

# **Evaluation of Danish Support to Civil Society**

## **Annex I: Tanzania ‘at distance review’**

### **Informal background working paper**

April 2013

N.B. Informal background working papers are not intended as complete or polished reports but as notes primarily for use by the consulting to feed into the main evaluation report.

## List of Abbreviations

CBO	Community-Based Organisation
CISU	Civil Society in Development
CIVICUS	World Alliance for Citizen Participation
CSI	Civil Society Index
CSO	Civil Society Organisation
Danida	Danish International Development Assistance
DKK	Danish Kroner
EAMCEF	Eastern Arc Mountains Conservation Endowment Fund
ESPS	Environment Sector Programme Support
FCS	Foundation for Civil Society
GEF	World Bank and Global Environment Facility
GoT	Government of Tanzania
GWA	Global AIDS Week of Action
HSPS	Health Sector Programme Support
JAST	Joint Assistance Strategy for Tanzania
LGA	Local Grant Authorities
LSF	Legal Services Facility
M&E	Monitoring and Evaluation
MKUKUTA	Tanzania's National Strategy for Growth and Reduction of Poverty
MKUZA	Zanzibar Strategy for Growth and Reduction of Poverty
MSH	Management Sciences for Health
NACOPHA	National Council of People Living with HIV/AIDS
NGO	Non-Governmental Organisation
PEMA	Participatory Environmental Management Programme
RFE	Rapid Funding Envelope
Sida	Swedish International Development Cooperation Agency
TACAIDS	Tanzania's Commission for AIDS
TANGO	Tanzanian Association of NGOs
TCDC	Training Centre for Development Cooperation
TMF	Tanzania Media Fund
TNRF	Tanzania Natural Resource Forum
VSO	Voluntary Service Organisation
WCST	Wildlife Conservation Society of Tanzania
WWF	World Wildlife Fund

## Introduction

This note is to provide some input into the analysis of the main evaluation report with respect to how Danish support to civil society is provided in Tanzania. It provides:

1. A brief introduction to Danish development assistance to Tanzania;
2. Outlines Danish International Development Assistance (Danida) sector support to civil society in the health and environment sectors, and in the democracy and governance programme;
3. Offers a selection of Danish non-governmental organisation (NGO) involvement in Tanzania;
4. Summarises some perspectives on the support offered to civil society.

Some observations are offered throughout on the key issues to emerge from each section.

## 1 Danish development assistance to Tanzania

Tanzania has been one of the principal recipients of Danish development assistance in recent years and Denmark is among the largest bilateral donors to the country. The priorities for Danish assistance are laid out in “Denmark’s Development Assistance to Tanzania 2007-11” which was extended through to 2012. This makes clear that Danish assistance will be an integral part of the Joint Assistance Strategy for Tanzania (JAST), a comprehensive framework for managing development cooperation in Tanzania between the government and the 45 bilateral and multilateral donors in Tanzania. The objective of the JAST is to contribute to an effective and efficient implementation of Tanzania’s National Strategy for Growth and Reduction of Poverty (MKUKUTA) and the Zanzibar Strategy for Growth and Reduction of Poverty (MKUZA).

The country document sets out four main areas for Danish assistance a dynamic business environment; public health; management of natural resources and direct budget support to the government of Tanzania in support of its poverty reduction strategy. It adds that it will also support democracy and good governance; public administration; cooperation between Danish and Tanzanian companies and work with refugees and host populations.

## 2 Danish support to civil society

The World Alliance for Citizen Participation (CIVICUS) Civil Society Index (CSI) 2011 Country Report for Tanzania describes the role of civil society in Tanzania as growing and the social and political environment as conducive for the development of civil society. Among the strengths of civil society it mentions a wide range of civil society organisations (CSOs) active in societal issues across many parts of the country, and the establishment of umbrella organisations e.g. in HIV/AIDS, promoting joint advocacy efforts and information sharing. However, the level of self-regulation in umbrella CSOs is ranked low; and CSOs are described as under-resourced, dependent on donor funding and mostly urban-based. There is a lack of democratic leadership and

skilled staff; limited ability to document impact; and limited collaboration in the sector. Donor influence is also identified as compelling some organisations to shelve their primary objectives to respond to donor funding demands.

