itad

DFID Tanzania

INDEPENDENT EVALUATION OF THE ACCOUNTABILITY IN TANZANIA PROGRAMME (AcT)

FINAL REPORT

March 2015

Contents

Summary

The Accountability in Tanzania (AcT) programme started in 2009 with a purpose of increasing "the responsiveness and accountability of Government in Tanzania, through a strengthened civil society."[1] AcT awarded its first grants in March 2010. It has evolved from being a 5-year £20 million to a 6-year £31 million programme incorporating a dedicated Climate Change and Environment (CCE) grant window of £4.2 million in 2012, funded by DFID.

The main **purpose** of this independent evaluation (as defined in the Terms of Reference) is to explore whether the AcT model can and should be replicated, and what lessons should inform civil society work in Tanzania and elsewhere in future.

The **objectives** of the evaluation are to:

Demonstrate outcomes: Identify the results of the investments made (positive and negative, intended and unintended) on the various stakeholders involved including (a) access to information (b) citizens taking action (c) strengthening the capacity of CSOs in Tanzania and (d) increased accountability and responsiveness of government.

Understand the conditions for success: Identify the conditions for success, the appropriateness and replicability of the theory of change, and whether the model is more effective at delivering results in some areas of empowerment and accountability than in others – in particular comparing the 'mainstream' and the 'climate change and environment' elements of the programme.

Test the AcT model: Assess the sustainability, effectiveness, and additional benefits of the AcT model in comparison to alternative models of support. The evaluation should identify lessons that can be used to improve the effectiveness of the existing model.[2]

Data collection for this evaluation was conducted in three ways: firstly via a desk-based literature review, which continued throughout the majority of the data collection phase; a field-visit to Tanzania in November 2014; and the review of a set of specially commissioned reports, intended to speak to key issues as recommended by the MTR in 2012 and as a resource for the evaluation.[3] The inception report stated that half of AcT's partners would be involved, though in reality 17 of the 25 (68%) active partner organisations were consulted.

The **findings** are divided into a number of sections, which correspond to the evaluation questions as follows, with the key findings for that section included:

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[1] www.accountability.or.tz

[2] TOR, pp4-6

[3] In reality several of the reports were only made available towards the end of the evaluation, rather than prior to the fieldwork, as planned.

Relevance to Context[4]

AcT and its partners are effectively identifying and addressing accountability issues, using contextual analysis informed by relevant, local information. This is understandably strongest at a local level where partners are located and where they focus, and where such issues are generally more accessible and relatively, easier to influence. Opportunities for wider, or national level influence based on aggregated partner voice or action are less frequent, harder to achieve, but have a potentially significant effect if it is well understood how the programme can best capitalise on these.

AcT's model and mode of support, especially the use of Outcome Mapping and the empowerment of partners to be able to make decisions based on their knowledge of and proximity to context, ensures that contextual issues remain at the fore and that projects are closely reflective of them. AcT works alongside partners to understand the changing nature of the political space over time and respond to some of the practical constraints to working with civil society in a responsive and iterative manner[5].

Whilst governance and civil society challenges are applicable to all AcT partners, those working in the area of climate change often frame issues differently, as sectoral issues that overlap with broader governance issues.[6] This demonstrates a potential gap in linking and coordinating on key shared issues.

Capacity Development & Support[7]

Partners' capacity has, in most instances been improved, sometimes significantly. The smaller, more 'start-up' partners demonstrate the highest level of benefit of AcT's inputs and support. The results of this capacity are evidenced in the organisations' systems and processes, such as in financial management and reporting, but also in how these systems are used to develop a wider funding base, leading to greater sustainability. Partners report that this leads to a sense that there is a genuine partnership approach at work, a partnership of different skills and attributes but where these are leveraged fairly and effectively.

The content and process of delivery of capacity support has not always been perceived as being clear or effective by partners. This is particularly the case in the area of financial management, where different interpretations of the guidance have been demonstrated, between different partners and the PMU.

Whilst AcT is, on the whole, providing strong support, there is evidence that partners do have some capacity support needs that AcT is not meeting at the moment, for example in how to use Outcome Mapping at local level, within a consortium and with 'boundary partners'.

Due to the type and intensity of the support that AcT provides, there is a limit to the size of partner portfolios that can be effectively managed by AcT, or a similar programme, in the same way. This is more than a simple funding or capacity issue or ratio, but one that relates to the ability to instil and

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[4] EQ1: To what extent were the results planned/delivered by AcT an appropriate response to Tanzania's governance & responsiveness challenges? EQ4: How did AcT and its grantees design their projects to respond to their specific contexts?

[5] Introducing the AcT Programme, p7

[6] Climate change focus group

[7] EQ7: To what extent was AcT's support to programme partners relevant to their funding and capacity development needs? EQ8: How efficient has the AcT partnership approach been in making funding available and in supporting capacity development? EQ10: To what extent have the programme partners' capacity been sustainably improved?

manage a consistent and cohesive understanding of the AcT model and approach across the partner portfolio, and is potentially linked to specific individuals' roles in AcT.

Delivering Results[8]

AcT is achieving outcome level results, with greater success at local level. The programme is also demonstrating strong output level results. There are nearly double the number of final outcomes reached at the district and regional level (28) as compared to the national level (15) - and there is significant qualitative evidence that there is benefit being realised by AcT's partners as a result of these outcomes.

AcT's direct influence is most apparent in the area of civil society strengthening, where clear results are being achieved as framed by the indicator. Strong results are being achieved in the area of media reach and citizen action, but here AcT's contribution is less evident or direct.

AcT has managed its results effectively, recognizing the need for, and supplying, a balance of quantitative and qualitative data which gives a clear overall picture of what changes are being delivered, and how. In the management of AcT, insight does not come from indicators, but in how the whole body of evidence that the programme collects is used by both the programme team and the partners to understand their contexts, and relevant issues. In fact, it is the strength of the management approach of the PMU that is the key factor, and the logframe indicator provides a necessary but not sufficient basis on which deeper knowledge and understanding are employed.

Evidence demonstrates that success is dependent on key conditions at least being evident on both 'sides' of the accountability relationships in the partner projects, and is more about being aware of the range of factors and being active in reviewing and assessing context and implementation, and adapting to fit changing circumstances. This is how internal and external contextual analysis e.g. the Progress Markers for Partners and Outcome Mapping can be effectively used in combination.

Deeper Benefit, Sustainability & Cost Effectiveness[9]

Based on the evidence collected by this evaluation, AcT and its partners' work is likely to contribute to transformational change, but the scale of this varies according to the partner's size, scope and capacity. There is less evidence of a collective contribution to change, though such aggregation would be difficult to do robustly.

The design of the outcome level indicators is such that some aspects of transformational change that are being delivered are not being recorded, such as in how structures of governance are changing. This

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[8] EQ3: To what extent were the outcomes of the AcT programme achieved? What was the coverage of the AcT programme in terms of numbers of citizens benefitting?
EQ9: Was the AcT model more effective at achieving results in certain areas of empowerment and accountability than others? What were its limitations?
EQ6: What were the conditions for success? In which context(s) is a similar model of support likely to achieve results? EQ5: How efficient have the log-frame indicators and targets been as a management tool and to provide insight into governance issues in Tanzania?
[9] EQ11: To what extent are the outcomes achieved in phase one likely to contribute to longer term transformational impact? EQ2: What was the cost of delivering the outcomes? Could this have been delivered for less? Could the investment have been used more efficiently?

reflects that transformational change itself sits 'between' the outcome and impact levels of AcT's results chain.

AcT can demonstrate a strong prima facie cost-efficiency argument, including its management fee and the level of output achievement delivered from it. However, there are potential hidden inefficiencies inherent to the AcT model and management approach - perhaps opportunity cost considerations rather than 'pure' inefficiencies[10] - that could benefit the next phase by identifying and addressing.

Recommendations

The recommendations, though reflective of evidence relating to the current phase of operation, are largely intended to influence the new phase of AcT and its design, so should be read in that context.

Recommendation 1: Improve Local-National Linkages to better capitalise on local level results. AcT, working with partners and also taking a more proactive approach, should look at how results and data from local projects can be more effectively consolidated and channelled to national level. This will involve identifying the points of national level advocacy influence where such local data can be effectively utilised, as well as understanding when and how such moments are effectively leveraged, what AcT's role has been, and what it could do differently to be more effective.

Recommendation 2: Improve Synergies with Other DFID Accountability Programmes. Identifying the different organisations' key skills and attributes and what the opportunities are for these to be most effectively combined and leveraged. This will only be in specific, limited areas, such as in shared issues in A&R or at key moments, but offers opportunity for significant additional influence and impact.

Recommendation 3: Review & Extend the TOC Assumptions. AcT's results data should be used to explore the current assumptions in the TOC and demonstrate if, how and to what extent the assumed causal pathways held true, as well as showing differences in different contexts. Then extending the assumptions to the level of transformational change – also defining and setting expectations for this – will enable the next phase of the programme to be more ambitious and tell a stronger results story, and improve how ACT and its partners understand changes in the wider governance landscape, their role within this, and thus how to better plan and implement with this in mind.

Recommendation 4: Review & Revise the Logframe so that it better captures a deeper understanding of transformational change (building on recommendation 3). This is no longer an adequate representation of the progamme. Over-disaggregated indicators can be re-aggregated, and new indicators included that will allow for a wider and deeper understanding of AcT's change. This also requires careful assessment of how the ICF/CCE indicators and projects are factored in, which must be aligned when addressing common areas.

Recommendation 5: Review & Revise the PMP Tool to better support partner capacities over time. This is a tool that could present clear data tracked over time of how partners' capacities have changes. A methodology and process, including 'scoring', needs developing that allows a combination of qualitative and quantitative assessment will be a stronger, and more accessible learning tool as well as better presenting a key part of AcT's value externally. Closer involvement of partners in the development and

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[10] For example the strong support provided both to programme results and financial management are valid and necessary, but the opportunity cost is what isn't being done because of the time and resources being used in this way.

ongoing usage and review will ensure the tool is more fit for purpose – the purpose being to find the most effective way of monitoring partner capacity change over time, and to use this to improve programme management - and that it and its results have stronger ownership.

Recommendation 6: Review & Revise the Results Database to better capture the extent and depth of AcT's contribution to governance impacts. An investment in a review of the current results data will help to consolidate this and present AcT's current results narrative. A new database or results management system needs designing prior to the next phase of AcT. This should facilitate both data entry and access, based on the clear identification of the needs of key stakeholders.

Recommendation 7: Recognise and Reflect Where & How AcT's Value is Best Realised. This is relevant to the addition of new programme focus areas, to any expansion of the programme (though this is unlikely), or to a replication in another country. It encompasses the findings of this report, across the different area the sections cover, from relevance to context to conditions for success. What needs to be clearly recognised is that the fundamental success of AcT comes not from individual characteristics, but from the individuals who manage the programme, their understanding of contexts and relationships with partners, and ability to draw all of these different elements together into a coherent management approach.

Acronyms & Abbreviations

AcT	Accountability in Tanzania programme
A&R	Accountability & Responsiveness
ANSAF	Agricultural Non-State Actors Forum
CCE	Climate Change & Environment
CCM	Chama Cha Mapinduzi
CSO	Civil Society Organisation
DAC	Development Assistance Committee
DFID	Department for International Development
EfG	Equality for Growth
EITI	Extractive Industry Transparency Initiative
FGD	Focus Group Discussion
FCS	Foundation for Civil Society
FMA	Financial Management Assessment
GDP	Gross Domestic Product
HAI	Help Age International
ICAI	Independent Commission on Aid Impact
ICF	International Climate Fund
KII	Key Informant Interview
LGA	Local Government Authority
LHRC	Legal & Human Rights Commission
MDG	Millennium Development Goal
MIT	Massachusetts Institute of Technology
MTR	Mid-Term Review
NCA	Norwegian Church Aid
NGO	Non-Governmental Organisation
OBS	Open Budget Survey
ODI	Overseas Development Institute

OECD	Organisation for Economic Cooperation & Development
OGP	Open Government Partnership
OM	Outcome Mapping
OPR	Output to Purpose Review
PETS	Public Expenditure Tracking Survey
PMP	Progress Markers for Partners
RAG	Red, Amber, Green
RBM	Results-Based Management
REDD	Reducing Emissions from Deforestation and Forest Degradation
REM	Results & Engagement Manager
SNV	Netherlands Development Organisation
SOF	Strategic Opportunities Facility
THAT	Tandabui Health Access Tanzania
TFCG	Tanzania Forest Conservation Group
TOC	Theory of Change
TOR	Terms of Reference
TPDC	Tanzania Petroleum Development Corporation
USP	Unique Selling Point
VFM	Value for Money

1 Introduction

1.1 Purpose and Objectives of Evaluation

The main **purpose** of this independent evaluation (as defined in the Terms of Reference) is to explore whether the AcT model can and should be replicated, and what lessons should inform civil society work in Tanzania and elsewhere in future.

