

FINAL EVALUATION OF THE UVETA PROJECT

Final Report

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The report is presented in a series, compiled by Norad to disseminate and share analyses of development cooperation. The views and interpretations are those of the authors and do not necessarily represent those of the Norwegian Agency for Development Cooperation.

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**THE ROYAL NORWEGIAN EMBASSY
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List of Abbreviations

ABP	Area Based Project/Programme
TABIC	Tanga Business Information Centre
CBO	Community Based Organisation
CSO	Civil Society Organisation
DT	District Treasurer
GoT	Government of Tanzania
LGA	Local Government Authority
LGRP	Local Government Reform Programme
MoU	Memorandum of Understanding
NGO	Non-Government Organisation
PMO-RALG	Prime Minister's Office-Regional Administration and Local Government
PRSP	Poverty Reduction Strategy Paper
RAS	Regional Administrative Secretary
RNE	Royal Norwegian Embassy
SME	Small and Medium Enterprises
ToR	Terms of Reference
ToT	Training of Trainers
VAT	Value Added Tax
LDC	Lushoto District Council
TCC	Tanga City Council
JAS	Joint Assistance Strategy
LGCDG	Local Government Capital Development Grant
LoA	Letter of Agreement
NSGRP	National Strategy for Growth and Reduction of Poverty
UDEC	University of Dar es Salaam Entrepreneurship Centre
PEDP	Primary Education Development Programme
BRELA	Business Registration and Incensing Authority)

EXECUTIVE SUMMARY

Background and objectives

The UVETA project is cooperation between Tanga Region and Vestfold County in Norway. Under a contract signed between the Royal Norwegian Embassy and GoT- the Ministry of Finance (on behalf of Tanga Region) the Embassy has been supporting the "UVETA Project" since 2003. The project is a local initiative based on the idea of sharing knowledge and experiences between the two Partners. The agreed areas of cooperation are capacity building, education and informal sector development and preventive health. The implementation is done through the so-called "lighthouses" which are expected to be demonstration sites for good practices in their sectors from which others can learn and replicate.

The project is in its final year of the four implementation period and the Embassy wishes to conduct an evaluation to review the progress of the UVETA project over the past three years with the view to assess the performance of the program in relation to the project objectives and overall goals in the light of the observations made during the 2004 review document lessons learn and provide options for an exit strategy. This report presents the findings of the evaluation mission which includes the achievements of the project in relation to the project objectives, challenges, lessons learnt during the project implementation and options for an exit strategy for the Embassy.

Achievements of the Project In Relation to The Project Objectives

Over the period of the project the 8 lighthouses have been supported to undertake various activities, which have been elaborated in their annual work plans and budgets. These activities ranged from skills training at the individual level to support of groups' income generating activities. Tanga Regional Secretariat, Tanga Municipal Council (TMC) and Lushoto District council (LDC) have been given substantial support for capacity building in order to enable them to supervise the lighthouses and deliver better services to the community. Several cultural exchange visits have been also undertaken between Tanga and Vestfold facilitating cultural learning and exchange of experience as well as skills transfer during training events conducted by experts from Norway.

The evaluation finds that although the concept of lighthouses is sound and laudable, the learning and replication anticipated did not effectively take place. The evaluation did not find evidence of a clear strategy on the part of the management of the project to facilitate the process. It was also observed that the amount of resources required for effective replication proved a big challenge without the facilities of external funding.

The evaluation further notes that the bulk of the capacity building budget is spent on staff allowances and fuel (about 56%). The expenditure is considered disproportionate to the results achieved by way of capacity building. The evaluation notes that the apparent lack of guidelines on how project resources should be allocated between the various levels of beneficiaries (vertical distribution) and between the various activities within the lighthouse (horizontal distribution) has left the funding fully discretionary. As a result over 60% of the budget was allocated to administrative activities at the expense of support to grassroots beneficiaries.

Compliance with administrative procedures including submission of plan and budgets, request and releases of funds, progress report and external audit has been persistently weak to the extent that it almost stalled the project when funds were withheld by the Embassy.

Lessons Learnt

Financial Assistance is necessary but it is not sufficient to ensure sustainable achievement of the set project objectives. Self-determination, effort, espoused value of self-reliance, targeted technical advice and effective monitoring and supervision are critical.

In order to achieve its stated objectives, the UVETA project required a culture change. A culture change is difficult to effect and requires considerable time. The project is in the fourth year of implementation and this in our opinion is a short time for the project to have achieved significant results in this regard.

Given appropriate support, local effort can be harnessed to take advantage of local knowledge and resources to create a sustainable economic venture as demonstrated by the Ubiri Women group, who have successfully established a fruit processing business and the TABIC who are promoting informal sector entrepreneurs.

When appropriately sensitised, empowered and facilitated to participate in decision-making in the development process, local communities can make valuable contribution in community development, as demonstrated in the case of education sector lighthouses.

Challenges

Breaking the recipient mentality of the community including the LGAs. It appears that the RNE support is being used to substitute local effort rather than supplement it. It was observed that the planning and the budgeting process is based on the expected funds from RNE as result when funds releases are delayed most of the activities stall.

Though the Lighthouse concept is sound in modelling best practices, its replication in the absence of external resources that formed the bulk of the model projects is a big challenge.

The limited level of education of most of the grass root beneficiaries is a serious constraint in learning and appreciating concepts such as planning, budgeting, accounts/bookkeeping, reporting. This has no doubt contributed to the perennial problem of report production. This will continue to pose a challenge even in the future.

Options for an Exit Strategy

In proposing a phasing out strategy for the RNE support in Tanga under the UVETA project, the evaluation team was guided by policy objectives of development cooperation in Tanzania as contained in JAST which aims to embed fundamental principles that strengthen the national ownership of development process and to harmonise donor and GoT processes and procedures to make donor support more effective and easily manageable. The other consideration in proposing an exit strategy for RNE support is the need to ensure that the phasing out does not undermine the achievements already attained but rather to ensure that measures are taken to safeguard them. The greatest threat to sustainability will be failure of the beneficiaries to secure sufficient resources

and the necessary capacity to build on the foundation already laid by UVETA project. Against this background, the evaluation proposes the following options for phasing out the UVETA project in Tanga Region.

Option1: Short-Term

Bring the Project to a Close at the end of the Agreement Period

The project was implemented through three main activities – support to capacity building for RS, TCC and LDC to improve their service delivery and planning function and promote the process of involving stakeholders in participatory planning and decision-making; support to women and youth groups engaged socio-cultural and economic activities and facilitation of exchange visits between Tanga and Vestfold.

The evaluation finds that positive achievements have been attained in all three focal areas albeit in varying degrees. The first option of phasing out is therefore for RNE to continue supporting the current activities as contained in the work and plan and budget for the FY 2006/07. At the close of the project period have the RS prepare and submit the final progress and financial report and within three months submit the audit report. The RNE jointly with the partners from Tanga Region represented by the Regional Commissioner and Vestfold represented by the Governor arrange for a final UVETA project evaluation to wide down the support. The Partners from Tanga and Vestfold would however be free to continue their cultural interaction and learning activities and mutual support directly between the relating partners without the involvement of the Embassy. The Councils may even explore the possibility for formal sisterhood through twining.

This option presents the most straightforward option as it follows the laid down contractual obligations by terminating the support at the expiry of the contracts with both Tanga Region and Vestfold. The representatives of both partners (Tanga & Vestfold) to bring the cooperation to legal closure would file final reports containing both a financial and narrative status and participate in the arrangement for the final project evaluation.

However, this option though the least risky to the Embassy poses the highest threat to sustainability to the effort. Hence, it the least recommended

Option 2: Medium-Term

Continued Support to Selected Target Groups or Selected Activities

As stated earlier the greatest threat to sustainability of the cooperation's achievements, lack necessary resources both financial and human to continue with the activities and to support replication which is the underlying aim of the lighthouse concept. In order to ensure continuity, sustainability and local ownership, RNE should considered focusing attention on supporting projects which have demonstrated the potential for sustainability as indicated by the level of ownership and concerted effort towards self reliance.

A variation of this option is an approach for ensuring the sustainability of interventions made in all the Lighthouses rather than selected ones. This will entail a paradigm shift through a critical review of the allocation of project resources with a view of ensuring that support concentrates on grassroots beneficiaries, while the government (through the RS and the LGAs) provides the oversight and coordination of the activities as part of their routine operation with minimal funding from the project.

This option is designed to promote ownership, which would enhance sustainability and helps to counteract the dependency syndrome. The strategy would also ensure that the local partners are accorded adequate time to prepare themselves for the eventual withdrawal of the RNE support. It will also allow more time for the groups to mature and be more cohesive thus consolidating the capacity building effort.

Option3: Medium to Long-Term

Reformulating the Project to focus on economic empowerment

It is recognised that the various area-based programmes have various specific experiences and lessons that can enrich the development and refinement of national procedures and systems as well as provide examples of Best Practices to be replicated. The UVETA project is no exception. While in the short term RNE can wind down support as per the project Agreement and or continue in the medium term to support critical activities in order to safeguard the achievements attained thus far, it is worthwhile to consider continued support to UVETA with a view to refining and institutionalising the Lighthouse approach as lesson learning on the process of economic empowerment of marginalized groups – women and the youth. This is in the spirit of the LoA that donor support outside the LGCDG system will be “where piloting is required to learn further lesson¹ that are relevant to all LGAs.”

To do this RNE would need to review the whole project concept including the overall objective and the institutional set-up to correct the weaknesses identified by the evaluation.

Against a context of limited resources, both financial and human capacities, particular effort is necessary to promote cooperation and partnership between local stakeholders in order to draw on and mobilise scarce resources. The mantra should be “ help does not substitute effort”

Option 4: Short to Medium

Mainstreaming UVETA Activities into LGA Operations

One of the main objectives of the UVETA project was to support the creation of the necessary technical and managerial capacity at the LGA level for effective planning, service delivery and coordination of local development initiatives by ensuring that the project activities assist and positively contribute towards a successful development of the local government reform in Tanga Region.

The UVETA project activities should be embedded in the local government systems and procedures and coordinated as part and parcel of each respective sector work plan. As an option for a phasing out strategy, this requirement should be strictly adhered to. Currently, although UVETA plans and budget are included in the council plans and budget, they are implemented as discrete project activities with minimal technical guidance from the respective sector heads.

