832; email peter.jali@yahoo.com
20.	Doris Mnzava Kiungulia - Treasurer, Uburi Women Group, Lushoto	Tel. 0787 347077
21.	Costas Chandenda - Member, Ubiri Women Group, Lushoto	Tel. 0784 945852
22.	Estrida Mtangi - Member, Ubiri Women Group, Lushoto	Tel. 0784 607958

23.	María Kiangi - Member, Ubiri Women Group, Lushoto	Tel. 0787 297630
24.	Katibu wa Bakwata Bagamoyo	Tel. 0732 165123
25.	Mr Eliwaha Herman Msuya - Head of Information	Diocese of Pare, Same
26.	Eveready A.Nkya - TCRS, Ngara	Tel. 0784 678590; 0756 898703
27.	Suleiman Lolila - WCRP Trustee /BAKWATA	Tel. 0754 289100 Email: lolilab@yahoo.com
28.	Christopher Bamanyisa - TEDQ/CSSC/TEC, Kurasini	Tel. 0754522244 Dar es Salaam
29.	Oystein Olsen - Director, Haydom Lutheran Hospital	Tel. 0784 308663; 0786 261886 email: oystein.olsen@cih.uib.no
30.	Emmanuel Mighay - Administrator, Haydom Hospital	Tel. 0787 328617.
31.	Angelus Mapunda - Governance Coordinator, CCT, Dodoma Diocese	Tel. 0755 497249 email: amapunda04@yahoo.com
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41.	Ms. Elizabeth Mosha -WIA Arusha region Coordinator, Arusha	Tel. 0754 627869
42.	Rehema Mbwaji - WRCP PETS Coordinator	Ilula, Kilolo district, Iringa
43.	Laurent Anatory Mamba - Village Chairman	Mpamatwa, Bahi, Dodoma
44.	Sheikh Juma Rashid Mhina- BAKWATA District Secretary	Korogwe, Tanga
45.	Terry Raphael - TCRS CEP Manager	Kibondo, Kigoma
46.	Hilary Mwaita - Field Officer, TCRS	Kibondo, Kigoma
47.	Mr Isanzu Makungu - District Planning Officer	Kibondo, Kigoma
48.	Ms. Sakina Chamiti - Field Officer	Ngara, Kagera
49.	Rev. Canon Fareth Sendegeya - DMC Chairman	Ngara, Kagera
50.	Mr. Odas Mukondo - TCRS Manager	Karagwe, Kagera
51.	Ms. Consolata Kamuhabwa - DED, Karagwe	Karagwe, Kagera
52.	Ms. Revina Boniface - Field Officer	Karagwe, Kagera
53.	Joram Karugaba - Area Facilitator	Karagwe, Kagera
54.	Consolata Rukonge - Area Facilitator	Karagwe, Kagera

	Email submissions and Telephone conversation	
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57.	Emmanuel Kalonga, Director - HAKIKAZI Catalyst	Tel. 0754 281286 Arusha

Annex B: References

S/NO	Title	Date
1.	Contract for Consultancy Assignment between NCA and Deus Msipotwa Kibamba, Dar es Salaam.	December 2008
2.	The Local Government Laws principal Legislation, revised edition	2000
3.	Local Government Reform in Tanzania 2002 - 2005: Summary of Research Findings on Governance, Finance and Service Delivery, REPOA brief 6	October 2006
4.	Annual Project Implementation of the Economic Empowerment to Youth in	June to September 2008

	Tanzania, and A general Narrative Report, CCT	
5.	The Local Government System in Tanzania, Country profiles	www.clgf.org.uk
6.	Project proposal and Annual report for IOP, Ilula	2007
7.	Together for a Just World: A Norwegian Church Aid presentation, Oslo	
8.	NCA Tanzania logframe for thematic Areas 1 - 5	
9.	Between Hope and Scepticism: Civil Society and the African Peer Review Mechanism, Ousmane Deme, PAC, Ontario.	October 2005
10.	URT(2007) Poverty and Human Development Report, RAWG	December 2007
11.	The Four Corners Cultural Programme, A proposal document	2008
12.	NCA Tanzania Program, Country Final Program Report (2005-2007)	October 2008
13.	TCRS Community Empowerment Program, 3 rd quarterly Monitoring Reports for Kibondo, Karagwe and Ngara,	July - September 2008

14.	Johnson, J (1997) Redefining the Concept of Governance, CIDA, Quebec.	1997
15.	TEDG Quarterly report for June - September 2008	2008
16.	BAKWATA (2008) Public Expenditure Tracking training report, Korogwe, 20 - 25 October	2008

Annex 3: Approved final WorkPlan and Time schedule

S/NO	Planned Activity	Timeframe	Responsible
1.	Preparation of TORs and initial bids	1 st December 2008	NCA (Moses Kulaba and Tina Mosha)
2.	Inception meeting with Consultant	5 th and 19 th December 2008	Tina Mosha, Moses Kulaba and Rev. Blandina Faustin
3.	Preparation of Inception proposal report with budget	7 th to 18 th December 2008	Consultant
4.	Contractual issues, signing and disbursement of first instalment	31 st December 2008	NCA (Tina, Moses, Mwachija Mandara)
5.	Literature/desk review and preparation for interviews	4 th January 2009	Consultant

6.	First round of Field visitations to Ilula, Dodoma, Kilosa, Hanang, Mbulu, Babati, Arusha, Same, Lushoto, Korogwe and Dar es Salaam	7 th - 15 th January 2009	Deus M. Kibamba; Abel Aloyce and Christopher Bamanyisa (from 9 th Jan)
7.	Initial coding and synthesis of gathered data	16 th January - 5 th February 2009	Consultant and Christopher Bamanyisa
8.	Second round of Field visitations to Kigoma, Kibondo, Ngara, Karagwe and Dar es Salaam via Bukoba.	8 th to 15 th February 2009	Deus M Kibamba, Christopher Bamanyisa and TCRS officers
9.	Final interviews and submissions from Dar es Salaam based partners by telephone and emails	16 th to 28 th February 2009	Consultant
10.	Data review, analysis and Preparation of draft report	1 st to 15 th March 2009	Lead consultant
11.	Submission of first draft of evaluation report to NCA	16 th March 2009	Lead consultant
12.	Presentation of report at Partners meeting in Dar es Salaam (Followed by telephone calls to gather comments with NCA's Tina Mosha and Moses Kulaba).	Week of 23 rd March 2009	NCA (Moses Kulaba)
13.	New schedule of report submission proposed and	3 rd April 2009	Lead consultant and NCA (Moses

	agreed (email proposal and follow up telephone calls with NCA)		Kulaba and Tina Mosha)
14.	Comments from partners meeting worked on and final draft prepared (including telephone conversation with Christopher Bamanyisa)	12 th April 2009	Lead Consultant
15.	Submission of revised final report	13 th April 2009	Lead Consultant
16.	Request for Final Payment	14 th April 2009	Lead Consultant