The **objectives** of the evaluation are to:

Demonstrate outcomes: Identify the results of the investments made (positive and negative, intended and unintended) on the various stakeholders involved including (a) access to information (b) citizens taking action (c) strengthening the capacity of CSOs in Tanzania; (b) increased accountability and responsiveness of government.

Understand the conditions for success: Identify the conditions for success, the appropriateness and replicability of the theory of change, and whether the model is more effective at delivering results in some areas of empowerment and accountability than in others – in particular comparing the 'mainstream' and the 'climate change and environment' elements of the programme.

Test the AcT model: Assess the sustainability, effectiveness, and additional benefits of the AcT model in comparison to alternative models of support. The evaluation should identify lessons that can be used to improve the effectiveness of the existing model.[11]

The evaluation is structured around a set of eleven **evaluation questions**, which the TOR aligned under four of the OECD-DAC criteria: relevance; efficiency; effectiveness; and sustainability. This framework formed the basis of the Evaluation Matrix for this evaluation, which is included in Annex 1. The report is structured across four sections, which correspond to the evaluation questions as follows.

- **Section 3.1 - Relevance to Context:**
  - EQ1: To what extent were the results planned/delivered by AcT an appropriate response to Tanzania's governance & responsiveness challenges?
  - EQ4: How did AcT and its grantees design their projects to respond to their specific contexts?
- **Section 3.2 - Capacity Development & Support**:
  - EQ7: To what extent was AcT's support to programme partners relevant to their funding and capacity development needs?
  - EQ8: How efficient has the AcT partnership approach been in making funding available and in supporting capacity development?
  - EQ10: To what extent has the programme partners' capacity been sustainably improved?
- **Section 3.3 - Delivering Results:**
  - EQ3: To what extent were the outcomes of the AcT programme achieved? What was the coverage of the AcT programme in terms of numbers of citizens benefitting?

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[11] TOR, pp4-6

- o EQ9: Was the AcT model more effective at achieving results in certain areas of empowerment and accountability than others? What were its limitations?
  - o EQ6: What were the conditions for success? In which context(s) is a similar model of support likely to achieve results?
  - o EQ5: How efficient have the log-frame indicators and targets been as a management tool and to provide insight into governance issues in Tanzania?
- **Section 3.4 - Deeper Benefit, Sustainability & Cost Effectiveness:**
  - o EQ11: To what extent are the outcomes achieved in phase one likely to contribute to longer term transformational impact?
  - o EQ2: What was the cost of delivering the outcomes? Could this have been delivered for less? Could the investment have been used more efficiently?
- **Section 4: Conclusions & Recommendations**

1.2 The AcT programme

The Accountability in Tanzania (AcT) programme started in 2009 and awarded its first grants in March 2010. AcT developed a baseline at the beginning of the programme. It has evolved from being a 5-year £20 million to a 6-year £31 million programme incorporating a dedicated Climate Change and Environment (CCE) grant window of £4.2 million in 2012. It was originally managed by a consortium, with KPMG as lead contractor, and with Delta and ODI managing component parts. Over time, it became apparent that the partners required a more 'comprehensive and engaged approach'[12] that the consortium was not able to offer. Therefore, in 2012, KPMG became the sole management agent and other changes were made to the programme, as outlined below. The following chart demonstrates some of the key moments of AcT's lifespan:

Chart 1: AcT's Timeline and Milestone
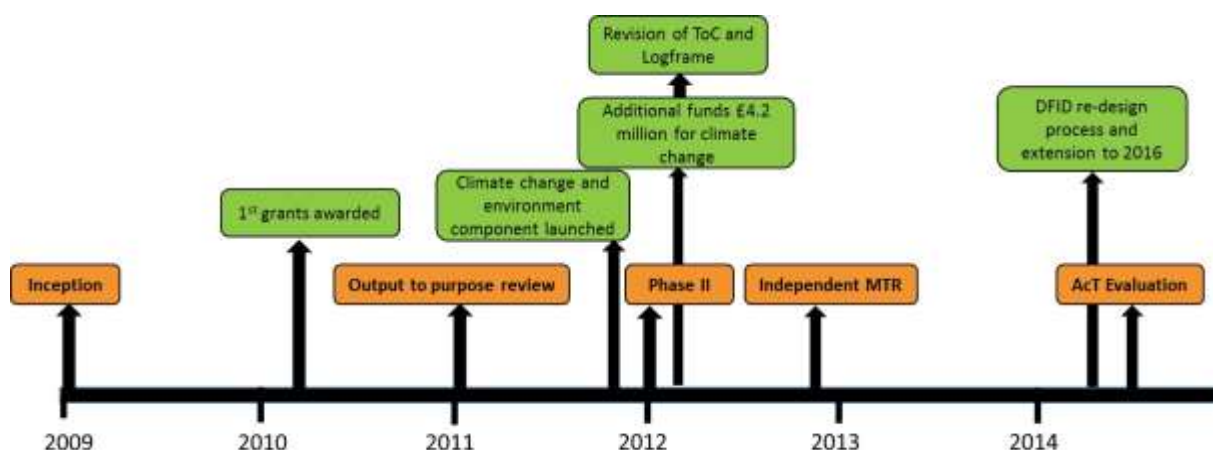
AcT's 'short-form' **theory of change** (TOC), revised after an output-to-purpose review (OPR) in 2012, is as follows:

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[12] Introducing the AcT Programme, p5

"Supporting civil society partners to implement context-specific strategic interventions will enable them to influence positive change in the attitudes and behaviour of citizens, civil society and government, making government as a whole more responsive and accountable".

AcT's **outcome** is 'To increase the accountability and responsiveness of government to its citizens through a strengthened civil society'.

Its four outputs are:

1. Enhancing citizen access to information – measured by reach and using the DFID Corporate indicator
2. Increased Citizen Action– measured through quality and quantity of individual and collective citizen action.
3. Strengthened Civil Society – measured through the application of learning, value for money, political economy analysis, and examples of raising complaints.
4. Elected representatives' and civil servants' engagement with citizens, at local and national level – measured through their participation in processes which would enable them to understand needs and priorities of citizens.

A further phase of AcT has been agreed in principle by DFID, with an interim year being funded before the new phase starts, scheduled for early 2016. It is anticipated that this evaluation will have some influence over the details of how the next phase is implemented, though the major planks and pillars of the programme will be decided and put in place.

2 Methodology

Throughout this report we use the term 'evaluation', reflecting the term used in the TOR, and our proposal and inception report. DFID's Evaluation Policy sets out what an evaluation should demonstrate in order to be classified as such, across the following conditions and criteria:

- **Systematic:** following a pre-determined, replicable and standards-driven process;
- **Objective:** avoiding intentional or unintentional bias in the selection or study of the subject;
- **Independent:** objective and not connected with the intervention under study;
- **Transparent:** results being made publically available;
- **Methodologically robust:** if replicated, similar results would be obtained.[13]

During the inception period, it was further discussed as to whether the approach and methodology accepted during the procurement process would still constitute an 'evaluation' under this set of criteria. In reality, the work required falls somewhere between a review and a formal evaluation, but additional work has been done to enhance the methodology with a more systematic and transparent process of demonstrating the underlying evidence base.

2.1 Methodological Approach

Data collection for this evaluation was conducted in three ways: firstly via a desk-based literature review, which continued throughout the majority of the data collection phase; a field-visit to Tanzania in November 2014; and the review of a set of specially commissioned reports, intended to speak to key issues as recommended by the MTR and as a resource for the evaluation.[14]

The inception meetings in Tanzania involved speaking to key stakeholders, mainly in DFID and AcT. This was used to clarify the objectives of the assignment and flesh out the schedule for the assignment, for example working with AcT to agree which partners should be visited by the evaluation team. Following on from this, we prepared our inception report, which was influenced by the discussion around the nature of the assignment noted at the start of this section.

2.1.1 Field Visits

Over a two-week period in November 2014, the evaluation team conducted:

- A site visit outside of Dar to Kilwa Masoko:
    - 4 Focus Group Discussions (FGDs) with beneficiary groups, 3 interviews with District Officers;
- Within Dar:
    - Key Informant Interviews (KIIs) with 10 partner organisations.
    - 2 FDGs with AcT partners: (1) Climate change partners; (2) mainstream partners;

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[13] DFID (2013) *International Development Evaluation Policy,* p5.

[14] In reality several of the reports were only made available towards the end of the evaluation, rather than prior to the fieldwork, as planned.

- 3 interviews with organisations not supported by AcT: one ex-AcT partner, one organisation that applied for AcT funding but was not successful, and two similar civil society programmes funded by DFID.

Templates were developed for the different types of KIIs and FGDs held (see Annex 3). The templates were used as a guide to these semi-structured sessions, to keep the discussion focussed on objectives whilst enabling the flexibility to follow-up on important points. The full list of respondents can be found in Annex 4.

The inception report stated that half of AcT's partners would be involved, though in reality 17 of the 25 (68%) active partner organisations were consulted, using KIIs, FGDs or both. The sample was not selected randomly but, rather, purposively, in order to cover a breadth of different types of partners. Partners were selected using the following criteria: where they were based, either in Dar es Salaam or Kilwa Masoko, and for practical reasons of how far the team should travel in order to make the best use of time. The field visit concluded with 'validation' workshops with both AcT and DFID, to present the early findings of the evaluation, from which AcT sent further documentation to clarify certain points.

2.1.2 Limitations & Challenges

Due to the nature of the Evaluation Questions this assignment was asked to consider, and the nature of the work that AcT undertakes, a strong reliance on the judgement of the evaluation team was inevitable. Methodologically, it is important to demonstrate that these judgements are based on clear evidence, and that in terms of robustness – as the DFID criteria at the start of the section note – that if the methodology were repeated, similar results would be found.

Issues of **bias** were also considered, and methods put in place such as triangulation in order to minimise this, and making sure that leading questions were avoided as far as possible in the KIIs. The team also developed methodologies for document review and storage, so that records could be easily reviewed to check the process. This assignment is being Quality Assured by a semi-independent reviewer – a Director of Itad, but not part of the evaluation team.

In order to assess the capacity of partners, the inception report laid out the possibility of developing an organisational capacity assessment tool based on AcT's Progress Markers for Partners (PMPs). This involved the development of a scoring system to capture partners' position across the PMPs, which would be filled in by partners themselves, then validated through a peer-review process. However, upon reviewing this and with the benefit of AcT's input, it became clear this would not be possible to do, practically in the time available, and conceptually, as it required a longer process of validating the methodology first. Indeed, this type of scoring and analysis is something that AcT raised in the course of the evaluation as something that it may like to explore as a potential tool to track partner capacity changes in future. Therefore, this evaluation explored partner capacities by reviewing documentation such as the PMPs, risk register and partner summaries, and also within FGDs and KIIs. The aim of this approach was to provide a nuanced and in-depth depiction of partner capacity.

3   Findings

This section covers the main findings of the evaluation. It is set out across four subsections: Relevance to Context (Section 3.1); Capacity Development and Support (Section 3.2); Delivering Results (Section 3.3); and finally issues around Deeper Benefit, Sustainability & Cost Effectiveness (Section 3.4).

3.1   Relevance to Context

Summary of Findings

AcT and its partners are effectively identifying and addressing accountability issues using contextual analysis informed by relevant, local information. This is understandably strongest at a local level where partners are located and where they focus, with, and where such issues are generally more accessible and, relatively, easier to influence.

Opportunities for wider, or national level influence based on aggregated partner voice or action are less frequent, harder to achieve, but have potentially significant effect if it is well understood how the programme can best capitalise on these. There was a weakness in linking with other DFID accountability programmes, and a missed opportunity to combine and influence accountability, including at national level, more effectively.

AcT's model and mode of support, especially the use of Outcome Mapping and the empowerment of partners to be able to make decisions based on their knowledge of and proximity to context, ensures that contextual issues remain at the fore and that projects are closely reflective of them. AcT works alongside partners to understand the changing nature of the political space over time and respond to some of the practical constraints to working with civil society in a responsive and iterative manner[15].