This option would entail mainstreaming the UVETA activities into the sector plans and implementation becomes the responsibility of the respective sectors. This means that the council has to mobilise the necessary resources both financial and human to support the initiatives on a sustainable bases.

¹ Letter of Agreement (LoA) between development partners and GoT on harmonisation of ABP with the LGCDG system of intergovernmental fiscal transfers.

Option 5: Long Term

Supporting UVETA Through a Locally Based Norwegian NGO

The concept of 'Lighthouses' was chosen as the implementation model because it offered an opportunity to promote greater cooperation between the councils, the civil society and the private sector actors as partners in the local development. The model encourages the district councils and the civil society and the private sector stakeholders to sit together and explore areas of cooperation with a view to formalising a process of dialogue and exchange.

Whilst the two councils are keen on promoting private sector development, it is noted that it might not be feasible to expect efficient facilitation of private sector development by the councils given the typical local government structures, systems and capacities. It is worthwhile considering other options available to facilitate private sector development and especially in terms of supporting the capacity building for them to be effective partners in local development. This option might lie in the NGO sector. RNE may explore the opportunities available to use Norwegian NGO's that have a local presence and are involved in the focal areas where UVETA wishes to demonstrate best practices and use the NGO to coordinate the intervention. This option would involve the Embassy entering into an Agreement with the NGO, that states the objective of the intervention, expected results and clear indicators of performance. The NGO would handle both funds disbursements, progress reporting, financial audits for the sub-projects and submit a consolidated report to the Embassy the format and content of which would be spelt out in the Agreement.

This option would relieve the Embassy the burden of close follow up on the various sub-projects as this responsibility would pass on to the NGO and free the Embassy's Human Resources currently overseeing the UVETA project to be engaged in other task.

The main risk with this option is that it might alienate the local governments from civil society and private sector thereby undermining the achievements that UVETA has had so far in bringing together these local partners. It also risks perpetuating the dependency syndrome and further undermining sustainability.

1.0 Introduction

1.1 Background

The overarching development goal of the Government of Tanzania as elaborated in the National Strategy for Growth and Reduction of Poverty (NSGRP-MKUKUTA) is to create opportunities for the poor people to improve their living conditions and to attain good governance through the rule of law and to develop a strong and competitive economy. A comprehensive Poverty Reduction Strategy whose core objective is to arrive at policies that are clearly focused on growth and poverty reduction underpins this goal.

Local Government Authorities (LGAs) are expected to play an increasingly important role in the implementation of this strategy. Tanzania is currently undertaking a process of decentralization and local government reform. Under the decentralized system of governance, the central government has devolved functions and powers to Local Government Authorities (LGAs) with a view to improve service delivery, facilitate local development, promote good governance and contribute to the national overarching goal of poverty reduction. Under these reforms Local Governments are required to facilitate community participation in planning and executing development programmes and are also encouraged to foster partnerships with the private sector and civic groups.

The UVETA project is cooperation between Tanga Region and Vestfold County in Norway. Under a contract signed between the Royal Norwegian Embassy and GoT- the Ministry of Finance (on behalf of Tanga Region) the Embassy has been supporting the "UVETA Project" since 2003. The project is a local initiative based on the idea of sharing knowledge and experiences between the two Partners. The agreed areas of cooperation are capacity building, education, and informal sector development and preventive health. The implementation is done through the so-called "lighthouses" which are expected to be demonstration sites for good practices in their sectors from which others can learn and replicate. The overall objectives of the project as stipulated in the project document are:

- 1 Building "UVETA Lighthouses" in the communities –example for others
- 2 Ensure sustainable and cooperative development based on supportive role model within the sector chosen at all levels-by building up new capacity linked towards joint practical projects (Lighthouses);
- 3 Ensure that UVETA projects will assist and positively contribute towards a successful development of the local government reform programme in Tanga Region;
- 4 Develop multicultural interaction between the people of Tanga and Vestfold to promote tolerance and cultural learning.

In March 2004 the Embassy held the first annual meeting with the partners, whereby the review scheduled for September 2004 was moved to May 2004 in order to accommodate issues concluded upon the annual meeting. The major challenge that prompted the review among others was the lack of proper planning. The Objective of the review was to assess the implementation experience and to provide pointers as to whether the programme was on the right track in terms of compliance with the

agreement and adherence to the objectives of the Programme. Some of the conclusions from the said review that are worth noting are:

- Enhancement of human resources capacities for financial management system, participatory planning and budgeting both at councils and community level did not receive enough attention.

On UVETA's consistency with on going Local government reforms and the extent to which the programme is likely to result in improved service delivery; the review concluded that the integration of UVETA plans and budgets into the local government Authority Planning systems of the two local government authorities, demonstrates convergence of intent. However implementation fell short of translating the intent into practical application.

The review noted inconsistency between planned activities and stated project goals and objectives.

The management arrangement of the project, i.e. integration of the project into the government system was appropriate to ensure ownership and sustainability.

It is in this context that Royal Norwegian Embassy commissioned the consultant to undertake a final review of the project that will build upon the previous one, and assess different aspects of the programme, its progress and results compared to the plans as well as goals and objectives of the programme. The project is in the final year of implementation, and the review was intended to help the Embassy make an informed decision for future cooperation.

1.2 Objective of the Consultancy

The main objective of the consultancy is to review the progress of the UVETA project with the view to assess the performance of the program in relation to the project objectives and overall goals in the light of the observations made during the 2004 review. The specific objectives are to:

- assess the progress/performance of the program in terms of set objectives and goal (extent to which the objective has been achieved);
- help the Embassy make an informed decision for future cooperation;
- identify significant lessons learnt, key challenges that can be drawn from the experience of UVETA programme;
- determine whether there are any sustainability elements.
- recommend to the Embassy an exit strategy.

1.3 Approach and Methodology

The assignment was implemented through a combination of literature review of relevant documents and structured interviews and focus group discussions with key stakeholders. Key stakeholders consulted include Programme Officers from the Royal Norwegian Embassy, political and appointed officials of both Tanga Municipal Council and Lushoto District council, Regional Administrative Secretary Tanga Region,

Programme Coordinators in both Tanga and Lushoto, the officials and beneficiaries of the various Lighthouses.

The assignment started with meeting with the Programme Officer at the Royal Norwegian Embassy (RNE) during which the consultant presented and discussed the proposed methodology for conducting the evaluation and received valuable comments. The proposal work plan was also endorsed and necessary logistical arrangements for the field visits were affirmed. The consultant used the meeting to get an overview of the status of the project since the last evaluation conducted in 2004 and to identify and assemble the pertinent documents required for the desk review. In addition to extensive review of documentation on the project, the Consultant undertook field visits to both Tanga and Lushoto from Feb. 18-25, 2007 during which extensive consultations were held with the various stakeholders, various documents pertaining to the project were reviewed and site visits to the various projects were undertaken. The evaluation team had also an opportunity to attend the Tanga Support Group meeting that gave the team a broad overview of the current implementation status of various project activities. A comprehensive list of the persons met and documents reviewed are presented in Annex 2 and 3 respectively.

A debriefing meeting was held with Programme Officer at RNE on March 2, 2007, during which the consultant gave a broad overview of the review and also used the opportunity to discuss some of the issues arising from the review to check factual accuracy and to elicit the Embassy's views on the issues raised before preparing the draft report.

1.4 Focus of the Review

The desk review of pertinent documents and field visits was aimed at assessing the performance of the UVETA project, in respect to the following issues in line with the requirements of the ToR (attached as Annex 1):

- Extent of compliance with the agreements and adherence to the objectives of the Project
- Overall achievements and results of the Norwegian support in relation to stated objectives and the reasons for any deviations.
- Sustainability in activities carried out by the project
- Extent of compliance to approved activities/budgets in the utilization of funds – including the allocation of project funds between the administrative activities and support to grassroots beneficiaries, management of project funds, accountability and reporting procedures .
- Quality services provided at all levels of UVETA Project.
- Extent to which support has improved community participation and decision-making on matters affecting their lives and operations, planning and executing their development programmes.
- The program's consistency with, and contribution to the on going local government reforms and the extent to which the program has helped Councillors and council personnel to know their responsibilities regarding development tasks, similar to the UVETA lighthouses and are able to transfer experiences to the other development projects in the local community.

The extent to which the project has helped to improve the skills and knowledge of the women and members of the out of school youth in establishing and managing income generating activities.

This report presents the findings of the evaluation mission which includes the achievements of the project in relation to the project objectives, challenges, lessons learnt during the project implementation and options for an exit strategy for the Embassy.

2.0 Findings

2.1 Overall Achievement of the project compared to overall goals

One aspect of the evaluation was to determine whether at the end of the four years period the program has been able to achieve the stated overall objectives. The evaluation team noted the following in regard to the stated overall objectives.

- 1) Over the period of the project 8 lighthouses have been established and supported by the project. These lighthouses are DEMROS Women Group, Nguvumali Youth Group, Changa Primary School and Tanga Business Information Centre (TABIC) all in Tanga Municipality. In Lushoto District another four lighthouses have been established and supported namely Ubiri Women Group, Miego Youth Group, Soni Youth Group and Mbula Primary School. These lighthouses are supposed to be model projects so that the community can learn from when undertaking similar initiatives.
- 2) The lighthouses have been supported in various capacities. The lighthouses have been preparing their work plans indicating activities that needed support from the project. These activities ranged from capacity building at individual level to support of groups' income generating activities.
- 3) Tanga Regional Secretariat, Tanga City Council (TCC) and Lushoto District council (LDC) have been given substantial support in capacity building to its staff members in order to enable them to supervise the lighthouses and deliver better services to the community. The capacity building also involved councillors from TCC and LDC
- 4) There have been several cultural exchanges between Tanga City, Lushoto Districts and Vestfold. Students and teachers from Changa and Mbula Primary School visited Norway and Tanga and Lushoto have received different groups of students and youth from Norway.

Despite of the above achievements, the evaluation also made the following further observations.

The lighthouses concept was based on the concept that they will be models to be copied by the community. There has been very little evidence to indicate that there is any replication of the lighthouses concept. Neither the TCC/LDC nor the lighthouses in both councils have been able to demonstrate any effective replication of the lighthouses model.