Denmark has channelled its support to civil society in Tanzania principally through sector and thematic programming since 2009 – in particular, through the health and natural resources programmes as well as support to democracy and governance.

## **2.1 Danida support to health sector**

The Danish support to the health sector in Tanzania – under the Health Sector Programme Support (HSPS) IV (2009-14) – is divided into three components. All three components involve a mix of basket funding, earmarked funding and technical assistance:

- *Mainland.* The budget for this component is DKK 528 million over the course of five years. The bulk of these funds are channelled through a basket arrangement in direct support of the Ministry of Health's Sector Strategic Plan III. The remainder is spent as earmarked support to rehabilitate health services, build capacity in the Ministry of Health; and strengthen the private health sector and the public-private partnership.
- *Zanzibar.* The objective of this component is to support implementation of the Zanzibar Health Sector Strategic Plan II. The budget for the component is DKK 120 million which are channelled through a Health Service Fund for provision of district health services and as earmarked support for central sector support.
- *HIV/AIDS.* This component aims to support implementation of the National Multi-sectoral Framework on HIV and AIDS. The budget for this component is DKK 220 million which is channelled through Tanzania's Commission for AIDS (TACAIDS) to support their district non-medical HIV/AIDS interventions; institutional capacity strengthening and construction of new offices.

The third component of health sector support – on HIV/AIDS – is the focus of Danish support to civil society in the health sector. This centres on earmarked funds to support civil society capacity through the Rapid Funding Envelope (RFE) and Femina HIP.

### **The Rapid Funding Envelope (RFE) for HIV/AIDS**

The RFE provides grants (up to USD 200,000) to Tanzanian non-profit civil society organisations, academic institutions, and civil society partnerships for essential, short-term projects aligned with the National Policy on HIV/AIDS and the National Multi-Sectoral Strategic Framework. The RFE look to fund timely, innovative projects in six priority areas:

- Prevention, advocacy, information/education and behaviour change communication
- Care and support for HIV/AIDS and related opportunistic infections
- Impact mitigation of the effects of the epidemic, including orphans and vulnerable children
- Research to provide baseline information or assess effectiveness

- Institutional strengthening, including capacity building in monitoring and evaluation (M&E)
- Interventions for children infected or affected by HIV/AIDS.

The RFE generally issues one call for proposals each year aiming to fund 30 to 40 grants per round. Each round is announced in various local English and Swahili newspapers. Applicants submit short concept notes which are shortlisted to around 50, 90% of which are normally funded. In 2012 the RFE received around 500 concept notes and funded 32 proposals. Grants are for one to two years.

To date the RFE has made 215 grants totalling USD 24 million. Examples of grantee activities include developing HIV education materials in Braille; opening new HIV voluntary counselling and testing sites; communicating to at-risk youth through community theatre; and evaluating the impact of HIV/AIDS on elderly Tanzanians. The RFE claims to fund a wide range of CSOs of different capacities working in regions all over the country. Approximately 150 organisations have benefited from grants.

Since 2009 the RFE has introduced a capacity development element. It organises a ‘pre-bidders conference’ for shortlisted applicants to train them in proposal development. Successful applicants undergo a four day organisational survey to define the capacity development needs. These usually focus on leadership, governance, M&E etc so are not technical in nature.

The RFE is governed by a Steering Committee comprised of three TACAIDS Commissioners, one Zanzibar AIDS Commission Commissioner, and four donor representatives. Together, they define criteria for eligible institutions, set priorities for grant making, and select projects for funding. Grant management and financial oversight is provided by Deloitte & Touche. Technical oversight and screening used to be provided by Management Sciences for Health (MSH) a US-based non-profit organisation. Since 2010 capacity building is provided by an East African training and organisational development organisation EASUN.