Whilst governance and civil society challenges are applicable to all AcT partners, those working in the area of climate change often frame issues differently, as sectoral issues that overlap with broader governance issues.[16] This demonstrates a potential gap in linking and coordinating on key shared issues, but is also an opportunity for the next phase of AcT.

AcT's partners effectively understand and address accountability & responsiveness challenges in their contexts, within the framework of the AcT's output focus areas. The main AcT programme was designed and approved before the current requirement in DFID for Business Cases, which are where the strategic focus would normally be set out and the problems that the programme is aiming to address. AcT's overall approach to addressing and improving accountability and responsiveness in Tanzania is set out in the elements of the narrative theory of change, and the output areas. As a programme it aims to provide targeted, relevant support to carefully selected partners, thereby increasing the strength of these CSOs (output 3), enabling them to effectively implement their own strategies (represented by

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[15] Introducing the AcT Programme, p7
[16] Climate change focus group

Outputs 1, 2 & 4 on reach via media[17], improved citizen voice and action, and engagement with authorities[18], respectively).[19]

The overall need being addressed was described by AcT partner NCA as 'an accountability deficit'.[20] This aligns with the summary of the overall context from the IDL design for AcT II paper, which notes that 'accountability remains largely, and stubbornly, informal'.[21] Particularly in the area of civil society strengthening, AcT has set out a further set of issues to the challenges faced: (i) The proliferation of CSO numbers but not quality; (ii) a traditional or static view of what CSOs' role is with citizens; (iii) governance and accountability structures and practices; (iv) donor practices and relations with civil society and CSOs; and (v) effects of staffing and other resources.[22] These points should be seen as reflective not only of the conditions AcT was designed to address at the start, but also the evolved understanding of context over the years of operation, and therefore strongly reflected in future programme and project design.

These challenges are addressed by AcT through its partners and their projects, underlining the importance of partner selection in AcT's TOC and approach. Initial partner selection and programme design was conducted differently to how other similar programmes operate.[23] AcT's overall funding and TOC was agreed, and then AcT spent time both advertising for and approaching partners who would be likely to be able to deliver against this, such as SNV and NCA. Partners often had a weight of existing contextual analysis to bring to and benefit project design.[24] They were also approached because of their unique characteristics and what added value this could bring to addressing accountability & responsiveness challenges, such as NCA's links to the faith-based NGO community, and there was a specific drive by AcT to move away from the 'usual suspects', as well as those NGOs in Dar and within a crowded national space.[25]

All three organisations that this evaluation visited in the field outside of Dar source information from people on the ground, in their local contexts and are kept up to date in real time. HakiElimu has a network of 19,000 active Friends of Education and states that, "they communicate once in a while and

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[17] Access in Tanzania is regulated by various laws which, in the absence of Freedom of Information legislation, undermine civil society's right to access information and freedom of expression (LHRC 2009).

[18] The legal framework for civil society organizations is restrictive, particularly for advocacy activities. The Non-Governmental Organizations Act of 2002 permits CSOs/NGOs that serve "the public interest," which it defines in terms of welfare and economic development. The government can and has prohibited CSOs/NGOs from undertaking activities that it interprets as primarily "political". Therefore, AcT has responded to some of the practical constraints to working with civil society in a responsive and iterative manner.

[19] Adapted from AcT's narrative TOC, and logframe indicator definitions.

[20] Partner interview with NCA.

[21] Brain et al (2014) *Accountability in Tanzania (AcT) Phase II First Stage of Design*. theiDLgroup, p20.

[22] AcT (2014) *Introducing the AcT Programme,* pp3-4.

[23] Based on the evaluation team's experience of working on various other civil society programmes in Africa. E.g. HAI conducted 11 community meetings over the 6 month project development phase to inform and improve design.

[24] E.g. HakiElimu research on the education sector; ANSAF research on the cashew sector; EfG had two academic papers which contributed to the baseline; HAI had ongoing contextual analysis that was strengthened by the AcT partnership. TFGC had an established community forestry management approach that AcT's focus on governance was designed to supplement and complement.

[25] Feedback from AcT to an earlier draft of this report.

respond to communications from HakiElimu"[26]. The Friends of Education in Kilwa Masoko send letters to HakiElimu and sometimes provide reports, but not on a regular basis. They reported that getting feedback on their progress from HakiElimu is a challenge. Nevertheless, the Friends of Education are an invaluable source of information for HakiElimu. Similarly, LHRC has district level monitors who report on issues and TFCG has a community dashboard, which they use both to consider contextual factors and as a basis for interacting with communities.[27] These mechanisms of people on the ground updating the relevant AcT partner appears to be an effective way in which to monitor accountability and responsiveness challenges.

Partners are on the whole locally-located and focused, even if a national organisation with local operation, or local sub-partners, like ANSAF. As the 'Documenting AcT Results' report notes, in the latter phases of this phase of operation '…AcT started to note a shift in the locus of change away from national level and down to more local levels.'[28]The changes that partners aim to achieve are both at this local level, but may also link up to a more aggregated level of change between multiple partners and/or at a national level. AcT's results reporting allows for both types to be captured, though this raises another point about the relative *value* of a recorded result. It also raises a set of further considerations, namely: what examples are there of when this form of aggregated action has happened; how did this aggregation occur; was it successful or not and why; what was AcT's role in this, and could it have done anything more to help achieve change.

This links to what Jonathan Fox calls 'the vertical integration of civil society oversight' i.e. moving from single to multiple voices, to aggregated and then representative voice.[29] The report commissioned by HakiElimu on citizen action also considered what motivates citizen action, concluding that the linking of individual groups is an important process element to galvanising wider influence, as well as ensuring that there are feedback loops to the groups so that they are aware of what effect they are having.[30]

AcT has been a useful vehicle to facilitate the linking of partners around sectors, or around issues.[31] Two additional points are relevant here: firstly, as the document relating to the AcT II design notes 'The variation between sectors in the level at which partners were successful in influencing actors to take action is probably because of two factors: a) the level at which decision making for a particular issue occurs, b) the strengths, opportunities and resources available to an actor at different scales.'[32] This overlaps with points that are made below, both in the section on capacity development and support, and on conditions for success.

AcT's promotion of – though not insistence about using[33] – Outcome Mapping also strengthened this focus on context. OM is a context focused methodology: understanding the specific behaviours, needs

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[26] Ibid

[27] Partner interview with TFCG.

[28] AcT also noted in comments to an earlier draft of this report that in the process of partner selection, there was a conscious process of moving away from usual suspects and those engaged in a decreasing national level space.

[29] See e.g. http://www.transparency-initiative.org/wp-content/uploads/2014/03/Jonathan-Fox-Presentation2.pdf.

[30] HakiElimu (2014) *Citizen's Actions Foster Sustainable Change in Education and Development: The Case of Friends of Education in Tanzania.*

[31] Brain et al (2014) *op cit,* p4.

[32] Brain et al(2014), *op cit*

[33] BBC MA, for example, decided that OM was not the right methodology for them, on the basis that much data that OM would collect on context they felt they were already collecting via other methods.

and motivations of people in context. The majority of partners did agree on the use of OM, and this has clearly benefitted them and AcT in ensuring this focus on understanding and adapting to context has remained at the fore. The AcT commissioned study on OM reported that OM improved linkages between objectives and results in 16/20 partners; helped 15/20 partner define and deliver results better by a clearer understanding of context; and was effective in assisting 19/20 in selecting 'boundary partners'.[34] For example, HAI via OM realised that the police were lacking as boundary partners, which then impacted on the identification of witchcraft and killings as key focus areas. [35]

The AcT Climate Change and Environment (CCE) grant window was introduced in 2012. AcT explains that many of the governance and civil society challenges in Tanzania are also applicable to partners working on climate change.[36] However, AcT also recognizes that, "observed problems are not constructed as governance issues, though interventions such as around community based forest management, land use planning and water source protection, have clear local level governance implications".[37] This is a potential weakness for the programme in missing out on where partners are in fact working on similar issues, and where combined action could have delivered stronger results. This will also link to the above point about stronger advocacy and influence, and for the alignment of the CCE partners and their results to the AcT logframe, and how to structure this, which is considered below in Section 3.3.

There has been a weakness in identifying synergies between key DFID voice and accountability programmes, and opportunities to collaborate, which may have led to more effective overall advocacy and influencing of accountability & responsiveness.[38] DFID provides funding for three large programmes which broadly operate in the accountability space in Tanzania: AcT, Twaweza and the Foundation for Civil Society (FCS). Though it is potentially misleading to conceptualise all three programmes as 'DFID programmes' – with Twaweza at least strongly defending its identity and independence - it was conceded by representatives from all three programmes that there has been a missed opportunity to collaborate more effectively, albeit in selected focused cases.[39] This would also speak to the observation that 'The absence of grass-roots social movements and mobilisation allows patronage politics to dominate more or less unchallenged at national and lower levels.'[40] AcT's analysis, shared by others, is that CSOs are not well connected. The relationship with citizens is not strong. Relationships between CSOs working formally and informally on shared issues are weak. At the same time, CSOs/NGOs are, comparatively, less trusted[41].

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[34] A term from Outcome Mapping relating to those actors identified as being on the 'boundary' between a partner's spheres of influence, and therefore a target for their work in order to leverage their influence.

[35] MacDonald & Miner (2014) *Assessing The Value of Outcome Mapping in Strengthening Act Partners' Strategy Development, Planning and Monitoring, Learning and Evaluation,* pp1-2.

[36] Introducing the AcT Programme, p4

[37] Ibid

[38] In other countries such as Nigeria, DFID's governance programmes are set up to more explicitly address supply (e.g. SPARC) and demand (e.g. SAVI) sides and, in theory, complement one another.

[39] Field interviews with senior managers of each organisation.

[40] Brain et al (2104), *op cit,* p23.

[41] Lack of trust in NGOs was noted in a study of 3 districts in 2012 (included in Hoffman).Approximately 60% of respondents claimed to trust the president and the ruling party, and about 40% displayed confidence parliament and local government. By contrast, only about 20% trusted NGOs. A recent survey by Twaweza only 17% of respondents trusted NGOs a lot, compared to 68% trusting religious leaders

The evaluation team discussed with the programmes' management how it could be useful to play off the relative strengths of each programme, such as Twaweza's research combined with international visibility; AcT's innovative way of supporting organisational and strategic development; FCS's fund-management skills, including small grants; and both AcT and FCS's links to civil society, which Twaweza admits it is weak on. This could help with the challenge of linking, practically and conceptually, the results at local level with those at national level, as well as delivering increased pressure on government which may then be reflected in a 'positive cycle' of improving CSOs' – including AcT's partners – ability to deliver their projects.[42]

3.2 Capacity Development & Support

Summary of Findings

Partners' capacity has, in most instances been improved, sometimes significantly. The smaller, more 'start-up' partners demonstrated the highest level of benefit of AcT's inputs and support. The results of this capacity are evidenced in the organisations' systems and processes, such as in financial management and reporting, but also in how these systems are used to develop a wider funding base, leading to greater sustainability. Partners report that this leads to a sense that there is a genuine partnership approach at work, a partnership of different skills and attributes but where these are leveraged fairly and effectively.

The content and process of delivery of capacity support has not always been perceived as being clear or effective. This is particularly the case in the area of financial management, where different interpretations of the guidance have been demonstrated between partners and the PMU.

Whilst AcT is, on the whole, providing strong support, there is evidence that partners do have some capacity support needs that AcT is not meeting at the moment, for example in how to use Outcome Mapping at local level, within a consortium and with boundary partners.

Due to the type and intensity of the support that AcT provides, there is likely to be a limit to the size of partner portfolios that can be effectively managed by AcT, or a similar programme. This is more than a simple funding or capacity issue or ratio, but one that relates to the ability to instil and manage a consistent and cohesive understanding of the AcT model and approach across the partner portfolio, and is potentially liked to specific individuals' roles in AcT.

AcT has a set of criteria for an ideal partner organisation but recognises that partners may not display all of these characteristics at the start and may face challenges during implementation. Working with its partners, AcT offers a range of support which is used to influence and facilitate organisational change and strengthen organisational capacity:

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[42] AcT's management also noted that they have spent significant time informing reviewers and designers of other DFID programmes about the key aspects of AcT's approach and model. This would need to not only be reflected in these programmes' documentation, but then also in how they are practically managed, and whether this leads to more and better synergies.