The lighthouses have continued to rely on financial support from project funds. Many planned activities in all lighthouses have either been cancelled or delayed due to late remittance of funds from the donor. Contributions from the community and other stakeholders in the lighthouses have been observed to be minimal. This casts some doubts about the sustainability of the lighthouses in case of withdraw of donor support. Table 1 below presents the trends in funding of the project by various partners. It is evident from the table that the beneficiary contributions are too low in relation to the total expenditure of the project activities, a situation that has given rise to a dependency syndrome, which poses a serious threat to sustainability of the project achievements

The capacity building support extended to Tanga Regional Secretariat, TCC and LDC have not been effective in enabling officers in relevant sectors associated with the lighthouses to supervise the activities of the lighthouses. It is evident from the evaluation that there are a lot of problems in the lighthouses concerning with planning of activities, prioritising activities, record keeping and reporting of activities finances. Some of these problems could have been solved if there was more close supervision and technical support from the Municipal and District officers.

The two LGAs have met the minimum conditions to qualify to access funding under the LGCDG system. This is a confirmation that they have put in place sound management procedures, are maintaining proper financial records and preparing financial reports and statements timely, as well as ensuring that adequate procedures in respect of the planning, project management and council administration and a functional internal audit are in place among other conditions. The UVETA project activities are meant to be embedded in the local government systems and procedures and not to create any parallel systems. Another key attribute of the local government reforms is the enhancement of good local governance by promoting the participation of citizens in the decision-making on matters that concern them in line with the decentralisation policy.

In this regard the evaluation finds synergy between the objectives and the planned activities of UVETA project and the LGRP objectives. UVETA work plans and budgets have been integrated into the LGA planning process and systems of reporting and a bottom up planning process is being practiced as evidenced by the generation of plans and budgets of the Lighthouses.

However, it was observed that during the implementation, sector technical staff did not effectively take the lead in guiding and supporting the groups. This resulted in some of the Lighthouses making sub-optimal use of the project resources. On the other hand, the RS and the LGAs capacity building activities failed to focus on building the necessary managerial and technical capacity for improved service delivery and support to local development by allocating disproportionate resources to administration and specifically to staff allowances and vehicle fuel.

Notwithstanding the achievements cited above, the evaluation finds that a number of other initiatives are currently being implemented especially under the local government reforms program and it difficult to ascertain the extent to which these achievements can be attributed to the UVETA project support.

Table 1: UVETA Project Funding by source, FY 2003/04, 2004/05, 2005/06

	2003/04			2004/05			2005/06		
	RNE	Beneficiary	%*	RNE	Beneficiary	%	RNE	Beneficiary	%
Lighthouse									
RS Tanga	10,265,435			13,585,471			23,062,894	730,000	3.1%
Tanga City Council	43,705,893	6,000,000		38,918,044			72,557,826	8,817,370	12.1%
Lushoto District Council	8,092,230			19,618,755			18,465,273	3,600,000	19.4%
Subtotal	62,063,558			72,122,270			114,085,993	13,147,370	11.5%
Changa Primary School	6,000,000			8,579,000	22,383,085	260.9	8,711,600	12,546,107	144.0%
Mbula primary School	4,910,000			8,460,900			7,068,000	33,617,000	475.6%
DEMROS Women Group	19,138,000			7,323,00	2,617,330	19.4	11,422,250	3,785,318	33.1%
Ubiri Women Group	17,035,000			20,936,699			7,942,001	35,880,400	451.7%
Nguvumali Youth Group	14,654,000			5,245,000	2,620,000	49.9	15,126,500	4,443,200	29.3%
Tanga Business Information Centre	13,930,000			3,882,400	3,611,020	93.0	16,675,900	3,279,100	19.6%
Soni Youth Group	714,000			3,884,622			3,430,000	950,000	27.6%
Miegeo Youth Groups	1,500,00			8,710,624			1,720,000	226,000	13.1%
Subtotal	76,381,000			67,122,245			63,409,001	94,427,125	148.9%
	139,444,558	6,000,000	4.3%	139,144,516	31,230,435	22.4%	177,494,994.60	107,574,495	60.6%

* This represents the percentage of the total annual project expenditure that was financed from beneficiary resources.

Source: UVETA Project Annual Reports 2003/04, 2004/05 and 2005/0

The data for 2003/04 and to large extent 2004/04 was not available in formats amenable to this analysis, hence the many gaps in regard to beneficiary contribution. However, the year 2005/06 where data was available confirms that apart from schools and Ubiri women group, contribution from other beneficiaries remains low. The evaluation was also quick to add that the large contribution for schools is attributed mainly to the GoT education sector programmes such as PEDP that channel development and capitation grants to schools through their respective local governments.

2.2 Specific Achievements of individual lighthouses compared to their specific objectives

UVETA project established lighthouses to be used as models. In order for these lighthouses to function properly they needed support from the Tanga Regional Secretariat, TCC and LDC. In this regard support was also extended to these local governments. This section reports on the achievements of individual lighthouses and the local governments of Tanga Municipal and Lushoto District.

2.2.1 Capacity Building Regional Administrative Secretariat (RAS)

The RAS was vested with the responsibility of co-coordinating activities of UVETA. It is specifically stated that RAS will be responsible for

- Facilitating the development of administrative and managerial capacities in the two councils through training of councillors, council staff and local community leaders and by providing managerial and technical advice and policy support.
- To ensure that UVETA project activities, work plans and implementation at all levels conform to the overall regional planning framework, sector policies and legislation.
- To undertake overall monitoring and evaluation regularly through reports and site visits and to assist consultants in undertaking mid term review and end of phase evaluation.
- To submit quarterly and annual report to donors and government.
- To facilitate provision of work permits and residence permits for expatriate advisors and consultants and to assist in immigration formalities for program visitors from Vestfold County.
- To secure duty and VAT exemptions for procurement of program equipment supplies and services using donor funds.

Assessment

The RS has coordinated the project activities and continued to play a liaison role for the various parties involved in the cooperation. One officer from the planning unit to coordinate project activities and facilitate the day-to-day communication between the various parties involved. The office has been carrying out routine visits to the lighthouses to monitor progress on the implementation of various activities as part of the routine monitoring of development projects in the region. The coordinator from the RS is the secretary to the support group meeting held quarterly to discuss the lighthouses' quarterly progress, financial reports and work plans. It has also provided policy interpretation to ensure that UVETA activities adhere to the Government of Tanzania policies and legislation and that all project activities are incorporated in the regional planning and budget. The Regional coordinator has been compiling and submitting physical progress and financial reports to the government and the Embassy, though as discussed later in the report, this is an area where the RS performance left a lot room for improvement. The office also provided technical assistance in procuring and clearing of supplies especially those involving VAT exemptions. It facilitated exchange visits to Tanga and Vestfold County.

Capacity building activities primarily focused on Local government authorities and community leaders. Two training sessions in management for change have been conducted for councillors, selected officers from the district council and leaders of the lighthouses. The training was delivered by a consultant from Vestfold.

The evaluation team further noted the following in relation to the role of the R S in the coordinating the UVETA project.

Although UVETA activities are included in the Regional work plan, the responsibility for ensuring that activities are conducted in accordance with the agreed plans lies solely with the coordinator, who is also the head of the planning department at the RS. This is a busy office with many responsibilities making it difficult for him to effectively coordinate the activities for all the lighthouses. Failure to effectively involve relevant sector heads in the coordination of UVETA activities meant that the projects did not benefit from relevant expert advice. This suggests a lack of effective integration of the UVETA activities in the routine operation is in contravention of the provisions of the project Agreement and MoU.

Weaknesses in the preparation and timely submission of work plans and progress reports have persisted over the period under review and this has adversely affected the implementation of planned activities on schedule because release funds is based on submission of satisfactory plans and budgets, progress and financial reports. As a consequence of this, for example, project funds were withheld for period during 2005/06.

2.2.2 Capacity Building TCC and LDC

This sub-project is aimed at creating the necessary capacity for planning, budgeting, financial management, financial reporting, service delivery and good governance at the LGA level in order to effectively support and coordinate community based initiatives (light houses) as well as promote Small and Medium Enterprises (SME's) by supporting income generating activities of different youth and women groups.

The District Councils were charged with the responsibilities to:

- support the implementation of the project and be responsible for assisting and coordinating planning implementation and management of the project activities undertaken by lighthouses.
- ensure proper use of funds, assets, equipment and other resources provided for program activities.
- assign an officer to coordinate project activities and to provide appropriately qualified staff to participate as trainers in the training programs which will be designed to suit specific needs of the lighthouses.
- endeavour to allocate its own resources to support the running of project activities and solicit contribution from stakeholders government and other sources.

Assessment

Both TCC and LDC have assigned one officer from their planning unit to coordinate UVETA activities at District level. Officers from related sectors such as trade, community development, finance and education participate in the support group meetings, held quarterly to discuss progress of the lighthouses. TCC has attached one its officers in the

youth centre as centre manager and three officers are working full time to coordinate and facilitate activities at the Business Information Center.

Officers from TCC attended a course in Project Monitoring and Evaluation at the University of Dar es Salaam Entrepreneurship Centre (UDEC) in order to enable them to supervise lighthouses more effectively.

The evaluation notes that the involvement of sector officers from the City and District Councils in the activities of the lighthouses is minimal. The evaluation got an impression that supervising and coordinating the activities of lighthouses was taken as the sole responsibility of the coordinators contrary to the envisaged integration of the activities into the routine operations of the sectors. Additionally, the evaluation notes a lack of targeted capacity building program for the technical staff to enable them improve their performance in service delivery, monitoring and coordination of local development activities. A substantial amount of the project budget was allocated to coordinating activities of the lighthouses. One would expect this effort to be reflected in improved planning and prioritisation of activities in lighthouses. The evaluation noted that there a lot of problems in the way some lighthouses plan and priorities their activities. Notable examples in this respect are the youth groups. Although the project insists on planning of activities starting from the grass root level, the district authorities are supposed to give technical and professional advice from the planning to the implementation stage. The evaluation noted that this is not the case.