RFE has been in operation for 10 years. It was last evaluated in 2007 and a new evaluation is pending. The assessment of the Embassy was that it had been successful in providing support to larger Tanzanian NGOs to implement innovative processes (as evidenced by their own reports and evaluations) but that it had had limited impact at district level. It is seen as an expensive instrument – partly due to the management arrangements and also due to the capacity development element. The embassy is now looking into a value-for-money case for supporting civil society at district level through the Multi-Sectoral Framework on HIV and AIDS.

The RFE itself quotes its successes as having been able to reach out to a wide variety of CSOs across the regions; to provide a platform for knowledge transfer in the sector; to have built capacity in the sector; and to have streamlined and coordinated donor funding to the sector. It recognises that it has to work to retain its independence and that its continuity is dependent on donor support.

## **Femina HIP**

Femina HIP is a civil society multi-media platform working with communities and youth across Tanzania to promote HIV/AIDS prevention, healthy lifestyles and gender equality. Femina HIP produces innovative 'edutainment' products to help young people speak up and share experiences through magazines, booklets and radio shows.

Femina HIP is funded by Danida through a basket arrangement with other donors so that Femina HIP provides only one report for all donors. The funding is in the form of a strategic partnership i.e. five year funding for the organisation's strategic and operational plan. There is an annual donor meeting to consider plans and reports. The Swedish International Development Cooperation Agency (Sida) is considered the lead donor and took responsibility for an organisational assessment of Femina HIP before strategic funding.

Femina HIP has recently received additional funding from the Danida private sector programme for an 'economic empowerment' programme with young people. The funding emerged from their discussions with the Embassy and they were encouraged to apply for funding. This is a rare example of a cross-sectoral initiative. Femina HIP describes the relationship with Danida as being very positive although also comments that the embassy has no capacity e.g. for technical support.

### *Observations*

- *Civil society support limited to HIV/AIDS work in support of national programme. Combines a pooled fund and strategic partnership. Channelled principally through the RFE. RFE seen as a successful, if expensive, means of supporting innovative projects. No civil society representation on Steering Committee. It operates through a Call for Proposals and grantees have tended to be more capable NGOs. Offers two stage capacity development – proposal development and then subsequent to an organisational assessment. Donors interested in reaching out to district level civil society through the Government HIV/AIDS programme.*

## **2.2 Danida support to the environment**

Danida's support to Tanzania's environment sector from July 2007 to June 2012 was comprised of three components:

- Environmental Management Act Implementation Support
- Urban Development and Environmental Management
- Participatory Forest Management.

Danida contributes DKK 180 million to the sector programme, largely as part of pooled funding arrangements. The programme document describes the environment sector civil society in Tanzania as developing but relatively weak in terms of resources and capacity. Civil society more broadly is described as fragmented; not having broad-based domestic constituency; and having a weak voice.

Limited information was available on Danida support to civil society in the environment programme; it seems to focus on CSOs as service providers in urban environmental management and natural resources management. Danida describes this involvement as “not yet fully developed as anticipated” but no further explanation is offered.

Further support to civil society is provided by the Eastern Arc Mountains Conservation Endowment Fund (EAMCEF), which is a trust fund established as a joint initiative between the Government of Tanzania (GoT), the World Bank and Global Environment Facility (GEF) to secure funding for conservation and development initiatives in the Eastern Arc Mountains. The fund operates as an investment fund and has a value of approximately USD 7 million at present. The Wildlife Conservation Society of Tanzania (WCST) has been previously supported by Danida through the Uluguru Conservation project implemented in collaboration with Birdlife International/The Danish Ornithological Society.