- Appropriate and flexible funding and support to organisations with a "big idea" about how to change the accountability and responsiveness of government;[43]
- Investing in understanding organisations before they become partners, mainly through dialogue on project design logic and a fiduciary risk assessment;[44]
- Building organisational capacity in areas such as financial management, governance, accountability , VFM and risk management;[45]
- Encouraging organisations to learn systematically: individually and collectively (through learning events);[46]
- Supporting partners to adopt Outcome Mapping as a tool to help them think about transformational changes in boundary partners, thus reducing the focus on project outputs.

AcT's willingness to provide support, financial and non-financial[47], to partners to help them to meet these standards, or to regain them if there has been slippage, is an extremely important corollary to requiring minimum standards. It is a quid pro quo – AcT recognises its own high standards, but supports partners in their attainment of them. Partners report that this leads to a sense that there is a genuine partnership approach at work, a partnership of different skills and attributes but where these are leveraged fairly and effectively.[48]

In the case of lapsed partners, there is mixed opinion on the support provided and the way in which the decision to end the partnership was made. An interview with TNRF revealed that AcT provided significant financial and non-financial support, but in the end, the organisation was unable to respond adequately, and admitted that the main fault was their own. On the other hand, an interview with ActionAid showed that this ex-partner felt that more could have been done prior to the termination of the partnership, although AcT's response is that they had gone through all the available steps. This mixed opinion suggests that the important consideration for the future is to continue to maximise clarity of communication at all stages, that it is unlikely that all stakeholders will always be satisfied, and to so document what steps are taken and why to foster accountability.

A lot of the support is agreed at the point that the partnership is designed, but the support relationship continues throughout the partnership, and AcT remains open and willing to provide what is deemed necessary to help partners deliver their projects, to scale up, or to help them to re-attain originally agreed standards. This 'can-do' attitude to support generally means that it is provided very efficiently. The direct financial costs are often minimised if AcT feels that, for example, PMU staff could provide the

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[43] E.g. AcT heavily funded EfG, over the initial 40% threshold set, as it was felt that their idea was so strategically relevant and this would be a worthwhile investment. FCC another 'startup' partner which benefitted from significant capacity support and investment.

[44] E.g. SNV's model was very similar to AcT's. They call in an enquiry-led approach, which features inclusive devt, context, ownership etc which are all key to AcT's model. AcT helped them by giving space for grow their projects, allowing a process of dialogue, to define results at a higher level, to innovate etc.

[45] E.g. ANSAF valued the learning in terms of the OD processes, and setting up and using PMPs is very important, and has strengthened the organisation, then linking to the delivery of the higher level results.

[46] FCC used the formal learning events to support their development process, and also informal/independent from these e.g. linked up with another partner for help on OM.

[47] E.g. support of finance staff time from the PMU, or procurement of consultant resources.

[48] E.g. partner interviews with SeaSense, SNV, ANSAF.

support necessary, though this leads to potential indirect inefficiencies as this staff time comes at an opportunity cost to the rest of the programme.[49] To put it another way, the PMU focus much time and resources on the areas of highest programmatic risk – finances and results – so, as noted below, this regulates and mitigates risk, but potentially uses resources that could be used on areas of lower risk, such as for example learning, but this would therefore require a rebalancing of the risk appetite of the programme.

The smaller, more 'start-up' partners demonstrated the highest level of benefit of AcT's inputs and support. There were examples of partners being effectively built from the ground up, for example EfG, whose benefit from the capacity support was used to expand operations and attract a wider set of funding partners. Another example is ANSAF - between 2006 and 2010 it only had one staff member. AcT then supported the organisation through the development of a new strategy, as well as building Financial Management capacity, and promoted Outcome Mapping as a learning/reporting tool. All of these are still used by ANSAF, so it is unlikely that without AcT support the organisation would have either attracted other funding or delivered results in the same way. AcT's benefit is not exclusive to smaller organisations however, as larger NGO partners have also been able to leverage additional funding based on some of the key inputs that AcT has delivered to their organisation.[50]

Nevertheless, **the content and process of delivery of capacity support has not always been perceived as being as clear or effective as it could be.** The due diligence process is extremely detailed, heavily weighted towards financial management. As one partner reported via email: '*gradually the program shifted from this core competence towards enforcing strict financial management compliance, with limited time to build the necessary financial management and accountability in our local partners. While this strict regime of compliance is good for minimizing financial risk, if not handled wisely – with a long term aim of capacity building – it can jeopardize relationships and paralyze program work.*' Another partner reported that their operations were 'shut down' for eight months whilst financial management standards were at issue.[51] The tone of this comment was echoed by a small number of other AcT partners. They see the reasoning behind these controls, but see them as being the foremost concern for AcT. This aligns with AcT's own feedback to us that in terms of risk management, finance is the key area,[52] though challenged the partners' interpretation that there was no real ability to discuss this. It is also noted that in AcT's guidance note on partner financial management, stress is placed on an approach that includes understanding the partner properly; having a meaningful relationship; openness; flexibility; and creation of a learning environment.[53]

There are also some areas of the process of due diligence where greater clarity is necessary. For example, at least three partners commented that their belief was, at one stage, that AcT required them to have an in-country board, as well as a divergence over how explicit guidance is in this area. The due diligence checklist is, however, quite explicit about this point, so it is easy to see how this impression could be formed by partners. Partner interviews revealed conflicting messages in this area from

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[49] See also Section 3.4 below, which considers efficiency of use of AcT funds and includes a recommendation on identifying where potential efficiencies could be realised.

[50] E.g. HAI established a funding relationship with USAID based on their OM approach. Partner interview with HAI.

[51] Interview with TFGC.

[52] From various conversations during the fieldwork, though supported by AcT's risk manual and procedures.

[53] AcT (2014) Delivering Programme Results Through Flexibility: Building Partners' Financial Management Capacity, p13

different partners, some of whom found solutions that others reported were not possible.[54] This shows that, at least, there is a need for clearer communications in this area, and a review of the letter and spirit of implementation of this area.

AcT stressed that though the financial management aspects were very important, they should also be seen alongside the support that is provided to partners to enable them to attain or maintain the expected standards, at the start and throughout implementation, and evidence presented above supports this. This is a value judgement to be considered by the programme managers, and consistently reviewed: there is clear value in good FM, especially in the current context of increased attention on VFM internationally and a context of weak FM nationally in Tanzania, but how this is implemented must be done in a way which is most conducive to – and not an obstacle to - the achievement of partner and programme results. The perceptions of partners clearly are, in some cases, different from those of the programme managers, but this can be used as a learning opportunity.

While AcT is in general providing strong support, there is evidence that partners do have some areas of capacity support needs that AcT is not meeting at the moment. In particular, there were several requests for further support on how to better use OM with local partners and communities. This was picked up in the MacDonald & Miner (2014) study on OM commissioned by AcT. Other partners discussed the amount of time it took them to take on OM as a tool, requiring them to 'do business differently'[55], and that as consortium bodies, it would be useful if the support could be more tailored to the fact that they have their own partners who could also benefit from the training.[56] This was echoed by other partners who talked about the value in trying to get OM training as far down towards and within communities as possible, to help with both data gathering and better analysis of local contexts and results.[57]

Overall the AcT model of capacity support – while largely effective – does place a limit on the number of partners that can effectively be managed in this way. AcT's approach to capacity support and development is in line with an ICAI (2013) report, which examines how DFID funds its empowerment and accountability programmes.[58] The report recommends that 'DFID's support for CSO advocacy and influencing at the national level should be more targeted, with smaller portfolios, longer partnerships and more tailored capacity-building support.'[59] The evidence from this evaluation supports this, though what this suggests, in terms of the replicability or expansion of the AcT model, is that there is likely to be a limit to the size of partner portfolios that can be effectively managed in this way. This does not appear to be a question just of calculating, say, funding to staffing ratios, as there are less quantifiable elements such as the relationships between PMU staff and partners that are crucial to this.[60]

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[54] E.g. NCA were able to negotiate a 'quasi-national board', which IUCN claimed they were unable to do.

[55] Interview with REPOA.

[56] E.g. interviews with ANSAF and FCC.

[57] E.g. interviews with HAI, SNV and NCA.

[58] Noting that AcT is technically an accountability & responsiveness programme, though as an aside it seems that empowerment is something that AcT delivers, though doesn't record.

[59] ICAI (2013) DFID's Empowerment and Accountability Programming in Ghana and Malawi.
http://icai.independent.gov.uk/reports/dfids-empowerment-accountability-programming-ghana-malawi/

[60] This seemed to be key from our fieldwork, being key not just to the flexible approach to programme management, but to the level of understanding of organisations that enables this to be done effectively. It also relates to the very strong identification of the Programme Director to the AcT model, which was related to the

In terms of assessing capacity support, the use of Progress Markers for Partners (PMP) is a key element of the AcT model. Indeed, there is a lot of potential to make better use of it to track trends and inform decision-making around the types and timing of support. Partner capacity is monitored through the use of the Progress Markers for Partners, which cover 12 different areas from governance, to VFM and learning. Capacity support to partners is a crucial element of the AcT model and TOC, as this is how partners are able to implement their own strategies more effectively to address and improve accountability and responsiveness. The PMPs matrix is helpful to AcT and partners as it provides:

- A structure to dialogue with partners
- Common criteria for REMs to assess and note against
- For positive and backward movements to be recorded.
- A record throughout the partnership.
- Risk assessment of a series of finance related characteristics.

The content of the PMP tool was assessed by the evaluation team against other internationally recognised tools[61], and was found to be comparable. However, the PMP matrix does not provide a quick overview or summary of partner capacities over time, as it contains detailed qualitative information rather than summaries, scores or using a traffic light system. This limits the tool to being a way of structuring the engagement, rather than one that can also be used to systematically review and track improvements over time with partners.

An investment in re-designing how the PMP tool is constructed and used would be very valuable, both in having a way to 'score' partners more clearly and also in terms of having partners actively engaged in all stages of its design and usage. For example, proxy scores could be included, based on partners' demonstration of characteristics across the range different levels from 'don't like to see' to 'love to see'. This would also require a regular data collection schedule, but the result would be a clearer process of capturing and presenting organisational capacity change and development, as well as being able to track trends more accurately over time which would enable more effective decision-making as a result.

3.3 Delivering Results

This section covers a number of different areas related to AcT's results. It starts by considering the level of achievement of results, and at what level these results are being achieved. It then goes on to consider the differing levels of achievement for different areas of accountability and responsiveness, followed by a section looking at achievement in different sectors.

This is followed by a consideration of how AcT's logframe and indicators enable or constrain their capturing of results, and the final sub-section looks at the conditions for success in relation to AcT's results. It is also worth noting that the evaluation was using the results data based primarily on 2014 data, with some more recent qualitative findings from interim reports.

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evaluation team on several occasions, albeit anecdotally. Whilst this cannot be assessed, that it is perceived is worth noting and considering.

[61] See www.mckinsey.com/ocat

Summary of Findings

AcT is achieving outcome level results, with greater success at local level, and stronger output level results. As AcT states, there are nearly double the number of final outcomes reached at the district and regional level (28) as compared to the national level (15) - and there is significant qualitative evidence that there is benefit being realised by AcT's partners as a result of these outcomes.

AcT's direct influence is most apparent in the area of civil society strengthening, where clear results are being achieved as framed by the indicator. Strong results are being achieved in the area of media reach and citizen action, but here AcT's contribution is less evident or direct.

AcT has managed its results effectively, recognizing the need for, and supplying, a balance of quantitative and qualitative data which gives a clear overall picture of what changes are being delivered, and how. In the management of AcT, insight does not come from indicators, but in how the whole body of evidence that the programme collects is used by both the programme team and the partners to understand their contexts, and relevant issues. In fact, it is the strength of the management approach of the PMU that is the key factor, and the logframe indicator provide a necessary but not sufficient basis on which deeper knowledge and understanding are employed.

Evidence demonstrates that success is dependent on key conditions at least being evident on both 'sides' of the accountability relationships in the partner projects, and is more about being aware of the range of factors and being active in reviewing and assessing context and implementation, and adapting to fit changing circumstances. This is how internal and external contextual analysis e.g. the Progress Markers for Partners and Outcome Mapping can be effectively used in combination.