Although one of the responsibilities of the LGAs is to endeavour to allocate adequate resources from its own budget as well as to solicit contributions from stakeholders support the development activities, councils have not been able to effectively do so. Generally budget commitments have not been met or have been met partially. Apart from individual efforts by some lighthouses in soliciting support from private individuals there is no comprehensive strategy at the council level that ensures that the community fully participates in the project activities.

The evaluation further notes that the bulk of the capacity building budget is spent on staff allowances and fuel. It is not very clear how this contribute to the achievement of the project objectives The expenditure is considered disproportionate to the results achieved by way of capacity building. Save for the training on project management and revenue generation, the evaluation reiterates the observation made during the 2004 evaluation regarding lack of a targeted capacity building strategy and plan. Although both LGAs have prepared a capacity building plan as condition to qualify for capacity building grant under LGCDG, it was not evident that the plan has been adhered to when implementing activities under the capacity building sub-project.

The evaluation notes that the apparent lack of guidelines on how project resources should be allocated between the various levels of beneficiaries (vertical distribution) and between the various activities within the lighthouse (horizontal distribution) has left the funding fully discretionary so the RS and the LGAs to allocate the funds to activities, as they deem necessary, sometimes without reference to the objectives of the component concerned. Table 2 below presents the distribution of funds at the RS and Council level during FY 2005/06 to illustrate the above observation.

Table 2:Composition of Capacity Building Expenditure 2005/2006

Activity	RS	TCC	LDC	Total	%
Travel Allowances/per diem	15,934,000	15,115,486	13,665,873	44,715,359	37.2
Printing and Stationary	1,287,890	2,409,675	435,000	4,132,565	3.4
Facilitation/Extra duty allowances	1,572,100	5,359,000	216,000	7,147,100	5.9
Utilities/Bank charges	842,224	14,607,018	1,288,00	16,737,242	13.9
Sitting Allowances	827,000	7,569,400		8,396,400	7.0
Fuel/maintenance	1,385,500	17,088,395	744,400	19,218,295	16.0
Participants Allowances		6,800,000	1,150,00	7,950,000	6.6
Food and Refreshments	624,500	1,111,600	966,00	2,702,100	2.2
Office Equipment	589,870			589,870	0.5
Imprest Balance		8,617,250		8,617,250	7.2
Total	23,063,084	78,677,824	15,061,273	120,206,18	100

Source: UVETA Project Statement of Expenditure 2005/06

The table above indicates that 66.1% of the capacity building expenditure went to four items namely Per diems, Facilitation/extra duty allowance, and sitting allowance and fuel. The evaluation finds this expenditure out of sync with the objectives of the capacity building sub-component as it is clearly not focused strengthening the core functional areas including project cycle management, strengthening the planning and budgeting, improving financial management and strengthening the monitoring and evaluation functions.

2.2.3 Youth Lighthouses

Youth lighthouses were established with the following specific objectives:

- Improvement of the standard of living for the youth by engaging in income generating activities
- Achieving personal development and hope for a better life through cultural interactions
- Promoting awareness of HIV/AIDS among the youth in different areas

There are three lighthouses that have been receiving support from UVETA project. These lighthouses were formed in a previous preventive health initiative under MEUSTA program. These groups are Nguvumali in TCC, Soni and Miego in LDC. The three groups are engaged in different income generating activities, vocational training and promotion of awareness on HIV/AIDs, albeit in varying degrees.

The specific observation on each youth lighthouse is as follows

2..2.3.1 Nguvumali Youth Centre

The group has 14 members. These members have formed a cultural and performing arts group that is actively involved in HIV/AIDS awareness campaigns in schools and different wards in Tanga City. The cultural group also entertains at different events for a fee. The group has utilized project resources in individual capacity building for its members in various vocational training as indicated below

Type of Training	Number of members trained
Tailoring	6
Driving	2
Catering	6
Plumbing	1
Tour Guide	4

In addition the group is engaged in-group economic activities although none of the projects have matured to productivity. Nguvumali group came up with various income generating ideas that were supported by the project. However, some of these ideas including garbage collection business, transportation business, farming, tree nursery never materialised into projects. Two of the ideas were converted into projects, namely, poultry keeping and music recording, but they have also not gone into production stage. They have completed a chicken shed, but there are no chicks; there are two rooms in the youth centre that have been renovated to accommodate the recording studio, but there is neither the recording equipment nor someone who is trained in sound engineering to produce music. The evaluation was informed that the recording equipments are expected in April 2007. Nguvumali youth group has hosted youth from Vestfold but their return visit to Norway in 2006 did not materialise.

The evaluation noted that there is lack of proper planning and prioritising of activities for this group. There is also lack of proper utilization of resources, e.g. instead of building a basketball court the money could have been used to buy chicks for the chicken project.

It was also noted that this group is made up of youth whose main interest is music and performing arts. This being the case it is difficult for them to put any serious efforts in other activities that do not interest them. The evaluation also observed that there is a misconception within the group regarding the youth centre from where they operate. The group gives the impression that they own the centre (the premises) and the pioneer syndrome has started manifesting itself. The group is not growing in membership and the evaluation did not observe any deliberate efforts to bring in other school leavers to the centre in order to prevent them wandering into the streets, which was the primary objective of establishing the centre.

The evaluation notes that the group continues to actively participate in HIV/AIDs awareness campaigns and resolved to lead the other youth by example. It was reported that all the members of the group participate undergo a voluntary testing for HIV/AIDs every year and they were proud to report that none of them is infected with the Virus.

2.2.3.2 Miego Youth group

This group has 13 members. Being a group formed in a rural area, it is mainly involved in micro enterprises like farming, tailoring and food kiosk. The group has utilized funds from the project in building individual capacity of its members in various vacations as follows

Type of Training	Number of members trained
Tailoring	5 trained other 5 on training
Cookery	3 to be trained this year

The group has been involved in HIV/AIDS awareness in their ward, but it was observed that this was done on a very small scale by holding single meetings in two wards of Ubiri and Gare during the whole of last year.

The group is involved in micro enterprises that are supported by the project. They are running two small tailoring shops, one food kiosk and a garden where they grow vegetables for sale. They have included in this year's budget the construction of a building that will be used to establish a youth centre in Miego. The group appears more focused on economic empowerment activities both at the individual and group level and the objective of using the youth group as catchments for out of school youth appears to have taken a back burner position.

Again the evaluation noted less than optimal use of project funds due to the discretionary nature of the project funding. The construction of a youth centre may not be the most productive use of money allocated in the budget. Proper guidance from the council's community development department could have helped to sharpen the planning and prioritisation process in the group.

2.2.3.3 Soni Youth group

This group has 14 members. Like Miego, this group is formed in a rural area and it is also mainly involved in micro enterprises like farming, tailoring and carpentry. The group has utilized funds from the project in building individual capacity of its members in various vacations as follows

Type of Training	Number of members trained
Tailoring	6 trained
Vehicle Mechanics	4 on training
Carpentry	4 trained

The group involvement in HIV/AIDS awareness has been minimal. For example during the last year –2006, the group conducted only two sensitisation meetings at the market place in only one ward. The group is also involved in micro enterprises that are supported by the project. They are running a small tailoring shop, one food kiosk, a carpentry shop and a garden where they grow vegetables for sale.

The evaluation observed that this group like their counterparts in Miego, has focused on economic empowerment specifically putting most of the resources from the project on vocational training for the members who are currently self-employed.

2.2.4 Educational lighthouses

These lighthouses were formed with the objectives of:

- Creating model schools by improving the learning and teaching environment, improve school management skills, improving teaching methods and teaching aids and enhancing parents' appreciation for better education.
- Facilitating cultural interaction and learning between pupils in the chosen schools and their counterparts from Vestfold.

- Sensitisation of parents and the community around the school on the important of creating a conducive learning and teaching environment and their role in achieving such an environment.

Changa Primary School in TCC and Mbula Primary School in LDC were chosen for the education lighthouse.

Students and teachers in these schools have established and maintained contacts with schools from Vestfold. They have been exchanging letters and e-mails with their counterparts from Vestfold. They have received visitors from Vestfold schools and one group of teachers and pupils from TCC and LDC visited Vestfold.

These schools have received material support from Norway in form of computers, printers, chairs, tables and teaching aids. They have also received funds from the UVETA project for renovating their buildings, installing electricity, purchasing desks, office furniture and books. The schools have also been able to install Internet connection with the support from the project. Teachers in these schools have learnt participatory teaching methodologies from their counterparts in Vestfold and they have implemented the same in their respective schools. They have also received computer training, and a number of teachers have received more advanced training to enable them be trainers for other teachers and the pupils.

The physical environment noticeably improved, in terms of upkeep of buildings and the school compound and in terms of cleanliness. The evaluation notes that UVETA was not the only contributor to these improvements as there is an on-going GoT programme for improving the education sector through MEM and PEDP which contributes the construction of school facilities and provision of learning and teaching materials. However, through UVETA sensitisation /training to parents, teachers, pupils and school management the community participation in the welfare of their school has improved. It was also apparent that the morale of both the teachers and the pupils was high as was captured in the response from a Standard 7 pupil when asked to identify any results that they as pupils have observed, she said “ufundishaji umeimarika” teaching has improved. They were very appreciative of the support and the exposure they have been given. Their main concern was the sustainability of the improvements when the project support comes to a close. Their appeal to the project was to be given more time to consolidate the achievements by putting in place the necessary plans for the local partners to mobilise the required resources.

It has been observed that there is a general improvement in the teaching and learning environment in these schools. There is also more involvement of parents and the community in the development of students. Both schools have reported increasing passing rate of students at standard seven and rates of Std 4 pupils who proceed to Std 5 without repeating. For example Changa primary school reported that in 2002 only 27% of Std 7 pupils passed to join secondary schools and only 84% of Std 4 pupils passed to proceed to Std 5 without repeating. In 2006 96% went to high school and 100% proceeded to Std 5.

However, the evaluation is quick to add that the improvements attained so far cannot be solely attributed to the support of UVETA as there are other contributors besides UVETA as noted above, and also there are other factors that may not have been necessarily captured in this evaluation.

2.2.4 Informal Sector Lighthouses

These lighthouses were included in the program to demonstrate that, given appropriate support, self help initiatives can become sustainable micro-enterprises by using locally available raw materials.