Danida, along with other donors, also supports the Tanzania Natural Resource Forum (TNRF) a network linking a wide range of individuals and organisations active and interested in the natural resources sector. Since its inception in 2006 TNRF has experienced consistent growth and is seen today as a trusted national civil society organisation, working across Tanzania with members and networks to address governance, policy and practice in the natural resources sector. The 2009-11 TNRF Strategy aimed to bring about citizen-driven changes in policy and practice for achieving more effective, efficient and equitable sustainable natural resources management. TNRF, like some other Tanzanian CSOs working on the environment, is moving away from project implementation to issues of governance. Interestingly, TNRF has developed a logic model to illustrate how it intends to achieve its goals. The TNRF also receives funding from the Foundation for Civil Society (FCS).

#### *Observations*

- *Involvement with civil society underdeveloped and tends to be confined to service delivery. Not clear how strong links are with Danish NGOs (see Chapter 3).*

### **2.3 Danida support to Democracy and Good Governance**

The Danish Good Governance programme (2011-15) in Tanzania aims to improve good governance by supporting both supply and demand side through three components – democratic interaction and accountability; legal sector support; and public financial management. Danish support to civil society is principally through the first component on democracy and accountability. The expected outcomes are:

- Citizens are able to monitor and influence policy processes for progressive improvement of service delivery.
- Citizens are aware of their rights and responsibilities, and able to demand accountability in spending of public resources.

- A more open society where people can access information, debate issues and express views freely.

Interestingly, the Programme Document makes specific reference to the Danish Civil Society Strategy and the overall objective to contribute to the development of a strong, independent, and diversified civil society in developing countries. It also mentions a set of Guidelines for Civil Society Support, developed in collaboration between Tanzanian CSOs and development partners in 2007, which includes agreements in principle to move towards core-funding and to coordinate support through basket funds so as to minimise transaction costs and reporting requirements for CSOs. The programme document comments that the national poverty reduction strategy, MKUKUTA, contains no well-suited national indicator covering development of civil society. Rather, civil society is seen more as an instrument for attaining government aims than as a desirable institution in its own right.

The programme document contains three components to the Good Governance Programme:

1. Democratic Interaction and Accountability
2. Legal Sector Support
3. Public financial management.

The first two of these provide support to CSOs.

### **Democratic Interaction and Accountability**

Support to this component is channelled through two civil society funds – the Foundation for Civil Society and the Tanzania Media Fund.

### **The Foundation for Civil Society**

The FCS was established as a limited company in 2002 by a group of donors with the purpose of contributing to the development of a vibrant, effective and innovative civil society sector, helping citizens engage in the democratic process, promote human rights, contribute to poverty reduction. The Members or “Founders” of the FCS appoint a Board of Directors consisting of 5-7 members who make decisions regarding policy, budgeting and all the activities of the Foundation. The Board is responsible for appointing an executive director and to oversee the running of the secretariat (currently at 39 staff).

The FCS is principally a grant-making institution (65% of budget) although it also funds learning and linking services, and research and monitoring. Grants are of four types, each of which with specific target groups:

- Strategic grants for up to three years
- Medium grant for up to three years.
- Rolling small grants for up to one year.
- One off registration grants.

Grants are awarded on the basis of four main result areas:



- Participation in policy development and implementation
- Enhancing good governance and civic rights
- Promotion of safety nets and support to vulnerable
- Strengthening lobbying, advocacy and networking abilities of CSOs.

It is possible for individual CSOs to start with a small grant and work towards bigger and bigger grant-types. The budget for the strategic plan period 2009-13 is USD 58 million and administration costs are 15% of budget. Grants to civil society organisations are designed to help economically disadvantaged and vulnerable citizens to:

- access information and understand policies, laws and their rights
- engage in policy formulation and the monitoring of poverty reduction
- contribute to social development, and hold the government and private sectors to account.

The aim is to cover all districts and region in Tanzanian, and ensure that also small and less experienced CSOs get access.

The FCS has standard application forms and guidelines for applicants and conducts due diligence reports and field visits. It uses four types of monitoring and evaluation activities with regard to its programmes and grants – impact evaluations, outcome assessments, output monitoring and process monitoring.