AcT is achieving outcome level results, with greater success at local level, and stronger output level results.[62] Stronger local level achievement is to be expected for a programme like AcT, both for the reasons above, but also because the majority of partners are locally-focused, and because national-level change is inherently harder to achieve, therefore taking longer.[63] It was suggested both that the decentralised nature of governance in Tanzania means that many more results will be achieved at local level, but also that there is a need for a 'critical mass' of local action to build up before national level results can be delivered.[64] It was also suggested that the kind of direct interaction and influence at national level that can galvanise more direct change is the preserve only of the largest organisations, of which there are only a small number in AcT's portfolio. NCA noted that they are effective at the type of national level dialogue and interaction, such as demonstrated around their work publicising 'The $1bn Question' report[65], prepared jointly with other faith-based organisations in Tanzania, but that they are in some cases more effective at delivering 'results' per se at local level, such as identifying misuses of funds.[66]

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[62] Annual Review, p21-22. Civil servants at local level have the highest proportion of results at final outcome level (65% of reported results), followed by national level civil servants (51%), then MPs (35%), then councillors (25%).
[63] As Brain et al (2014) note by way of example: 'The senior leadership of the country includes individuals with records of corruption stretching over decades. To CSOs of any stripe, these are untouchables.' P29.
[64] Email feedback from SNV.
[65] http://www.cmi.no/file/2751.pdf
[66] Interview with NCA.

How AcT contributes to outcome levels changes can be read from the TOC: the selection of and support to partners to help them to implement their own strategies, which then lead to changes at outcome level in terms of accountability and responsiveness. The indicator on reach, Output 1 relates to reach via media, though is defined as 'people supported to have choice and control over their own development measured by total numbers reached through media and other outreach activities'[67]; in other words there is an explicit link made between reach and benefit, though choice and control themselves are not measured explicitly e.g. via proxy indicators, so there is another assumption here to be tested. The wider TOC consideration is to what extent this high level of reach can be linked to outcome achievement (noting that there is no strong correlation at present, though accepting possible time-lag), whether contribution needs to be considered across all the outputs, or if in fact contribution needs to go even wider than this still.[68] The level of contribution therefore varies according to the partner and the level of support that is provided, and the level of effect this has on implementation of the partner's strategy.

To take two examples to illustrate this:

1) EfG, which was a 'startup' organisation where AcT provided nearly 100% of funding at the start of the partnership, and built the organisation's internal systems and processes from almost nothing, is an case where the level of contribution that AcT can claim to the results presented is significant.[69]

2) ANSAF is a much larger organisation, with its own network of partner across Tanzania. AcT now funds around 30% of the organisation, though this has been higher in the past. Though ANSAF noted that it would be hard to identify results which are 'AcT-specific', which is consistent with the way AcT works, it suggested that AcT's influence on the organisation's development was of a greater value than the level of funding would suggest.[70]

There is strong qualitative evidence that there is benefit being realised by AcT's partners. However, these are results that the partners are achieving using funding from *all* of their funding partners, variable according to the partnership in question. This aligns with AcT's model of 'basket funding' partners, and a move away from a perceived traditional model of 'subcontracting results'. As with the point made above on balancing risk in the programme, this is a value judgement for AcT management, and indeed DFID: this funding modality, focused as it is on capacity building, is totally legitimate and defensible, but in the context of a results structure that extends from capacity building up to 'transformative change' means there is a reduced level of attribution of contribution to change, and ability to track influence through the results chain. There is not insignificant commentary that such a model is in fact good practice and more appropriate to delivering results in complex contexts and focus areas,[71] though it is important for both accountability and learning reasons to be clear about this, and to

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[67] AcT internal document defining indicators.

[68] HAI talked about using local level results to support national level advocacy (Interview with HAI), though there is another step from this to the 'decision' that would be recorded at an outcome-level result.

[69] EfG has since widened its funding base, so the level of contribution will have reduced. (Interview with EfG.)

[70] Interview with ANSAF.

[71] See, for example: 'To really address the problem means creating space to understand and engage with local context and having the freedom (and capability) to design flexible and adaptive programmes.' http://oxfamblogs.org/fp2p/dfid-is-changing-its-approach-to-better-address-the-underlying-causes-of-poverty-and-conflict-can-it-work-guest-post-from-tom-wingfield-and-pete-vowles/ ; the article 'The Illusion of Control'

maintain a focus on understanding how change is delivered via such a funding modality, which in turn is a function of effective monitoring and evaluation, to understand, analyse and present this.

Achievement in Different Areas of Accountability & Responsiveness

AcT doesn't define accountability &/or responsiveness, though this can be inferred from the outcome which records decisions of elected and appointed officials, based on civil society action, as set out by the indicator representing this.[72] AcT's TOC sets things out more widely, with the four output areas and the assumptions that govern how change happens between the different levels of stages of the results chain. For the purposes of this evaluation, these will be considered as areas of accountability, though it is would also be possible to consider these output level elements as 'steps towards', or necessary but not sufficient components of, improved accountability which would be evidenced as an outcome level (or possibly an intermediate impact level, as is suggested below) result. **AcT's direct influence is most apparent in the area of civil society strengthening, which is represented at Output 1 in the logframe. Strong results are being achieved in the area of media reach and citizen action, but here AcT's contribution is less strong or direct.**

It is also noted that DFID is minded to include corruption as a specific focus area in the next phase of AcT. AcT is already set up in a way to effectively address corruption and indeed can already demonstrate results in this area such as results concerning oversight or prioritisation of public spending, the use of financial measures in natural resource governance, or direct gain to citizens.[73] As Smith and Tukai (2014) explain:

> "Programmes focusing on empowerment, accountability, responsiveness and so on, often implicitly see 'corruption' or putting right the misuse of funds as a priority area. AcT's conceptualisation of Governance is a lot broader and more complex than that, but government money is a good window for starting to look at the kinds of things AcT partners have achieved" (Documenting AcT Results, p4).

There is an understandable focus on this across DFID at present after ICAI's robust analysis of DFID's work in this area, but a narrow and/or explicit focus moves AcT away from its approach, which has proven successful, in addressing the underlying conditions that cause issues like corruption to exist (albeit whilst still engaging on certain specific issues which are more explicitly about corruption). There is also the risk that making the programme more explicitly political could have a knock-on effect to further closing down space that partners have successfully cultivated so far.
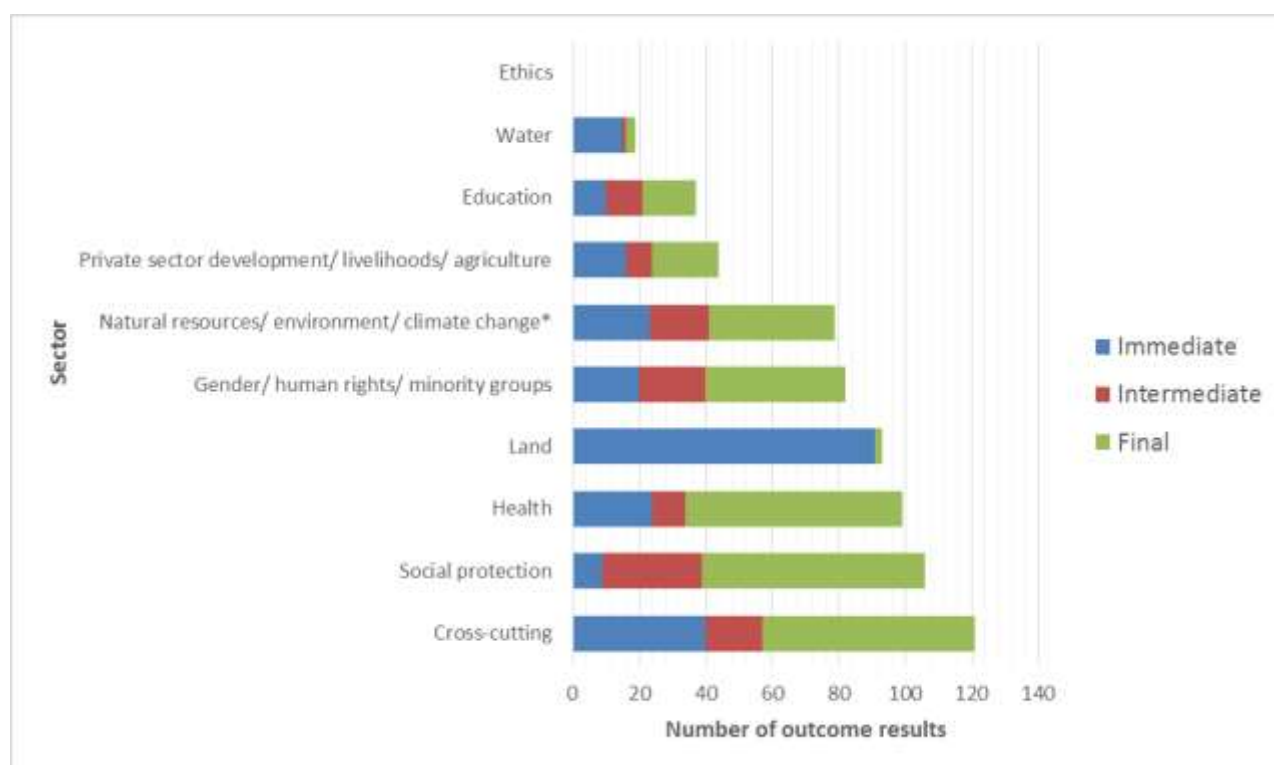
Sectoral Results

The evaluation used AcT's results database, and the sectoral classification that the programme uses in its recording of results to present the following analysis. This sets out the different levels of outcome level results – from 'immediate' to 'final' – in each of the sectors, in the last year.

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which relates to this point and commented on widely (https://www.devex.com/news/the-illusion-of-control-85523).

[72] Internal AcT document defining indicators.

[73] Smith, R and Tukai, R (2014) Documenting AcT Results, p5-11

Chart 2: Total AcT Outcome-Level Results per Sector (2013-14)

Source: Itad analysis, based on the coding of outcome level results from the 2013/14 results spreadsheet.

The highest number of outcomes in 2013/14 are in the 'cross-cutting'[74] and social protection sectors, both with over 100 results. The health and land sectors also record many results (99 and 92, respectively), but almost all of the land results are immediate outcomes, rather than intermediate or final ones. Most other sectors show a high proportion of final outcomes, in comparison to immediate and intermediate outcomes, with the exceptions of the land and water sectors.

It would be expected that the areas where there are higher numbers of final decisions being recorded there would be a stronger contribution to transformational change, and vice versa. If, as recommended above, AcT focuses on assessing both the assumption of the theories of change, and extend this to the level of 'transformational change' (see Section 3.4), then it will be possible to assess whether this holds true. Also, given that a high number of decisions are recorded in the 'cross-cutting' category, it would be better to define this category more clearly, and then analyse how cross cutting results link with other sectoral results to deliver change.

AcT's Logframe

AcT has managed its results effectively, recognizing the need for, and supplying, a balance of quantitative and qualitative data which gives a clear overall picture of what changes are being delivered, and how. AcT's logframe indicators have been specifically designed to include both quantitative and qualitative elements. The numbers sit within the logframe and the qualitative data sits 'behind' the logframe i.e. is set out in longer form, but not included the logframe itself. Under the framework of the

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[74] Undefined by AcT

current logframe, AcT has managed this data effectively: it uses the data well in both its 'downwards' and 'upwards' accountability (with partners[75], and with DFID respectively), and it clearly informs how the Annual Review is prepared.

AcT's Mid-Term Review (MTR) recognised that the logframe probably needed revision, but advised against it on balance, for practical reasons at the time. The extension year prior to the start of the next phase of AcT presents a key opportunity to engage in a detailed review and revision of the logframe, not for the current phase, but as a basis for the future phase of operation. This process is understood to be ongoing. The following considerations should be considered in this process:

- There is over-disaggregation at outcome level, having four indicators that collect data on decisions in four different aspects of government, each with three levels of decision. It is hard to see, for example, the real benefit of understanding the difference between elected and appointed officials. One indicator each for local and national decisions would be adequate.[76]
- The defining of the outcome indicators as being 'as a result of strengthened civil society'[77] is limiting and unnecessary, and can be removed. Strengthened civil society accords with AcT's TOC and is one of the contributory factors, but there are many more, and even the TOC goes wider than this e.g. by including access to information at output level.
- The ICF outcome indicator needs review, in content and structure. Overall ability of people to cope with climate change should be an impact indicator. At outcome level, AcT & DFID should review whether a standalone indicator is required, given that the 'mainstream' and CCE partners operate in the same way, and that CCE targets are already included in indicators 1-4. If an ICF-specific indicator is needed, this should be clear and specific to an outcome that the CCE partners are working towards.
- Output 4 should be reworded, as engaging with officials is not really synonymous with changed behaviour, this actually being another way of describing the outcome. 'Engagement' is an appropriate label for this, and aligns with AcT's TOC. Again, one indicator each for local and national is adequate.