The specific objectives of informal sector lighthouses were

- Support successful local groups of small business so that they become self sustaining
- Developing a successful supportive role through the establishment of local business centre
- Experience sharing and skills transfer from small-scale business development from Vestfold to Tanga in collaboration with the economic development officer and the business centre in Vestfold.
- Establishing a successful supportive role at the local and regional level of government.

Three lighthouses have been receiving support from UVETA project in this category- Ubiri and DEMROS women groups and the Tanga Business Information Centre (TABIC)

2.2.4.1 Ubiri Women Group

This group has 12 members, down from the original 25. The main activities of the group is small scale food processing. They process various kinds of jams, marmalade, fruit juice, wine, spices and tomato sauce. The group has its own premises where there is an office, a shop for its products, a food kiosk and a room where it keeps its processing equipments. The group was given a plot by Lushoto District Council and the construction of the building and purchase of processing machines have been supported by UVETA project. The group has also received training in processing and marketing of their products, bookkeeping and business management skills. The group has participated in several trade exhibitions (in Tanga, Dar es Salaam, Arusha, Mombassa and Kampala) to showcase their products and they have made inroads in the retail market with their products being sold in Lushoto, Tanga, Arusha, and even Dar es Salaam. During the FY 2005/06 the group had a sales turnover of Tshs. 51,113,000 and gross profit of Tshs. 13,032,600. Out of an annual expenditure of Tshs. 44,211,000 the group financed Tshs. 35,880,400 (81%) from their own resources².

The group has positively contributed to improve the household income of their own members and that of their employees and their suppliers thereby contributing to the overarching objective of poverty reduction.

It was further observed that members of this group were focused and committed to group's activities, they were very confident when articulating their activities, their achievements and challenges. They have a vision of transforming their group into a company in future. The evaluation finds that the group has the potential for growing into a sustainable SME. The group requires training on how to operate and maintain the machines they recently procured and further training to deepen their business management skills. Their biggest challenge is how to sustain group cohesion and the effective leadership, which has been their secret for success.

² UVETA project Annual Report for 2005/06, Tanga Region (2nd Version), October 2006

2.2.4.2 DEMROS Women Group

This group has 6 members, down from the original 12. The main activity of this group is also food processing mainly, cassava flour and products made out of the flour e.g. cakes and cassava chips. Recently the group has embarked on cashew nut processing project with additional support of University of Dar es Salaam technology incubation project. Through support from UVETA the group was given a plot by Tanga City Council and they have constructed their own premises and installed the cashew nut processing and packaging machines but production has not started.

Despite substantial support received by this group from UVETA it has not demonstrated that it is a thriving business entity that will be able to do business without donor support. For example, no cassava products have been in the market in the recent past apparently due to lack of raw materials in Tanga and nearby areas. It was not evident that group made any efforts to source cassava from other districts in Tanga or the nearby region of Pwani.

The group has a business plan for the cashew nut processing project. This project requires a lot of working capital (Tshs 60 million) if they have to produce at full capacity, which they expect to raise through a bank loan. The evaluation finds it highly improbable for a group which has not yet started production and which does not have a good track record in its previous cassava processing business to access this level of credit from a commercial bank. The evaluation therefore, notes that this group has had the most modest achievements against its objectives, save for the physical outputs in form of buildings and machinery. The group also stands the highest risk with regard to sustainability of the project achievements. The group reports to have experienced leadership problems and a steady decline in membership, which was attributed to lack of commitment and unrealistic expectations of short-term gains. This trend has manifested itself in the low productivity of the group and low contribution of own resources to support group activities. During 2005/06 the group had a total expenditure (mainly spent on building construction and procurement of equipment) of Tshs.15, 207,568 out of which they financed Tshs. 3,435,318 (22.5%) out of their own resources³.

2.2.4.3 Tanga Business Information Centre (TABIC).

TABIC was established for the purpose of supporting the development and improvement of small and medium scale business enterprises especially those in the informal sector by facilitating easier access to business information, exposure to successful SME's in other parts of the country and in the region through participation in trade fairs and exchange and through training in basic business management skills and marketing. The centre also provides assistance to informal businesses to obtain registration by the Ministry of Industry Trade and Marketing. Currently TABIC has over 140 individual and group businesses registered as members of the centre, which gives them access to information, use of the Internet facility at the centre, training and other advisory services offered by the centre. The TCC has deployed three full time employees at the centre including a business development officer. The centre is in the process of creating a business directory for its members. It has also facilitated business registration for its members at Business Registration and Licensing Authority (BRELA)

³ UVETA project Annual Report for 2005/06, Tanga Region (2nd Version), October 2006

It was noted that the centre is still in the awareness creation stage focusing on sensitising small business owners, training on basic business skills and helping them formalise their businesses, a role the centre appears to be performing commendably. The centre is yet to be a place where small businesses get support in acquiring technology, accessing markets, accessing credit and accessing information on various initiative undertaken by the government, NGO's and donor agencies in supporting small business development. However, it is appreciated that the centre is still in its incipient stages and needs time to mature into a functional one-stop shop for businesses not only in TCC but also in the Tanga region.

The evaluation notes that, as is the case with the other Lighthouses, TABIC is exhibiting the dependency syndrome and ownership misconception regarding the council premises from which the centre is operating. There is need for the council to put the record straight regarding ownership and user rights of the various premises that groups operate from.

2.3 Institutional set-up and Management Arrangements

The institutional set-up and the management arrangements are determined by the underlying project concept. The evaluation assessed the institutional set-up for the project to establish whether the arrangement has been appropriate and effective in supporting the achievement of the stated project objectives in the light of the underlying project concept. Specifically, the evaluation assessed three key area; (i) the roles of the different levels implementing agents (ii) adherence to provisions of the project Agreement and the MoU (iii) compliance with administrative procedures including submission of plans and budgets, requests and releases of funds, progress report and external audit, etc.

(i) Roles of the different levels implementing agents

The key document establishing the implementation arrangement for the UVETA project is the MoU signed between Tanga Region and Vestfold County. The project is implemented at three levels; the RS, the local government and the community. According to the MoU, the overall coordination of the project is vested on the Tanga Regional Secretariat but, in general, the project is to be managed by the respective councils, local organisation and community groups. The general oversight of the project is provided by the UVETA support committee at the policy level and the UVETA Support Group (one in Tanga and one in Vestfold) at the technical level.

At the RS there is a Regional coordinator- a planning officer responsible to coordinate all plans, activities of the project and liase with Vestfold, donors. At the council level a coordinator has been appointed by the Council Director to coordinate the plans and activities are supposed to be an integral part of council operations, hence the responsibility of the respective sector heads. At the community level the implementation and management of the specific activities is the responsibility of the respective group.

Assessment

UVETA is predominantly a society empowerment initiative in which the two Local Government Authorities seek to create opportunities for promoting cooperation between the council civil society and private sector actors in the development process, utilising a financial assistance instrument coupled, with a social and cultural collaboration. The project is based on the concept of 'lighthouses', which are meant to be model projects to demonstrate best practices in their respective sectors from which others can learn and

replicate. The core sectors chosen for the lighthouses include Health and HIV/AIDS, Education, Agriculture.

While the evaluation finds the concept sound and relevant in promoting best practices in their respective sectors, it was observed that there is lack of clarity as to the core objective of the project as it does not have a clear project Log-frame that articulates the goal, the objectives, outputs/results and objectively verifiable indicators to facilitate monitoring and evaluation. Rather the project is a mix of socio-cultural and economic initiative.

Overall, the evaluation finds the project institutional arrangement consistent with the GoT policy of decentralisation which identifies the local governments as the focal point for local service delivery and coordination of local economic development. Local councils have also through the project realised the importance of promoting community participation and partnership in local development initiatives as a means of alleviating poverty, which is the overarching government policy as elaborated in MUKUKUTA.

The project is coordinated by the planning officer at the RS who is responsible for compiling the plans and budgets, progress reports, requests for fund, releases of funds to implementers, monitoring of progress on the planned activities and liaison with both Vestfold and RNE. The evaluation finds that, in the past, there have been instances where the RS has been more of a bottleneck rather than the facilitator it was supposed to be, leading to delays in reporting which triggered a withholding of funds by the Embassy, which in turn adversely impacted on the implementation of planned activities. At the time of the review the RAS had instituted administrative measures to rectify the situation, albeit towards the close of the project period. The RS main role is advisory and oversight of operations of local government, but the UVETA institutional set-up has tended to extend their role to implementation thus compromising their oversight and advisory role.

At council level, activities have been successfully embedded in the local government planning and budgeting system thus avoiding creating parallel systems that overstretch capacity in the council, causing delays. The review finds that this integration of the project into the Government of Tanzania system is appropriate for enhancing ownership and sustainability. However, although the UVETA plans and budgets are integrated into the council plan and budget, the evaluation found no evidence to suggest that the sector heads own these plans and budgets as an integral part of their sector responsibility. On the contrary, the activities are still perceived as discrete project activities, which are managed by the project coordinator "from the UVETA office". It was not evident to the evaluation that sector heads are effectively involved in providing technical advice to the community groups nor in monitoring the progress of the Lighthouse activities.

Although the Lighthouses have the responsibility for managing their planned activities, the local government still retains the coordination, advisory and oversight role as stipulated under the decentralisation policy. In conclusion the evaluation finds

(ii) Adherence to provisions of the project Agreement and the MoU

Generally the implementation and management of the project has adhered to the Project Agreements and the provisions in the Memorandum of Understanding. However, there have been occasions where the parties have not honoured their budget commitments,

which have resulted in delays in undertaking the planned activities. The explanations given to the evaluation include non-compliance with reporting requirements on the part of the management of project and financial constraints on the part of Tanga and Lushoto Councils. However, the evaluation finds this to be a breach of the provisions of the project Agreement and the MoU.

(iii) Compliance with administrative procedures including submission of plan and budgets, request and releases of funds, progress report and external audit, etc.

Clause 5&6 of the MoU requires the management of the project to prepare annual work plans and budgets, quarterly implementation and financial expenditure reports in accordance with the reporting system and formats of GoT and to submit an audit report (by the Controller and Auditor General) within three months after the end of the financial year (August 31). The MoU further provides that, disbursement of funds from RNE will be based on the approved annual work plans and budgets, upon submission of the quarterly implementation progress and financial expenditure reports for the foregoing period.