From 2008 onwards a number of structural changes were made to ensure more transparency and accountability in the FCS e.g. a new division of labour among staff; staff field visits to conduct ‘due diligence’ checks; and a greater emphasis on the role of capacity building.

The role of capacity building has become increasingly important to FCS, but the problem is that the organisational set-up was not designed for that purpose from the start. This has led to a fundamental discussion in FCS on how to reach out with capacity building to all regions. The FCS was clear it did not want to promote the role of international NGOs as intermediating agencies in capacity building, being critical about the future role of International NGOs as intermediaries in the South. The strategy adopted has been to link up to and build the capacity of regional CSO networks although the capacities of these networks are generally low.

The Civil Society in Development (CISU) study in 2009 suggested that the criteria and formats of the FCS might be an obstacle to less able CSOs successfully applying. The Danish embassy reports that the FCS has made special efforts in the last years through outreach sessions and increased advertising to encourage more proposals from rural organisations.

In 2009 Keystone conducted a comparative survey of the grantees of eight East African grant-makers including the FCS. The Foundation emerged highest of the eight grant-makers in the area of grantee satisfaction with their relationship with the Foundation, suggesting a high level of confidence and trust in the relationship. Most grantees said they were extremely satisfied with their experience with FCS with nearly two-thirds saying that they felt free to raise criticisms and

slightly more saying that they felt that FCS makes “significant or highly effective improvements” in response to their feedback.

FCS’s grantees were less satisfied with FCS’s application processes rating it 13.3 out of 20 and placing it fifth in the group. Over 80% of the grantees felt that they were kept well informed of the progress, and funding guidelines accompanied by the website were rated extremely clear and useful. FCS performs stricter due diligence than most grant makers in the group before approving grants. Yet most grantees have said that they appreciate this thorough approach.

While all grant-makers performed poorly with regard to M&E, grantee satisfaction with FCS’s M&E processes was the second highest in the group.

All grant makers scored lowest in the area of non financial support but FCS rated the second highest the group. On the other hand, 80% of the Foundation’s grantees felt that FCS’s reputation has been an advantage to them in obtaining additional funding. Half or more of FCS’s grantees received “extremely” or “very” helpful assistance in general or financial management. Two fifths received “extremely” or “very helpful” assistance from FCS in strategic planning or the development of performance measures. In all instances, the assistance was more substantially valued than the average across grant-makers.

FCS has become a key player in Tanzanian civil society, although it does not formally aim to represent civil society<sup>1</sup>, and is very often consulted in matters which might have been directed to networks with a formal mandate to represent civil society e.g. Tanzanian Association of NGOs (TANGO), who are not always able to take up this role.

### **Tanzania Media Fund**

The Tanzania Media Fund (TMF) is a multi-donor initiative supported by Danida since 2008 to foster independent, diverse, vibrant and high-quality media in Tanzania by supporting investigative and public-interest journalism and facilitating critical reflection and learning. The pilot phase was from 2008-11 and the budget for the new strategy period 2011-15, supported by several donors, is estimated at around USD 15 million.

TMF is hosted by Hivos-Tanzania and its Board of Directors is its governance structure. There is an Advisory Committee composed of distinguished Tanzanians. TMF is looking at governance options with the view to becoming an independent entity by 2015 – whether as company limited by guarantee or NGO.

The TMF seeks to promote ‘learning by doing’ and is output oriented. The TMF provides funding to the media through a variety of individual and institutional grants – for example, a modest Rapid Release Grant to cover urgent news within a short timeframe; a New Media Grant to give e-journalists, bloggers and mobile phone reporters the opportunity to develop and improve on their craft; and an Institutional Transformation Grant to fund a one or two year partnership be-

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<sup>1</sup> “The Foundation does not aim to represent civil society or speak on its behalf but to build the capacities of civil society organizations in a co-coordinated manner with high standards for accountability, transparency, quality and impact.” (FCS Guidelines 2008, pp 4).

tween TMF and a media organisation to build a long-lasting legacy in the partner institution e.g. to set up a dedicated investigative journalism desk or launch a start-up publication.