AcT noted a set of reasons for why this disaggregation was done, including reflecting nuance in political economy, differing entry points for action, different strategies and being able to track this. This is not necessarily a strong reason to have this all included as indicators. As noted, AcT's results monitoring comes via a range of sources and processes, and it seems possible to maintain these points using qualitative tools but with one overall indicator, which would allow for wider overall focus and analysis i.e. by including additional outcome indicators as suggested.

It was noted that in the MacDonald & Miner (2014) report on OM it was suggested that AcT should do more to reflect OM in the logframe. Though the spirit of this seems clear – to reflect what is a significant part of what AcT delivers - the practical basis for this may not be so clear. OM 'results' are already strongly influential of the qualitative elements of the logframe indicators, and under Output 3 on civil society strengthening, four out of five indicators stem from the PMP matrix, which is itself built, at least

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[75] All partners are given the logframe when their partnerships commence, though it's not clear how far the logframe itself is used in ongoing partner discussions, rather than the general result that are contained in other monitoring documents such as the PMP matrix, 'Annex H', the OM report, and general partner reports.

[76] See Section 3.4 on transformative change, where it is suggested that changing structures of governance are a potential target for recording change.

[77] AcT internal document defining indicators.

partially, on OM principles.[78] Including OM in the logframe would also then be detrimental to those organisations who do not choose to adopt this as a methodology, so it is adequate as it stands.

The TOR posed the question as to how useful the logframe indicators are for understanding accountability issues in Tanzania. In the management of AcT, insight does not come from indicators, but in how the whole body of evidence that the programme collects is used by both the programme team and the partners to understand their contexts, and relevant issues. In fact, it is the strength of the management approach of the PMU that is the key factor, and the logframe indicators provide a necessary but not sufficient basis on which deeper knowledge and understanding are employed.

The results database has not been used to its full potential. Discussions with the PMU during the evaluation covered how this could be achieved, and the resources needed to do this. The Smith & Tukai (2014) study has made a very useful start to this, but it also illustrates the wide variety of results and data that AcT is generating, and the challenge there is in managing it, pointing out that the database has over two thousand results listed in the database with some results containing a number of sub-results, and more results being generated continuously, and a challenge of equivalence between results listed at the same level. This weight of results data offers significant potential for understanding and presenting how AcT delivers change across its different contexts and focus areas. But this also presents a consideration of what costs are required to do this, and what benefit will be realised from this.

Conditions for Success

Evidence demonstrates that success is dependent on key conditions at least being evident on both 'sides' of the accountability relationships in the partner projects, but is more about the *effective interaction of these conditions*. What stand-alone external conditions there are can often be at such a high level as to be somewhat self-evident and therefore not very useful: for example, NGOs and CSOs need to be able to operate relatively freely.[79] The key conditions of success, and which echo points made elsewhere in this evaluation, include the following:

AcT's success is reported by nearly all partners as being based on its willingness to be flexible, in both approach and to how resources are then deployed and used. For partners this is experienced as "partner-centred" engagement, where they have significant discretion on how to implement their work, so much so that many took time to actually get used to this, and to not being directed by their donor. The only area/areas where flexibility is more limited is around the high-risk points, primarily financial management, but also delivering results. Partners are generally aware of these 'red lines' and if and when issues arise are usually involved in a similarly empowering way in the process of agreeing remedy, though as is noted above there is a need for review of how well perceived this is to ensure this is well-reflected in the next phase of AcT, and a need to consistently review communications in this area, due to its importance and potential for misunderstanding[80].

Within this mode of flexible support is, both implicitly and explicitly, the central focus on understanding and reacting to context. This is demonstrated in the model that AcT employs, of carefully partner selection and iterative project design, and the tools AcT encourages partner to use – Outcome Mapping – in which the focus on actors and their behaviour change is a clear manifestation of contextual

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[78] Using the terminology of 'like to see' etc.

[79] Civil society space is pressurised in Tanzania, which reduces the ability of CSOs to engage, but they are able to function and operate freely.

[80] This reflects points made in Section 3.2.

specificity in implementation, supported by AcT's empowerment of partners to choose how to address this, within the wide scope that the TOC allows for.

It also is embodied in the promotion of reflective practice, which again links to things being both partner-centred and empowering. Partners commented that after they have completed their OM reporting for AcT, in the review meetings they are asked 'what is this telling you?' pushing partners to really engage with what they are writing and thinking about what it means in practice. As well as its inherently empowering process, what this means is that OM is that much more beneficial, as partners engage and own the analysis meaningfully, so that it becomes core to how they work rather than just a way to feed donor requirements.[81]

AcT offers a lot, but also, especially in the early stages of engagement when partners are going through the due diligence process, demands a lot too. Partners largely report that this is positively weighted, but the receptivity of the organisation to AcT, and the specific tools that it promotes was a significant catalyst to how effective this was. This was more pronounced in the smaller organisations, who have more to gain and less to lose by taking on such things in a more wholesale manner, but is still evident in the larger partners also e.g. NCA, SNV and HAI have all become OM champions[82] within their global structures. AcT's consultants who completed the recent study on OM also noted receptivity of partners as a key success factor.[83] Underlying these is the importance of relationships, as the partners' receptivity and willingness to take on board what AcT offers, and its criticism, is that much more effective in the context of a positive, respectful relationship between the two parties.

The studies that AcT commissioned in 2014 were at least partly intended to try to uncover some of the underlying conditions for success, be that in the area of using the media[84], understanding what motivates citizen action,[85] or looking at the effectiveness of specific networks and groups.[86] These studies confirm the points above, but also confirm that the approach of AcT is appropriate to addressing such a complex context and change dynamic. Solutions derive, the studies suggest, from an ongoing and shifting combination of factors, internal and external, and the key is not so much in trying to pin down what these are, but is more about being aware of the range of factors and being active in reviewing and assessing context and implementation, and adapting to fit changing circumstances.

Learning

AcT has an integrated approach to learning, generating and disseminating knowledge through the promotion of Individual and shared learning. AcT facilitates learning events, and also supports and funds learning across the portfolio via the grants and the two associated Funds which have been used, for

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[81] HAI hold six-monthly reflection sessions with partners and communities to review progress and re-strategize. SNV talked about this reflective, empowering approach in the Quarterly Review meetings, as did NCA, HAI and others.

[82] Examples of external champions include the women from the local market council who support EfG's work and who the evaluation team interviewed; SNV talked about bringing local councillors 'on-side' to their projects, the result being that they have started to agitate to higher levels of government for their own rights.

[83] McDonal & Miner (2014), *ibid.*

[84] Rioba & Kilian (2014) *Impact of Media Strategies by Six Civil Society Organisations in Tanzania.*

[85] HakiElimu (2014) *Citizen's Actions Foster Sustainable Change in Education and Development: The Case of Friends of Education in Tanzania.*

[86] Mulongo & Njeri (2014) An Assessment of Older People's Structures' Working Linkages and Networking in Order to Influence Results.

example, for funding the five studies that were reviewed as part of this evaluation, the intention being to benefit both the individual partners, but also the whole programme and indeed the wider development arena.

AcT's network is a strong basis for partner learning, but the reluctance to be more active in supporting and facilitating learning is a potential weakness. In interviews, partners valued the learning events, and identified a number of 'spin-off' activities that had happened as a result[87] (though these were often self-initiated). Several partners commented that they would see value in there being a more proactive role from AcT in getting partners together, though others questioned whether this is AcT's responsibility or, rather, the partners'.[88]

Though both positions have validity - that AcT does not do training and learning by rote and that partners are independent and empowered to facilitate their own learning[89] - at the same time AcT is a valuable, cohering framework that has convening power with the partners, and this should be utilised as effectively as possible.[90] It is not a question of one or the other, but finding the best balance, and the best approach for individual partners. This will change over time.

In terms of external learning, AcT is very active, and the Programme Director in particular regularly produces papers and think-pieces on OM and other areas of AcT, which feed into international learning events and networks, and receive wide attention.[91] Whilst this is valuable, it is important that it doesn't detract from or overtake the need to ensure that internal programme learning happens as effectively as it can. For example, the studies commissioned alongside this evaluation were late in the programme's lifespan, and would have benefitted from an earlier start, and more time to develop and revise. This is not to say that the two areas are either mutually exclusive, or indeed do not benefit each other – they do – but just to be cognisant that the level of international attention to learning from AcT is matched by the depth of learning in partner contexts.

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[87] E.g. FCC linked with partners to look at OM. NCA reported having three AcT partner meetings in the space of a week.

[88] This links to the point noted below about sector classifications, as one partner mooted as to whether this would be a way to facilitate more specific partner learning and interaction.

[89] Examples of this happening include Mjumita groups organising a 'roadshow' to link to more communities,

[90] 'To be effective, CSOs have to work together' Brain et al(2014) note, which supports that any efforts to facilitate this are of value. P30.

[91] E.g. one recent paper on OM prepared for an international workshop on the topic has since been downloaded over 700 times.

3.4 Deeper Benefit, Sustainability & Cost Effectiveness

This section considers issues around what the longer-term benefits of the programme are likely to be – transformational change, in the words of the TOR – but also covering sustainability. Consideration is also given to the issue of cost-efficiency, though this is not a full VFM assessment.

Summary of Findings

AcT and its partners' work is likely to contribute to transformational change, but the scale of this will vary according to the partner's size, scope and capacity. There is less evidence of a collective contribution to change, though such aggregation would be difficult to do robustly.

The design of the outcome level indicators is such that some aspects of transformational change that are being delivered are not being recorded, such as in how structures of governance are changing. This reflects that transformational change itself sits 'between' the outcome and impact levels of AcT's results chain.

AcT can demonstrate a strong prima facie cost-efficiency argument, including its management fee and the level of output achievement delivered from it. However, there are potential hidden inefficiencies inherent to the AcT model and management approach – perhaps opportunity cost considerations rather than 'pure' inefficiencies[92] that would benefit the next phase by identifying and addressing.

This section responds to the TOR and Evaluation Question which asks about AcT's contribution to transformational change. 'Transformational change' is not a concept which is defined for or by AcT, nor is it well articulated by DFID. Recent reference to the concept was made in the 2014 ICAI review of DFID's private sector work. Words used alongside the phase provide some indication of the type of change envisaged: *long-lasting*; *sustainable*; *systemic*.[93]

AcT's results chain implies that transformational change can be measured by the impact level results: progress towards the MDGs; participation and human rights; and strength of voice and accountability. There is quite a significant gap between AcT and its partners' work and these indicators, so that only the loosest level of contribution can be claimed. This is not a fault of the programme but of how logframes are designed. There is though a level between outcome and impact which would represent transformational change that the programme could claim a stronger level of contribution i.e. more directly related to the results and decisions that are being recorded at outcome.

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[92] For example the strong support provided both to programme results and financial management are valid and necessary, but the opportunity cost is what isn't being done because of the time and resources being used in this way.

[93] ICAI (2014) *DFID's Private Sector Work.* http://icai.independent.gov.uk/wp-content/uploads/2014/05/ICAI-PSD-report-FINAL.pdf .It could be argued, for example, that some of the changes to partner capacity have been inherently transformative to the organisation (as the OM report commissioned by AcT confirms), but the 'transformational change' here is focused on the results of partner action.

The design of the outcome level indicators is such that some aspects of transformational change that are being delivered are not being recorded.[94] The focus exclusively on decisions means, to take an example, that changes to the *structures* of government are not captured, despite these potentially being significant and highly transformative.[95] This would also be an example of a transformational change that sits between the outcome and impact levels.

As one partner stated, they see 'hopeful signs of results, which indicate a positive *movement towards* transformational change'[96] which the evidence in this evaluation supports. AcT's narrative TOC, however, only goes up to outcome level i.e. there is no specific consideration of higher level change or the pathways of change dictating how it might be achieved.[97]

A comment made on several occasions to the evaluation team is that the use of Outcome Mapping 'puts transformational change on the radar' for partners.[98] This is framed in the sense of focusing less on activities and more on what needs to change to deliver higher level results, thereafter considering how to action this. It could be argued that even a logframe puts transformational change on the radar though, albeit that this does specify a more rigid set of activities. The question therefore is whether OM does really deliver something different for partners in this area.