Preparation and submission of the agreed reports and communications have been and continue to be the weakest link in the implementation of UVETA. Review of documents reveals that this trend has persisted despite repeated discussions over the matter in almost all meetings of various committees overseeing the implementation and management of the project, reminders from the RNE and recommendations in the previous review and audit report. This obviously suggests existence of weaknesses in the flow of information as well as in monitoring and supervision. To this extent, the evaluation finds that compliance with administrative procedures has been very weak.

2.4 Allocation of Project Resources

The evaluation reviewed the allocation of the project resources to assess whether the distribution of the project resources reflects the objectives of the project and comment on the likely impact of the allocation to the effective achievement of the stated objectives. Table 3 below presents the distribution of project funds during the previous two financial years 2004/05 and 2005/06.

The table below indicates that the share of the projects funds reaching the grassroots beneficiary reduced significantly in relation to the funds allocated to activities at the RS and the LGA level. This suggests that the allocation of project resources did not reflect the overall objective of the projects. It was further noted that of the funds allocated to the RS and LGA level, a substantial amount went into administrative costs, especially staff allowances and fuel and not to building the necessary managerial and technical capacity at these levels as envisaged in the project document.

Table 3: Distribution of UVETA funds FY 2004/05 and 2005/2006

	2004/05		2005/06	
	Amount	%	Amount	%
Regional Secretariat	13,585,471	9.76	23,062,894	12.99
Tanga City Council	38,918,044	27.95	72,557,826	40.88
Lushoto District Council	19,618,755	14.09	18,465,273	10.40
Sub Total	72,122,270	51.80	114,085,993	64.28
Changa Primary School	8,579,000	6.16	8,711,600	4.91
Mbula Primary School	8,460,900	6.08	7,068,000	3.98
DEMROS	7,323,00	5.26	2,732,000	1.54
UBIRI	20,936,699	15.04	7,942,000	4.47
Nguvumali	5,245,000	3.77	15,126,500	8.52
Soni	3,882,400	2.79	3,430,000	1.93
Miegeo	3,884,622	2.79	1,720,000	0.97
TABIC	8,710,624	6.26	16,675,900	9.40
Sub Total	67,122,245	48.20	63,406,000	35.72
Total	139,144,516	100.00	177,491,993	100.00

Source: UVETA Project Annual Report 2004/05 and 2005/06

3.0 Challenges and Lessons Learnt

3.1 Challenges

Breaking the recipient mentality of the community including the LGAs. It appears that the RNE support is being used to substitute local effort rather than supplement it. It was observed that the planning and the budgeting process is based on the expected funds from RNE as result when funds releases are delayed most of the activities stall. When asked to identify the key challenges/problems experienced during the project implementation, respondents unanimously cited delay in release of funds.

Though the Lighthouse concept is sound in modelling best practices, its replication in the absence of external resources that formed the bulk of the model projects is a big challenge.

The urban and rural youth groups operate under different environments and face difference challenges, which shape their attitudes and thinking. This is reflected in the nature and priority of planned activities. The urban group is more idealistic and this has manifested itself in the lack of consistency in identifying revenue generating projects – they started with garbage collection ‘idea’, tree nursery, farming, drama, dance music production and vocational training. Whereas the rural groups have been more realistic in identifying feasible and realistic activities such as vegetable farming, tree nurseries, food kiosk, tailoring and vocational (tailoring, carpentry, motor mechanics, tailoring and catering). The groups therefore require different approaches that take into account local environments and resources in order to achieve the project goals.

Breaking the recipient mentality of the community including the LGAs. It appears that the RNE support is being used to substitute local effort rather than supplement it. It was observed that the planning and the budgeting process is based on the expected funds from RNE as result when funds releases are delayed most of the activities stall. When

asked to identify the key challenge/problems experienced during the project implementation, respondents unanimously cited delays in the release of funds from the RNE.

Although the Lighthouse concept is sound in modelling best practices, its replication in the absence of external resources that formed the bulk of the model projects is a big challenge.

The limited level of education of most of the grass root beneficiaries is a serious constraint in learning and appreciating concepts such planning, budgeting, accounts/bookkeeping, reporting. This has no doubt contributed to the perennial problem of report production. This will continue to pose a challenge even in the future.

Instituting formal systems and procedures in an informal sector environment where people are used to verbal communications and commitments are based on personal relationship and a commonality of interest requires a culture change. A culture change takes a long time to bear visible results.

The project implementation model gave rise to a pioneer syndrome in both the informal sector and the preventative health groups. It was observed that generally the groups shrunk rather than grow in terms of membership. This was especially observed in the case of Nguvumali youth group, who are clearly under the impression that the group owns the youth centre from which they operate. A fact that was put straight who informed the evaluation team that both Nguvumali and TABIC have user rights on the council premises from which they operate. The challenge is to get the youth groups to appreciate the lighthouse concept in which the youth groups are meant to be 'pipelines' for youth in transit from youth to adulthood and self reliance and not 'reservoirs' for those who came first.

The geographical area of a district like Lushoto may also present a challenge in replicating the lighthouse model of best practice as it is difficult for groups in outlying areas to learn what is happening in a group operating at the centre of the district as is the case with the current lighthouses.

Effective leadership and group cohesion are critical elements for group productivity but they are difficult to achieve and sustain. This has been demonstrated by the dwindling membership in all the groups. When asked the reason for the declining trends in membership, all groups unanimously cited leadership wrangles and lack of long-term commitment on the part of some members who had joined the group with the expectation of accessing funds for personal use. Promoting a mind-set of self-reliance and the virtue of hard work and mutual understanding in groups continues to be a challenge.

3.2 Lessons Learnt

1. Financial assistance is necessary but it is not sufficient to ensure sustainable achievement of the set project objectives. Self-determination, effort, espoused value of self-reliance, targeted technical advice and effective monitoring and supervision are critical.

2. In order to achieve its stated objectives, the UVETA project required a culture change. As stated earlier, a culture change is difficult to effect and requires considerable time. The project is in the fourth year of implementation and this in our opinion is a short time for the project to have achieved significant results in this regard. More time would be required for the various groups to mature. As was evident the evaluation, most lighthouses are still engaged in start-up activities – skills training, construction, registration, basic instructions seminars such as bookkeeping, planning and budgeting etc. This suggests that the groups are still in their infancy.
3. With appropriate support, local effort can be harnessed to take advantage of local knowledge and resources to create a sustainable economic ventures as demonstrated by the Ubiri Women group which has successfully established a fruit processing business and the TABIC which is promoting informal sector entrepreneurs by providing them information, basic training in entrepreneurial skills and exposure to other successful businesses in the East African region to learn from them.
4. When appropriately sensitised, empowered and facilitated to participate in decision-making in the development process, local communities can make valuable contribution in community development, as demonstrated in the case of education sector lighthouses in which parents and school management committees have been sensitised to appreciate the importance of a conducive learning and teaching environment. This has resulted in willingness to contribute to the school development.
5. It requires patience, effective guidance and mentoring, when dealing with the young people, as they are prone to frequent changes of mind and loss of focus and needs someone to guide them especially during the initial stages of the project.
6. Failure to institute measures to ensure target beneficiaries honour their commitment to contribute to the project activities undermined sustainability as it did not promote a sense of ownership and reinforced the dependency syndrome. Table 1 above illustrates this point by showing the proportions of project expenditures financed by the various partners.
7. To facilitate effective planning, monitoring and evaluation of project activities, it is vitally important to have clear project goals, objectives and objectively verifiable indicators for expected results. Lack of such a framework in the UVETA project led to misunderstanding/misconception of what the core object of the project is and makes evaluation of results difficult.
8. The project document clear stipulates that the activities of the project will be embedded in the systems and procedures of the government both at the RS and LGA levels. However lack of ownership of the lighthouses by the respective sector technical staff failed to provide focused technical advice and buck stopping to the groups due to ad hoc participation by the staff in the planning and implementation of the activities at the lighthouses. As a result of

this, no deliberate plan to facilitate replication of the lighthouse concept was put in place at either the RS or LGA levels.

9. The institutional set-up for the project in which the RS was held ultimately responsible for the performance, despite the participation of autonomous LGAs, undermines the RS's oversight role over the operations of LGAs as this brings the RS into the implementation. Thus, the performance or lack of it at the RS's adversely affects the performance of the lighthouse level, as happened when delays in submitting reports by the RS resulted in delays in release of project funds leading to temporarily stalling of project implementation. It is therefore important to separate the implementation and the oversight role of the different parties, in this case the RS vis a vis the LGAs and the LGAs vis a vis the grassroots project implementers.

4.0 Options for a phasing Out Strategy

In proposing a phasing out strategy for the RNE support in Tanga under the UVETA project, the evaluation team was guided by policy objectives of development cooperation in Tanzania as contained in various policy documents and guidelines in general and the Tanzania Joint Country Assistance Strategy (JAST), the letter of sector policy on fiscal decentralisation⁴ and the Joint GoT/Donor Letter of Agreement⁵ in particular. The GoT has reiterated its commitment to continue the decentralisation of the public sector and the mainstreaming of donor support into government systems. In particular, it is committed to a gradual phasing out of area based development programmes into the Local Government Capital Development Grant (LGCDG) system. The JAS aims to embed fundamental principles that strengthen the national ownership of development process and to harmonise donor and GoT processes and procedures to make donor support more effective and easily manageable.

The overarching goal of development cooperation is to create opportunities for the poor people to improve their living conditions which is consistent with overarching development goal of Tanzania of national growth and reduction of poverty as elaborated in the National Strategy for Growth and Reduction of Poverty (MUKUKUTA) the current guiding policy document for development. The envisaged strategy by RNE is to concentrate on the focal sectors of Education, energy, rural roads, environment, gender and good governance and in so doing to use national systems and procedures to the fullest extent possible and to align development support to national strategies.

Other consideration in proposing an exit strategy for RNE support include the need to ensure that the phasing out does not undermine the achievements already attained but

⁴ The letter of Sector Policy on Fiscal Decentralisation prepared as a requirement for the LGSP elaborates the Governments vision and initiatives to have a unified intergovernmental transfer system bringing together all different funding modalities into one institutional structure.