TMF describes one of the main challenges it has faced as being the lack of quality proposals. TMF provides coaching and mentoring to co-develop ideas and provide on-going mentoring. It draws upon a pool of experienced journalists as mentors.

Grantees report on their outputs and claimed impact. This is subject to peer review and TMF has developed a methodology to verify to what extent a claimed impact can be linked to TMF funding. It also uses public perception surveys to assess the degree to which the media is perceived to contribute to a culture of increased accountability in Tanzania. It came under some criticism from the government for its support to opposition media during the 2010 elections but claims it maintained a balance in its support and managed its relationship with the government.

### **Legal Sector Support**

Support to civil society is provided through the Legal Services Facility (LSF). It forms part of the Legal Sector Reform Programme and aims to enhance the provision of legal aid both in Tanzania mainland and Zanzibar. The LSF was established as a basket funding vehicle although Denmark is currently the sole contributor. The management of the LSF has been contracted to a joint venture of NIRAS/Particip. The consultants of the LSF Secretariat are contracted by NIRAS.

It has the objective of promoting and protecting human rights for all, particularly for poor women, children, men and the vulnerable, including people living with HIV/AIDS. The LSF will provide capacity building and grants to eligible civil society organisations on Tanzania mainland and Zanzibar, so that these organisations can enhance the quality and quantity of legal aid and paralegal services for all citizens. The support will strengthen the legal aid providers to create awareness on human rights and the availability and importance of legal aid services among members of the public, the private legal sector and the government.

The LSF aims to adopt quite an innovative approach – for example, to explore the support the use of websites, mobile telephone messages, smart phones, internet and social media in providing legal aid, in addition to the use of radio, television, and newspapers; and existing social networks. More traditionally it also aims to strengthen Ward tribunals and Village governments in dispute resolution to release the burden on courts at different levels.

The first Call for Proposals was launched on 17th May 2012 and 12 legal aid providers were awarded grants. Together they cover together 64 districts that were not covered by any form of legal aid before, more than doubling the number of districts with some form of legal aid. One of the grantees, the Tanganyika Law Society, has responsibility for the content of the paralegal training manual and the training of trainers for paralegals.

## Observations

- FCS registered as limited Tanzanian company and an independent Board, appointed by founders. Has added an 'influencing' role to its core business of grant-making. Combines a variety of funding windows to support CSOs of different levels of maturity. More recently invested in capacity development but debate on how best to deliver. Participated in and performed comparatively well in the Keystone survey of East African grant-makers.
- TMF hosted by Hivos (seen positively) though plans to 'indigenise'. Interesting use of 'learning by doing' and mentoring. Innovative funding windows to support new media; respond to news events etc. Interesting attempts to monitor impact. Public profile – balanced approach nonetheless generates some sensitivities from government.
- Danida prepared to go it alone with LSF and bring other donors in. Interest in innovative approaches. Me&E systems.

## 3 A selection of Framework NGO involvement in Tanzania

A number of Framework NGOs – for example, ActionAid Denmark; CARE; Danish Red Cross; and DanChurchAid – and other Danish CSOs have offices and/or support programmes in Tanzania (too numerous to describe in this note). There is considerable overlap between NGO programmes and the focus of Danida support to civil society.

### Governance

ActionAid Denmark has a strong historical footprint in Tanzania with its regional Training Centre for Development Cooperation (TCDC) based in Arusha. TCDC now acts as an important centre for governance training course within Action Aid International. These were positively evaluated in a comprehensive evaluation of ActionAid Denmark in 2011/12. More recently in August 2010 ActionAid Denmark opened a Global Platform in Dar es Salaam which provides Global Citizens and other trainings for youth.