In the OM report commissioned by AcT, much of the commentary on the transformative nature of OM relates to either the capacity of partners or their changed approach from using OM,[99] though with a small number of examples of transformative change per se. The paper also evidences that in a partner survey, just 50% agreed that 'OM has been invaluable in helping to better understand the complexities of change, to better communicate our organisation's Theory of Change and to focus on key relationships *that can bring about social transformation.*'[100]

There are two points to draw from this: firstly, that in the next phase of AcT consideration should be given to whether, in defining transformational change, changes to partners' capacity or operation should be considered (and how this could be measured); and secondly, whether OM, similarly to the AcT model, rather than delivering transformational change itself is more about understanding and delivering key conditions for this to be achieved.

Cost-Efficiency & Effectiveness

This section considers two questions from the TOR: what the costs were of achieving AcT's outcomes, and whether these funds could have been used more efficiently. This is not a full value for money (VFM)

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[94] See also Section 3.3. looking specifically at the logframe.

[95] For example, EfG noted that many women from the local makrkey groups are, unexpectedly, now active in attempting to get into official positions to better represent their interests.

[96] Email feedback from NCA.

[97] AcT narrative TOC.

[98] Various email correspondence from the PMU.

[99] MacDonald & Miner (2014), *op cit* e.g. 'the organization has evolved from its early days with AcT as an expert-driven conservation organization to one that focuses substantially on governance and capacity building of local boundary partners as an integral part of their work. This has been quite transformative for the organization' (p17); 'TFCG found OM 'transformative' since it helped them to understand the central roles which governance, advocacy, rights and the media play' (p30)

[100] Ibid, p48. Emphasis added.

assessment of AcT, as this would require significant resources, as well as not being requested, though it does draw from DFID's framework for assessing VFM.

DFID's model for assessing value for money, which uses the '3Es' model, suggests that cost-efficiency relates to how the programme input costs are transferred into the delivery of the *output* level results, and that it is cost-effectiveness which covers the costs of achieving the *outcome* level results.[101] This question covers both aspects of this, arguably confusing the two, but these need to be examined separately to be clear on each, as well as how the relate to one another.

This, then, is the basis for the assessment: looking first at input costs, then *use* of these costs to achieve the given level of output achievement, and the same at outcome level. AcT's own VFM matrices are referenced. These use the 3Es model as a basis, and then further disaggregate firstly into programme or partner considerations, and again at each level between a number of different criteria.[102] As is noted below also at different VFM levels, it would be of value to review how useful this matrix is in terms of the different levels and criteria – what data is being collected, how long it is taking, how is it being used etc – and whether a more focused set of criteria may be more effective.

Input Costs
The agreed programme costs, are in the region of £31m for the phase being evaluated, not including any of the costs for the interim year before the next phase begins. The costs of managing the programme, according to the latest figures provided by AcT, were 14.7%.[103] This slightly exceeds AcT's own VFM economy target of keeping below 14%. The implementation costs are split between the following areas, with the percentage of the overall budget that they represent according to total expenditure to date: 1. Capacity Building Facility (2.7%); 2. Climate Change & Environment Grants (9.3%); 3. Mainstream Grants (68.2%); 4. Strategic Opportunities Facility (5%).[104]

A full VFM assessment would also need to consider the indirect input costs, such as those around partner time, and any external contributions from other CSOs or communities, which would themselves need to be either quantified and/or costed.[105] This data is not available.

Cost-Efficiency
DFID's (2013) guidance note on VFM suggests that cost-efficiency should comprise the scrutiny of '…management organization, implementation approaches and technical design to ensure that inputs are being used to achieve envisaged outputs as efficiently as possible.'[106] Looking first at the management fee, the consideration of whether this represents an efficient use of funds is based on what is delivered for that fee.

It is quite difficult to obtain comparative data on management fees, this often being commercially sensitive. However, data from the SAVI programme in Nigeria, which is of a similar budget size and

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[101] https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/49551/DFID-approach-value-money.pdf

[102] AcT (2014) Value for Money: Approach, Implementation Experience, and Learning.

[103] Figures provided by AcT. Exact figures are likely to change, but proportions to remain largely the same.

[104] Itad calculation, based on data provided by AcT, *ibid.*

[105] White et al (2103) describe these as 'other costs' and include costs to beneficiaries, political costs, and costs like inflation. *Op cit,* p10.

[106] White et al (2013) *Guidance on measuring and maximising value for money in social transfer programmes – second edition.* DFID, p12. Though this relates to social transfer programmes, the core approach remains relevant.

focus, and is implemented by a comparable private sector entity indicates a management fee of 14.9%.[107] The Foundation for Civil Society, a Tanzanian programme in the same broad portfolio of DFID programmes as AcT, has overhead costs of around 20%, according to the latest annual review.[108]

AcT is exceeding its targets on the majority of output indicators, so combined with this comparable data on management fee AcT seems to demonstrate a prima facie good cost-efficiency. It may also be possible to identify examples of how AcT and its partners are delivering leverage, either in terms of savings, increased investment, or stopping negative uses of funds, which would further add to the progamme's efficiency. The study by Smith & Tukai (2014) identifies a number of examples of this including £560,000 being identified as misused and £324,000 being recovered; an increase of 20% in the crop prices offered to farmers; and reduction in the price of seeds.[109]

AcT's management noted to the evaluation team that a weakness in this area is capturing the level and type of inputs that the PMU make to the programme and partners, and that they felt that this was potentially an area where greater focus on identifying how resources are used could be used as a basis for finding more efficient ways of working. AcT's current VFM case studies are a useful analysis of how to calculate the VFM of the partner projects, and the VFM guidance for partners supports this, but a more comprehensive case study – even if for internal learning – which captured the full range of costs involved, would be a very useful insight and learning process.

The evidence from the evaluation supports that there is a high level of support provided, and that there is little capacity to do more, and it would be necessary for AcT to conduct a specific assessment or process evaluation to properly identify how, where and when resources are being used, and consider in what ways this might be done differently. This is inherently about both opportunity cost, and risk. AcT management commented that because risk is so heavily weighted towards finance and results, it is the resources spent on programme support which are partially hidden along with how this affects efficiency. To adjust this is therefore to re-balance the risk approach of the programme.

The strategic opportunities fund is designed to enable AcT to respond to DFID's request to address key or unexpected issues. This has covered learning materials, bridge funding for a non-AcT partner, and trialling of a model for a Statistics Reviewer.[110] Whilst a fund of this nature can be very useful to have, it is not altogether clear how far it has specifically benefitted AcT up to now, other than in the sense of contributing to its broad aims and objectives. This is an area where some savings could be made, but this would need a join review from AcT and DFID, considering too what the potential drawbacks could be of having a reduced capacity in this area in future, for AcT and for DFID.

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[107] £1.1m mgmt. payments for a two-year extension with a budget of £7,374,058. Data from https://online.contractsfinder.businesslink.gov.uk/Common/View%20Notice.aspx?site=1000&lang=en&noticeid=990668&fs=true

[108] http://devtracker.dfid.gov.uk/projects/GB-1-113540/documents/, p17. It is worth noting that in a 2014 PEAKS paper, it is stated that DFID should 'Recognise that pushing fund manager fees below 20% of the grant value may be a false economy that could constrain the ability of funds to have catalytic effects', although this is in relation specifically to enterprise challenge funds – which may have different management needs to AcT. Brain et al (2014) *Meeting the challenge: How can enterprise challenge funds be made to work better,* p2.

[109] Smith & Tukai (2014), *Documenting AcT Results,* p5.

[110] AcT (2014) *Introducing the AcT Programme,* p8.

AcT's own VFM matrix at programme level sets out how efficiency will be assessed: via annual reporting by partners on evidence towards addressing VfM within their own systems; and partners' operational efficiency in terms of links between strategic planning, financial management and links between plans and budgets. These are directly linked to the PMP tool, and reflected at output level in AcT's logframe, with milestones largely being exceeded.

Cost Effectiveness

This section considers the cost of achieving the AcT outcomes, looking first at the general position, and then doing an analysis of the sector level outcome results and associated spend. There is not sufficient secondary data available to make a detailed cost-effectiveness assessment of AcT, this requires a dedicated VFM assignment, so this section is relatively circumspect.

AcT is able to demonstrate a good cost-effectiveness case, on the basis of agreed funds being used to deliver agreed outcome level results (this being the level that is generally recognised to refer to effectiveness in VFM terms), according to 2014 data. Three of the four main outcome indicators were exceeded, and one only narrowly missed. The CCE indicator isn't included due to problems in its design, which the programme recognises.

AcT's VFM matrix sets out a range of consideration at programme level for how they assess cost-effectiveness. The majority of these are qualitative, and move VFM into a space where it is less about working out a calculation or ratio, and more about making a *judgement* on if and to what extent this is being demonstrated – noting that this is both an accepted, and a realistic way of assessing VFM and ensuring that it is aligned to core programme management.[111]

There is a lot of detail in this matrix, much of which requires judgements, or interpretations, itself before the overall judgement can be made e.g. 'a systematic approach to learning across the programme'. There are also other criteria that are explicitly about outputs, and others that are arguably more relevant to output/efficiency level. As noted above, the usefulness of the matrix should be reviewed in terms of what data is being collected and used against all these criteria and how it is being used, thereby assessing whether a more focused set of criteria – to be used alongside numerical/financial data, would be more optimal.

Outcome Spend by Sector

We note a significant caveat here raised by the PMU, that the classification of results into sectors isn't strong or consistent enough to draw conclusive analysis from. Therefore the following data should be treated as indicative at best, and as a model which can be used by the programme to analyse data in this way if and when sector definitions have been improved, and programme results able to be better categorised.

Table 1 sets out the levels of spend per sector, and includes the total number of decisions recorded at outcome level, disaggregating this into the different levels of decisions, as recorded by AcT in their results database. This relates to the VFM framework set out at the start of the section, buy considering the input costs and what they have been transformed into, in outcome terms, this being the definition of how to assess this.[112]

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[111] DFID's VFM Guidance (2011)
[112] DFID, 2012 & 2013, *op cit.*

The sector other than natural resources, environment and climate[113] that has received a high value of AcT funding (Gender, Human Rights & Minority Groups: £3,201,884) has demonstrated a relatively high number of total outcomes (82). However, sectors that have received a relatively low value of overall AcT funding, such as health and land (£896,625 and £641,329, respectively), demonstrate a higher number of total outcomes (99 and 92). Conversely, some sectors that have received a relatively high value of AcT funding, such as education (£2,298,595) and private sector development (£3,060,866) have not demonstrated so many total outcomes (37 and 44, respectively). There also appears to be no correlation if the results are viewed in a more disaggregated way i.e. looking at the different levels of results, with gender recoding lower numbers of final results than social protection, health and cross-cutting.

Table 1: AcT outcomes by sector & against the total value of AcT grants by sector (2013/14)

Sector	Immediate	Intermediate	Final	Blank	Total results count 2013-14	Total value of disbursed grants
Natural resources/ environment/ climate change	23	18	38	54,163	54,236	3,680,405
Gender/ human rights/ minority groups	20	20	42	0	82	3,201,884
Private sector development/ livelihoods/ agriculture	16	8	20	0	44	3,060,866
Education	10	11	16	0	37	2,298,595
Cross-cutting	40	17	64	0	121	1,594,686
Ethics	-	-	-	-	-	1,222,990
Social protection	9	30	67	0	106	1,016,600
Health	24	10	65	0	99	896,625
Water	15	1	3	0	19	752,951
Land	91	0	2	0	92	641,329

Source: Itad analysis of AcT raw data.

AcT's VFM Case Studies

AcT has commissioned a number of VFM case studies of five different partner results. These case studies primarily focus on a financial assessment of the cost-effectiveness achieved by each, taking the cost of input, calculating a rate of return ratio versus a percentage of the budget that the input relates to, and then a cost-per-beneficiary from this total. This last ratio ranges from £850 to £0.21 per beneficiary in realised return.[114]

Such an approach is valid, and useful up to a point, but also raises a number of questions. In a full VFM assessment all input costs would need to be identified, monetised and included e.g. community inputs, and the same for all outcomes. Furthermore, the real value of such an assessment is in what it is able to reveal to assist programme management. The paper recognises this, noting the need to consider, inter alia, levels of contribution to the results, contextual factors, and what the opportunity cost is i.e. what wasn't achieved via the time and resources invested in delivering the recorded result.

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[113] There is an issue over how these results are coded in the database, meaning it would be misleading to include them in this analysis.
[114] AcT (2014), *op cit,* p14.