⁵The Letter of Agreement (LoA) between GoT and development partners regarding harmonization of ABP support and convergence towards a unified discretionary LGCDG System. Although Sida had been included on the list of the key donors in the draft LoA they did not sign the letter but discussions held with the Embassy indicated inclination to join the other development partners in supporting of LGCDG.

rather to ensure that measures are taken to safe guard them. The greatest threat to sustainability will be failure of the beneficiaries to secure sufficient resources and the necessary capacity to build on the foundation already laid by UVETA project. This failure would lead to a few “white elephants” and amount to waste of substantial resources already expended.

Against this background, the evaluation proposes the following options for phasing out the UVETA project in Tanga Region.

Option1: Short-Term

Bring the Project to a Close at the end of the Agreement Period

The UVETA project aimed at promoting sustainable and cooperative development based on supportive role model “lighthouses” in the community as an example for others to learn from whilst ensuring that the project assists and positively contributes towards a successful development of the local government reform programme in Tanga Region. This was also coupled with support to the development of multicultural interaction between the people of Tanga and Vestfold to promote tolerance and cultural learning.

The project was implemented through three main activities – support to capacity building for RS, TCC and LDC to improve their service delivery and planning function and promote the process of involving stakeholders in participatory planning and decision-making; support to women and youth groups engaged socio-cultural and economic activities and facilitation of exchange visits between Tanga and Vestfold.

The evaluation finds that positive achievements have been attained in all three focal areas albeit in varying degree. The first option of phasing out is therefore for RNE to continue supporting the current activities as contained in the work and plan and budget for the FY 2006/07. At the close of the project period have the RS prepare and submit the final progress and financial report and within three months submit the audit report. The RNE jointly with the partners from Tanga Region (represented by the Regional Commissioner) and Vestfold (represented by the Governor) arrange for a final UVETA project evaluation to wide down the support. The Partners from Tanga and Vestfold would however be free to continue their cultural interaction and learning activities and mutual support directly between the relating partners without the involvement of the Embassy. They may even explore the possibility for formal sisterhood through twining.

This option presents the most straightforward option as it follows the laid down contractual obligations by terminating the support at the expiry of the contracts with both Tanga Region and Vestfold. The representatives of both partners (Tanga & Vestfold) to bring the cooperation to legal closure would file final reports containing both a financial and narrative status and participate in the arrangement for the final project evaluation.

However this option, though the least risky to the Embassy, poses the highest threat to the sustainability to the effort. Hence, it is the least recommended.

Option 2: Medium-Term

Continued Support to Selected Target Groups or Selected Activities

As stated earlier, the greatest threat to sustainability of the cooperation’s achievements is lack of the necessary resources, both financial and human, to continue with the

activities and to support replication which is the underlying aim of the lighthouse concept. In order to ensure continuity, sustainability and local ownership, RNE should consider focusing attention on supporting projects which have demonstrated the potential for sustainability as indicated by the level of ownership and concerted effort towards self reliance. This is not difficult to establish, as there is ample documented evidence of progress or lack of it, over the UVETA project period. Quarterly, semi-annual and annual reports containing achievements against planned activities and budgets, audit reports on financial probity, qualitative comments on quality and commitment of project leadership as well as grassroots beneficiaries, are all available as references, including the two evaluation reports. Based on these and other secondary sources of information, the Embassy can identify the activities that need to be supported in the medium term to tidy the groups over.

A variation of this option would be for an approach for ensuring that sustainability of interventions made was in respect of the entire subproject rather than selected ones. This will entail a paradigm shift through a critical review of the allocation of project resources with a view on ensuring that support concentrates on grassroots beneficiaries, while the government (through the RS and the LGAs) provides the oversight and coordination of the activities as part of their routine operation with minimal funding from the project. There will also be need to identify critical activities that need to be supported in order to safeguard achievements made in each of the lighthouses. The partners would then agree on specific activities to be supported by each partner i.e. the Embassy, Tanga/Lushoto council, the group members, community/parents and Vest fold. The schedule should be time bound and during that phasing out period, the RNE funding should gradually decrease as the other partners gradually take over the projects.

This option is designed to promote ownership, which would enhance sustainability and helps to counteract the dependency syndrome. The strategy would also ensure that the local partners are accorded adequate time to prepare themselves for the eventual withdrawal of the RNE support. It will also allow more time for the groups to mature and be more cohesive thus consolidating the capacity building effort.

Option3: Medium to Long-Term

Reformulating the Project to focus on economic empowerment

It is recognised that the various area-based programmes have various specific experiences and lessons that can enrich the development and refinement of national procedures and systems as well as provide examples of Best Practices to be replicated. The UVETA project is no an exception. While in the short term RNE can wide down support as per the project Agreement and or continue in the medium term to support critical activities that if not undertaken in order to safeguard the achievements attained thus far, it is worthwhile to consider continued support to UVETA with a view to refine and institutionalise the UVETA approach as lesson learning on the process of economic empowerment of marginalized groups – women and the youth. This is in the spirit of the LoA that donor support outside the LGCDG system will be “where piloting is required to learn further lesson⁶ that are relevant to all LGAs.”

⁶ Letter of Agreement (LoA) between development partners and GoT on harmonisation of ABP with the LGCDG system of intergovernmental fiscal transfers.

To do this RNE would need to review the whole project concept, the overall objective and the institutional set-up to correct the weaknesses identified by the evaluation. Among the key issues to be clarified in the reformulation include:

- The overarching goal-either economic empowerment of marginalized groups or promote cultural interaction, tolerance and learning that underlie lighthouses model
- The role of the RS and the LGAs in the implementation process
- The focal point for the support – LGA or the grassroots beneficiaries
- Develop clear objectives, expected outputs/results and objectively verifiable indicators to facilitate effective monitoring and evaluation

Against a context of limited resources, both financial and human capacities, particular effort is necessary to promote cooperation and partnership between local stakeholders in order to draw on and mobilise scarce resources. The mantra should be “ help does not substitute effort”

Option 4: Short to Medium

Mainstreaming UVETA Activities into LGA Operations

One of the main objectives of the UVETA project was to support the creation of the necessary technical and managerial capacity at the LGA level for effective planning, service delivery and coordination of local development initiatives by ensuring that the project activities assist and positively contribute towards a successful development of the local government reform in Tanga Region. The bedrock of the Local Government Reforms is the promotion of systems and procedures for efficient and accountable use of resources to ensure the provision of relevant and quality services sustainably. The responsibility for maintaining these systems and procedures is vested in the participating Local Government Authority's. Under the decentralisation policy, the Government of Tanzania has laid emphasis on an all inclusive and participatory bottom-up approach for development planning and resource allocation that is responsive to local needs and priorities.

The UVETA project activities are there fore meant to be embedded in the local government systems and procedures and coordinated as part and parcel of each respective sector work plan. As an option for a phasing out strategy, this requirement should be strictly adhered to. Currently, although UVETA plans and budget are included in the council plans and budget, they are implemented as discrete project activities with minimal technical guidance from the respective sector heads.

This option would entail mainstreaming the UVETA activities into the sector plans and the implementation becomes the responsibility of the respective sectors. This means that the council has to mobilise the necessary resources both financial and human to support the initiatives on a sustainable bases.

While this represents the most logical option in terms of sustainability and replication, both in the spirit and the letter of the project Agreement and the MoU, its biggest threat is the failure of the LGA's to raise the necessary resources required. It is worthwhile to note that both councils have qualified to access the Local Government Capital Development Grant during the FY 2007/08 and may qualify in subsequent years. This significantly increases the flow of financial resources to both councils, which offers good prospects for this option.

Option 5: Long Term

Supporting UVETA Through a Locally Based Norwegian NGO

The concept of 'Lighthouses' was chosen as the implementation model because it offered an opportunity to promote greater cooperation between the councils, the civil society and the private sector actors as partners in the local development. The model encourages the district councils and the civil society and the private sector stakeholders to sit together and explore areas of cooperation with a view to formalising a process of dialogue and exchange. In this regard the collaboration with financial support from RNE has achieved a positive results including, allocation of land, procurement of equipment and tools, construction and rehabilitation of premises, disbursement of funds, procurement of vehicles, sensitisation and skills training, and exchange visits. These activities have laid a foundation upon which improvements can be built to consolidate the achievements.

Whilst the two councils are keen on promoting private sector development, it noted that it may not be feasible to expect efficient facilitation of private sector development by the councils given the typical local government structures, systems and capacities. It is worth considering other options available to facilitate private sector development and especially in terms of supporting the capacity building for them to be effective partners in local development. This option may lie in the NGO sector. RNE may explore the opportunities available to use Norwegian NGO's that have a local presence and are involved in these focal areas where UVETA wishes to demonstrate best practices and use the NGO to coordinate the intervention. This option would involve the Embassy entering into an Agreement with the NGO, that states the objective of the intervention, expected results and clear indicators of performance. The NGO would handle both funds disbursements, progress reporting, financial audits for the sub-projects and submit a consolidated report to the Embassy the format and content of which would be spelt out in the Agreement.

This option would relieve the Embassy the burden of close follow up on the various sub-projects as this responsibility would pass on to the NGO and free their Human Resources currently overseeing the UVETA project to be engaged in other task. This option would also enable RNE to continue supporting the initiatives in Tanga (if so desired) outside the LGCDG system which is the preferred government system for channelling all development funds to local levels.

The main risk with this option is that it might alienate the local governments from civil society and private sector thereby undermining the achievements that UVETA has had so far in bringing together these local partners. It also risks perpetuating the dependency syndrome and further undermining sustainability.

Annex1

Terms of Reference for review of UVETA Project

1 Background

The Embassy has been supporting the “UVETA Project” since 2003. The Contract was signed by the Ministry of Finance (on behalf of Tanga Region).

The UVETA project is a cooperation between Tanga region and Vestfold County in Norway. It is a local initiative based on the idea of sharing knowledge and experiences between the two Partners. The agreed areas of cooperation are capacity building, Education and informal sector development and preventive health. The implementation is done through the so called “lighthouses” which are expected to be demonstration sites for good practices in their sectors from which others can learn and replicate.