Good governance provides a major focus for ActionAid Tanzania which works with women, youth and the socially excluded groups to influence and hold to account government at both local and national level. ActionAid Tanzania focuses in particular on:

- Public Accountability i.e. to improve services provided by district and sub-district government authorities through public influence on political decision-making and development planning.
- Land Accountability i.e. to secure women and the poor's access to and control over land through public participation in local land administration and improved access to information.

ActionAid Tanzania works at a local level by training people to monitor and track budgets; and enable communities to hold to account schools, health authorities etc., local councils or the na-

tional government. It also works with national alliances such as the Tanzanian Land Alliance. It has developed the Tanzania Land Portal, a platform of information on issues related to land in Tanzania to aggregate and make available information on land matters and provide a platform for collaboration on land issues.

### **Environment**

CARE works in a number of sectors in Tanzania including education, health and micro-finance and also has a programme in its environmental area of competence. CARE works with vulnerable populations at risk of climate change impacts and disasters, to help them use land and resources effectively. It also provides training on land rights and resources available according to national legislation. More recently it has introduced projects to help forest-dependent communities gain access to carbon market funding to help them protect and restore the forests. It also supports community forest management in Zanzibar.

As an example of its work on adaptation to climate change, it has also recently been announced that CARE, with Danida support, will construct a large rain-fed lake in Monduli District next year in conjunction with the Local Ekweti Women Group. The large dam is said to be able to hold enough rain water to supply the vicinity throughout the year and will benefit a population of 6,000 mostly nomadic pastoralists from Maasai communities and 20,000 livestock.

A number of Danish NGOs/Voluntary Service Organisations (VSOs) were involved in the Participatory Environmental Management Programme (PEMA) supported by Danida during the period 2008/12. PEMA was implemented by a partnership composed of Birdlife-Denmark, CARE-Denmark, CARE-Tanzania, the Danish Institute for International Studies, World Wildlife Fund (WWF) Denmark and a number of Tanzanian partners.

### **Health/HIV/AIDS**

In addition to working on governance, women's rights and food rights, ActionAid Tanzania also works on HIV/AIDS – working with marginalised people and communities on HIV prevention; and to advocate for access to treatment and improve access to care and support for people living with HIV/AIDS. ActionAid Tanzania has supported policy advocacy and campaigns such as the *Global AIDS Week of Action (GWA)*, *16 Days of Activism against Women Violence*, and *World AIDS Day*. ActionAid has also worked with its national level partner, the National Council of People Living with HIV/AIDS (NACOPHA), which represents more than 2 million people, to demand the amendment of the HIV/AIDS Prevention and Control Act of 2008.

DanChurchAid also supports some projects in northern and north-western Tanzania to strengthen the local communities' ability to prevent HIV and limit the consequences of AIDS.

### *Observation*

- *Overlap of NGO programmes with Danida sector programmes but little evidence of coordination or synergy.*

## **4 Selected observations on Danish support to civil society in Tanzania**

The following observations are drawn from interviews, literature review and the survey of Southern CSO beneficiaries of Danish support to civil society.

### **Impact of donor trends on civil society**

CISU noted some possible unintended consequences of the donor trend towards advocacy and governance issues. It commented that such a focus might undermine the development of a broad-based civil society sector since the number of eligible CSOs is limited. It noted there were fewer funding opportunities for CSOs to build their capacity and legitimacy by implementing project-activities in their communities and among their constituencies, and that this might be counterproductive in building legitimate CSOs. More generally, it noted an increasing gap between a number of “capable few” national CSOs and other CSOs, and the ability to enter into policy spaces created for civil society is still limited to this smaller group.

It also noted that although CSOs are involved in sector programmes, work with civil society tends to be seen as a separate component, and not mainstreamed into all levels of a sector programme.

### **Multi-donor funds**

The embassy reported an increased reliance on multi-donor funds like FCS and Media Fund to fund larger programmes; reach different target groups through different funding windows; and support partner’s strategic plans. However, it also commented on the risk that strategic partners can get complacent and stop seeking ways to be sustainable. It also observed that “donors tend to follow each other” so that “organisations can go from donor darling to having no funding”. The embassy is aware of different perceptions of the ‘cost-efficiency’ of different multi-donor funds and is interested in carrying out value for money assessment of funding windows.