In March 2004 the Embassy held the first annual meeting with the partners, whereby the review scheduled for September 2004 was moved to May 2004 in order to accommodate issues concluded upon the annual meeting. The major challenge that prompted the review among others was the lack of proper planning. The Objective of the review was to assess the implementation experience and to provide pointers as to whether the programme was on the right track in terms of compliance with the agreement and adherence to the objectives of the Programme. Some of the conclusions from the said review that are worth noting at this stage are:

- Enhancement of human resources capacities for financial management system, participatory planning and budgeting both at councils and community level did not receive enough attention.
- On UVETA’s consistency with on going Local government reforms and the extent to which the programme is likely to result in improved service delivery; the review concluded that the integration of UVETA plans and budgets into the local government Authority Planning systems of the two local government authorities, demonstrates convergence of intent. However implementation fell short of translating the intent into practical application.
- The review noted inconsistency between planned activities and stated project goals and objectives.
- The management arrangement of the project, i.e. integration of the project into the government system was appropriate to ensure ownership and sustainability.

Parallel to the review a planning workshop was conducted by the consultant at the end of the review, representatives from different lighthouses were invited.

The project is in the final year of implementation, and the Embassy has decided to conduct a review that will build up on the previous one, and will asses different aspects of the programme, its progress and results compared to the plans as well as goals and objectives of the programme. The review should be able to help the Embassy make an informed decision for future cooperation.

Later in the year the project management has planned for a final evaluation of the Project.

2. Consultant

The Royal Norwegian Embassy will hire and pay for a competent consultant to carry out the task. To this end, a contract will be established between the Embassy and the Consultant

3. Outcomes of the review

There are basically two objectives of this review:

- To assess the progress/performance of the program in terms of set objectives and goal (extent to which the objective has been achieved).
- To help the Embassy make an informed decision for future cooperation.

Additional issues to be considered.

- Identify significant lessons learnt; key challenges that can be drawn from the experience of UVETA programme.
- Whether there are any sustainability elements.
- Recommend to the Embassy an exist strategy.

4. Methodology

The consultant shall, but not be limited to

- Desk review of relevant information with regard to the project.
- Site visits to lighthouses.

5. Reporting

A draft report has to be submitted to the Embassy by 26th February 2007 this time frame is rather tight and would require fast action on your side in formalising a contract. The reports should contain the following:

- An executive summary of conclusions and recommendations of maximum two pages
- A full text report with methodology and findings, as well as conclusions and recommendations

Annex2 List of People Met

LIST OF PEOPLE INTERVIEWED

REGIONAL SECRETARIAT TANGA

- | | |
|------------------|---|
| 1. Paulo Chikira | Regional Administrative Secretary Tanga |
| 2. G.P. Msanga | Regional Coordinator UVETA Project |

TANGA CITY COUNCIL

- | | |
|-------------------------|--|
| 1. Salim K. Kisauji | Mayor TCC |
| 2. R. Omari | Councillor, Msambweni Ward |
| 3. Councillor Nguvumali | Ward |
| 4. Paul Baruti | City Director |
| 5. P. Mbogoro | Coordinator, UVETA Project |
| 6. Wallege Karia | City Treasurer |
| 7. Hassan Njama | City Internal Auditor |
| 8. Dr Pilly Said | City Medical Officer |
| 9. Ramadhan Mvugalo | City Education Officer |
| 10. George Uronu | City Economist |
| 11. Yusuph Gumbo | City Health Director |
| 12. Kabongo K | City Trade Officer |
| 13. Fortunatus Fwema | Human Resources Officer |
| 14. Kusiga H.B | Urban Planning Officer |
| 15. Janeth Masasi | Community Development Officer |
| 16. Dr Shembilu | Agricultural and Livestock Development Officer |
| 17. Mgwimwa | City Engineer |
| 18. Edes Lukoa | Human Resources Officer |

TANGA BUSINESS INFORMATION CENTRE (TABIC)

- | | |
|---------------------|------------------------------|
| 1. Casmir Shemkai | Secretary |
| 2. Christine Mlelwa | Business Development Officer |
| 3. Tima Khoja | Treasurer |

DEMROS WOMEN GROUP

- | | |
|-------------------|-------------|
| 1. Sauda Singo | Chairperson |
| 2. Fatuma Kihiga | Secretary |
| 3. Ellen Nguve | |
| 4. Mariam Ally | |
| 5. Margreth Msuya | Treasurer |
| 6. Juliana Loco | |

CHANGA PRIMARY SCHOOL

- | | |
|---------------------|---|
| 1. Gardric Maluchu | Head Teacher, Changa A |
| 2. Ndiji Kilango | Head Teacher A |
| 3. Alafa S. Kibaya | Head Teacher Changa B |
| 4. Juma Shabaan | Head Teacher Changa C |
| 5. Shendema Ernerst | Vice Chairman School Management Committee |
| 6. Mambea Pashua | Chairman School Management Committee |
| 7. Biabu Abbas | Councillor special seat, Chumbageni |

8. Std 7 Pupils	Changa A
NGUVUMALI YOUTH GROUP	
1. William Zuberi	Chairperson
2. Anipha Hamadi	
3. Kassam Kasmila	Secretary
4. Oscar Michael	
5. Fatuma Hemed	
6. Henry Lyimo	
7. Mwinyi Hemed	
8. Khamis Efeso	
9. Raymond Simpungwe	
10. Hendrish Kamara	
11. Ramadhan Jereko	
12. Linus Lyimo	
13. Elias John	
LUSHOTO DISTRICT COUNCIL	
1. Chairman	
2. Councillor Ubiri Ward	
3. District Executive Officer	
4. Baraka Zikatimu	Coordinator UVETA Project
5. Rashid Hassan	Natural resources Officer
6. John Mushi	Education Officer
7. Neema Yusuph	Livestock Officer
8. Josephat Kanyunyu	Social Welfare
9. Hassan B Shelukindo	Agricultural Officer
10. Scholastical Wataye	Finance department
11. Mziray M. L	Business Development Officer
12. Magembe Iddi	
SONI YOUTH GROUP	
1. Yohana Raphael	Chairperson
2. Richard Moses	
3. Shabilu Mohamed	
4. Jamila Kaleghe	
5. Jasmin Juma	
6. Zinura Hemed	
MBULA PRIMARY SCHOOL	
1. Chairman School Management Mbula A	
2. Chairman School Management Mbula B	
3. Head Teacher Mbula A	

4. Judith William		
5. Wilbetha Ngowi		
6. Costa Ibrahim		
7. Gelite Nyangasa		
8. Sharrifa Hassan		
9. Bhoke Thomas		
10. Mary Mapunda		
11. Khadija Mrindoko		
12. Janeth Lyimo		
13. Doris Shemdoe		
14. Khadija Shelimo		
15. Elineema Shangali		
16. Grace Solomon		
17. Std 7 Pupils		
MIEGEO YOUTH		
1. Neema John		
2. Theresia John		
3. Janeth Pray		
4. Achaji Hassan		
5. Al haji Mwedadi		
6. Khadija		
7. Juma Hoza - Village Chairman Miego		
8. Khadija Ally		
9. Yusuph Kingazi - Councilor UBIRI		
10. Amina Mang'anya - Ward Executive Director UBIRI		
UBIRI WOMEN GROUP		
1. Agnes Kaniki Chairperson		
2. Esther Mswaki Assistant Chairperson		
3. Salome Mtawa Secretary		
4. Josephina Mkami - Assistant Secretary		
5. Doris Mnzava Tresurer		
6. Estride Mtangi		
7. Lettice Mapunda		
8. Constance Chandanda		
9. Melania Mhuza		
10. Asha Athumani		
11. Upendo Akinawa		
12. Maria Kiangi		
13. Enna Mdemu		

Annex 3: LIST OF DOCUMENTS REVIEWED

1. Agreement between the Government of Tanzania and the Norwegian government on financial assistance to UVETA project.
2. UVETA program proposal 2003-2006
3. UVETA Annual Progress Report 2003/2004
4. Review and Audit of UVETA project
5. Management Audit report on the financial statement of UVETA for the year ended 31/08/2004
6. Plan and Budget for 2003/04
7. UVETA plan and budget for 2003/04
8. Progress Report 2004/05
9. Plan and budget 2006/07
10. UVETA documents for Annual Meeting September 2006 planned activities from Vestfold.
11. Activity report to RNE from Vestfold Support Group 01/01/2005-30/06/2005
12. Minutes of UVETA Annual consultative meeting with RNE, Lushoto, September 2006
13. Minutes of Support Committee (Tonsberg Vestfold County June 2006.
14. Comments on UVETA progress report and revised plan and budget 2004/05
15. Implementation progress report for year 2005/06- UVETA project
16. Minutes of UVETA semi annual consultation 11/03/2005.
17. Report on the field visit by delegation from the Norwegian embassy to Tanga and Lushoto 3 rd July 2006.
18. Response to the management letter on audited accounts of UVETA for the year ended August 2004 and UVETA plan and budget for 2005/2006
19. Progress reports for the lighthouses for the period July- December 2006
• Demros Women Group
• Soni Youth Group
• Miego Youth Group
• Lushoto Distric Council
• TABIC
Changa Primary School

<ul style="list-style-type: none"> • UBIRI Women Group
20. UVETA project revenue and expenditure statements for 2005/06
21 Audited accounts and management audit report on the financial statements of UVETA project for the year ended 31 st August 2004
22. Management for positive change 2 nd Management Advisory Training UVETA Tanga October 2004.
23. Training report on revenue data research collection and update 5 th May to 7 th May 2006.
24. Proposal to amend management and leadership at Nguvumali Youth Centre.
25. Training handout on Management and business growth.
26. Group Constitutions
<ul style="list-style-type: none"> • Demros Women Group • TABIC • UBIRI Women Group • Nguvumali Youth Centre
27 Tanga Progress Report July to December 2006
28. Training report on school management committee Changa Primary School 31/03/03
29. Tanga Municipal Council revenue trends (own sources and grants) 2002- 2006
30. Tanga Municipal Council strategic plan 2005-2010
31 Capacity building plan Lushoto 2005/06
32. Capacity Building needs assessment 2005/06 , Tanga Municipal Council
33. Local government capital development grant assessment report 2006/2007,2007/2008