The CISU report on Tanzania considered the introduction of new funding modalities such as multi-donor funds as both an opportunity and a challenge. CISU reported local CSOs identifying a role for their Northern partner to help them to connect to new funding modalities. Other NGOs e.g. FCS, EASUN expressed concern that international NGOs registered in Tanzania will have a ‘cultural advantage’ in getting access to direct Southern Funding and act as a brain drain from the Tanzanian CSOs.

### **Embassy**

Both CISU and embassy said that the Local Grant Authorities (LGA) is used to fund a few projects. CISU reported in 2009 that the LGA was not fully utilised. Both CISU and the embassy confirm that the embassy lacks the human resources to manage and monitor programmes/projects effectively. The embassy reported less diversity among CSO partners and less contact with local CSOs since support is increasingly channelled through Multi-donor initiatives. However, it acknowledged that the LGA was probably the only facility to support new, emerging CSOs.

CISU reported in 2009 that NGO country forums were held annually at the embassy, mainly with Danish expatriate staff. The embassy project officer for gender and governance said she did

not think annual meetings were being held and that she did not know what Danish NGOs were doing in Tanzania. She expressed interest in better links with Northern NGOs since it gets requests from local NGOs for capacity building or programme links.

### **Survey**

The survey of Southern CSO partners of Danish support received 27 responses from Tanzania – 22 received support from pooled funds; four from Danish NGOs; and only one received support from the embassy. Respondents included national and sub-national NGOs, community-based organisations (CBOs) and networks. Just over half of these had an annual organisational income USD 100,000 and two thirds had been in receipt of Danish support for three years or less. All respondents thought open, vibrant debate and a stronger, locally based civil society relevant to the Tanzanian context.

Of the four CSOs who received support from Danish NGOs – two were partners of DanChurchAid and two of Danmission – in the form of project funding rather than organisational support. All, almost without exception, rated Danish NGOs as supportive or very supportive in helping to strengthen their internal systems such as finance and M&E, with 100% rating support to their internal leadership and governance as very supportive. 100% rated Danish NGOs as supportive or very supportive to their capacity to engage in advocacy and networking, though there was a lower score for support to regional or international networks. All partners were satisfied or very satisfied with Danish NGO management of funding. However, whereas partners rated highly the clarity of the application process; reporting requirements and flexibility of budgets, they scored the funding requirements and their ability to influence decisions more lowly. All thought Danish NGO funding supportive or very supportive to local ownership of their development activities.

One CSO received project funding from the embassy. Very supportive of building its organisational capacity; to engage in advocacy; participate in networks and alliances. Very satisfied with management of funding and thought it very supportive of local ownership.

15 of the remaining 22 respondents confirmed they had received funding from a regional programme or pooled funds including: six that identify the source of that funding – three from the FCS; two from the TMF and one from the Legal Services Facility. All received project funding. Five out of six considered supportive or very supportive to building capacity – highest score for learning and sharing with peers; lower with internal systems e.g. finance. Four out of six supportive or very supportive to engage with advocacy and networking – though multi-sectoral networking and international networking scored markedly lower than local/national networking.

Only 50% of the 15 respondents in receipt of pooled funds rated Danida supportive or very supportive to promoting a representative, legitimate, locally-based civil society and only 46% supportive or very supportive to an open and vibrant debate. This compares unfavourably with the overall average of 61.5% and 56% respectively.

### *Observations*

- *Southern CSOs rated NGO support highly.*

- *Embassy sees the cost-effectiveness rationale for multi-donor funds but comparatively low scores from Southern partners on the support of multi-donor funds to the CS strategy strategic objectives.*
- *Both embassy and CISU note the risks of strategic partnerships viz. sustainability and ‘capable few’.*



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