4   Conclusions & Recommendations

This section sets out the conclusions of the evaluation, which consolidate the findings from the sections above. Following this are a set of focused recommendations which relate to these conclusions.

Conclusions

Overall, the AcT programme is well set up to address contextual factors, and to identify, analyse and learn from accountability and responsiveness challenges. This is facilitated by the AcT model, including the management approach and the tools that are promoted, but there are missed opportunities to link with other DFID accountability programmes particularly in shared areas of work and interest in A&R, and at key moments and opportunities. Purposive partner selection, and a portfolio that has a significant level of local partners, combined with the more limited opportunities for combined, effective national level influence, and the relative difficulty – and therefore time required – to influence change at this level explains this. The programme is a strong basis for taking advantage of larger opportunities and moments when they arise, as long as the mechanisms for doing so are well understood.

In terms of working with its partners, AcT has a strong direct influence on its partners' capacities, which have almost all been improved, and in some cases significantly so. This is especially the case for the smaller or 'start-up' partners. This approach to capacity development seems likely to lead to the strengthening of civil society, for instance in present examples of partners now attracting a more diversified funding base. There is however a weakness in how partner capacities are tracked, via the PMP tool, in terms of data quality and consistency – and thus its usefulness to make decisions based on emerging trends.

Capacity support is generally well managed, and partners mostly understand and appreciate the reason for the type and level of support. However, there are instances when the intensity of AcT's focus on areas like financial management risks both programme efficiency and effectiveness. There have also been some gaps in the communications around this process.

There is good quantitative and qualitative evidence of achievement. However, DFID is interested in how AcT contributes to 'transformational change', but the concept is undefined, and the current theory of change stops at outcome level, meaning that the programme is unable to spell out the steps between the work that it does and this type of change.

The conditions for delivering success are not explicit across the partner portfolio. Those conditions that have been identified are in line with a range of current thinking on how to effectively manage accountability programmes, including the flexibility of the AcT model and its focus on understanding context, the importance of leadership, and the value in opportunities and being able to capitalise on these, and these confirm the value in AcT's way of working. Understanding how the conditions interact differently in different contexts is inherent to the contextual awareness of the programme, but also requires constant review.

Recommendations

Recommendation 1: Improve Local-National Linkages to better capitalise on local level results. AcT, working with partners and also taking a more proactive approach, should look at how results and data from local projects can be more effectively consolidated and channelled to national level. This will involve identifying the points of national level advocacy influence where such local data can be effectively utilised, as well as understanding when and how such moments are effectively leveraged, what AcT's role has been, and what it could do differently to be more effective.

Recommendation 2: Improve Synergies with Other DFID Accountability Programmes. Identifying the different organisations' key skills and attributes and what the opportunities are for these to be most effectively combined and leveraged. This will only be in specific, limited areas, such as in shared issues in A&R or at key moments, but offers opportunity for significant additional influence and impact.

Recommendation 3: Review & Extend the TOC Assumptions. AcT's results data should be used to explore the current assumptions in the TOC and demonstrate if, how and to what extent the assumed causal pathways held true, as well as showing differences in different contexts. Then extending the assumptions to the level of transformational change – also defining and setting expectations for this – will enable the next phase of the programme to be more ambitious and tell a stronger results story, and improve how ACT and its partners understand changes in the wider governance landscape, their role within this, and thus how to better plan and implement with this in mind.

Recommendation 4: Review & Revise the Logframe so that it better captures a deeper understanding of transformational change (building on recommendation 3). This is no longer an adequate representation of the progamme. Over-disaggregated indicators can be re-aggregated, and new indicators included that will allow for a wider and deeper understanding of AcT's change. This also requires careful assessment of how the ICF/CCE indicators and projects are factored in, which must be aligned when addressing common areas.

Recommendation 5: Review & Revise the PMP Tool to better support partner capacities over time. This is a tool that could present clear data tracked over time of how partners' capacities have changes. A methodology and process, including 'scoring', needs developing that allows a combination of qualitative and quantitative assessment will be a stronger, and more accessible learning tool as well as better presenting a key part of AcT's value externally. Closer involvement of partners in the development and ongoing usage and review will ensure the tool is more fit for purpose – the purpose being to find the most effective way of monitoring partner capacity change over time, and to use this to improve programme management - and that it and its results have stronger ownership.

Recommendation 6: Review & Revise the Results Database to better capture the extent and depth of AcT's contribution to governance impacts. An investment in a review of the current results data will help to consolidate this and present AcT's current results narrative. A new database or results management system needs designing prior to the next phase of AcT. This should facilitate both data entry and access, based on the clear identification of the needs of key stakeholders.

Recommendation 7: Recognise and Reflect Where & How AcT's Value is Best Realised. This is relevant to the addition of new programme focus areas, to any expansion of the programme (though this is unlikely), or to a replication in another country. It encompasses the findings of this report, across the different area the sections cover, from relevance to context to conditions for success. What needs to be clearly recognised is that the fundamental success of AcT comes not from individual characteristics, but from the individuals who manage the programme, their understanding of contexts and relationships with partners, and ability to draw all of these different elements together into a coherent management approach.

5 Annexes

1. Evaluation Matrix
2. Pro-Forma for Document Review
3. Interview Guides
4. List of Respondents

Annex 1: Evaluation Matrix

Evaluation Questions from TOR	Sub-Questions	Evidence Sources	Analytical Approach
EQ1. To what extent were the results planned/delivered by AcT an appropriate response to Tanzania's governance & responsiveness challenges? ***DAC Criterion: Relevance***	• *How were governance challenges identified, agreed and factored into design?* • *How do AcT and partners review ongoing results vs changing governance context.* • *How did and does AcT align with other civil society programmes in Tanzania?*	*Partner and AcT PEA's and M&E documents* *AcT M&E reports and other review documents* *External reviews and evaluations – AcT/partners* *AcT staff key informant interviews (KIIs)* *Partners KIIs* *External /DFID/ other civil society programmes* *Ex-AcT partners* *Non-AcT CSOs KIIs*	*Analyse AcT's assessment of governance challenges, at the start and during implementation.* *Review programme effectiveness internal v external (i.e. did the programme meet its logframe indicators, but not deliver benefit on the ground?)*
EQ2 What was the cost of	• *Are total costs readily*	*Act financial reports*	*VFM analysis: cost-effectiveness. Requires*

delivering the outcomes? - *Could this have been delivered for less?* - *Could the investment have been used more efficiently?* **DAC Criterion: Efficiency**	available/identifiable? • *Is there evidence of spend per input/output and according to budget.* • *Is it possible to obtain evidence of lower cost ways of delivering the outcome, that are comparable.*	*VFM studies* *Annual Reviews – AcT/partners* *AcT staff and partner KIIs* *Other programmes' reports/staff feedback and responses.*	*understanding all AcT programme costs – grants and administration.* *Counterfactual analysis – asking 'what if?' question to AcT & partners, and looking for other programmes' data.*
EQ3. *To what extent were the outcomes of the AcT programme achieved?* *What was the coverage in terms of numbers of citizens benefitting?* **DAC Criterion: Effectiveness**	• *Do AcT's outputs contribute to purpose?* • *How justifiable are beneficiary number calculations.* • *Is there a difference in levels of achievement in different areas – thematic/ geographic?* • *To what extent is there evidence of attribution and plausible associations with AcT's inputs in CSO capacity development*	*AcT reporting* *Annual reviews- AcT /partners.* *Partner reports.* *FGDs with partners and communities.*	*Analyse results against targets from the logframe* *Assess with selected partners how results were calculated.* *Assess degree to which results reported are validated by partners, and by AcT?* *Assess the degree to which outcome mapping is effective for measuring results*
EQ4. *How did AcT and its grantees design their projects*	• *Evidence of contextual analysis that influenced project design.*	*AcT documents & reports.*	*Review initial programme and project documents for evidence of how context was*

to respond to their specific contexts? ***DAC Criteria: Relevance, Sustainability***	• *Evidence of ongoing contextual analysis reflected in project adaptation, if appropriate.*	*Partners documents.* *Annual Reviews* *External reviews / analyses – AcT, partners, programmatic issues*	*assessed and reflected in design.* *Explore with partners how context assessment played an ongoing role in project review and if adjustments were made.*
EQ5. How efficient have logframe indicators and targets been as a management tool and to provide insight into governance issues in Tanzania? ***DAC Criterion: Efficiency***	• *To what extent are indicators used as a mgmt. tool.* • *How do AcT/partners comment on the level of use of indicators v how useful they find them?* • *What other mgmt. tools are used/ are more useful?*	*AcT/partner logframes.* *Other M&E documents and frameworks.* *Annual review.* *External reports, reviews, analyses.*	*Explore with AcT and partners how the logframe is used, what benefits it has, and what are its limitations.* *Literature review analysis of reports on AcT mgmt. processes.*
EQ6. What were the conditions for success? In which context(s) is a similar model of support likely to achieve results? ***DAC Criteria: Effectiveness, Sustainability***	• *Evidence of common factors that link to success across AcT.* • *Indication of how context-specific and therefore replicable these factors are.* • *How is AcT's learning approach supporting success?*	*KIIs with Partners* *FGD* *AcT/partner reports* *Key Conditions Matrix* *Ex-AcT partners*	*To compare AcT and partners feedback on success factors with the matrix which is intended to give objective insight to what factors seem to indicate success.*

Test the AcT Model			
EQ7. To what extent was AcT's support to programme partners relevant to their funding and capacity development needs? **DAC Criteria: Relevance, Sustainability**	• Adequacy of partner selection criteria • Evidence of how partners funding and capacity needs were assessed • Evidence of how AcT's approach supports "good governance" at all levels, including CSOs • Evidence of how this assessment was reflected in project design and management. • Indication of how AcT's support was different to other donors/partners.	Adapted OCAT/INTRAC Act reports Partners reports FGDs with partners Partner/stakeholder KIIs KIIs with Ex--Act CSOs	Qualitative assessment of what partners' needs were, how these were considered by AcT in how they designed and delivered support. How have needs changed, and how has AcT's support changed to reflect this? Do AcT's 12 characteristics of effective organisations support CSOs and civil society development?
EQ8. How efficient has the AcT partnership approach been in making funding available and in supporting capacity development? **DAC Criterion: Efficiency**	• Evidence of the type, modality and timing of provision of support by AcT and adapted to partners capacities Assumption: the AcT team has the skills and judgement to provide appropriate support, manage risk, and manage the portfolio • Indication of how this	Adapted OCAT AcT reports. Partner reports. KIIs – AcT& partners FGD Ex AcT partners	Follows directly on from EQ7 – once support needs identified, to qualitatively assess how this was actioned. Lit review of partner reports and external evaluations & reviews

		compares to support provided by other funders/partners?	*Literature review and interviews with FCS and Twaweza* *Matrix comparing CSO support programme*	
EQ9. Was the AcT model more effective at achieving results in certain areas of A&R than others? - *What were its limitations?* **DAC Criteria: Relevance, Effectiveness, Sustainability**	• *What the comparative results were in the different focus areas.* • *What other common factors may have had a bearing on success?* • *Evidence of factors that seems to correlate to poor performance or reduced results.* • *Evidence of any unintended consequences of the work*	*AcT reports* *Annual reviews* *KIIs* *FGDs* *Key conditions matrix*	*Start with the literature review of all M&E reporting, and external reviews and evaluations.* *Deeper exploration in FGDs with mixed partners.* *Specific contribution analysis with single partners, results compared.*	
EQ10. To what extent have the programme partners' capacity been sustainably improved? **DAC Criteria: Effectiveness,**	• *Evidence that partner capacity has changed* • *Evidence of a plausible association with AcT's support.* • *Evidence of changed*	*Adapted OCAT* *FGDs* *KIIs* *AcT/partner reports*	*Review of organisational capacity assessment scores, compared with qualitative feedback from partners via FGDs/interviews.*	

Sustainability	*capacity/behaviour becoming embedded in partner organisations' ways of working.*	*Ex-AcT partners*	
EQ11. To what extent are the outcomes achieved in phase one likely to contribute to longer term transformational impact? ***DAC Criteria: Effectiveness, Sustainability***	• *Evidence of any unintended consequences for partners* • *Evidence of partner influence on accountability and responsiveness becoming embedded.* • *Evidence of partners scaling up success?* • *Evidence of partners leveraging additional resources*	*FGDs* *KIIs* *AcT/partner reports* *Ex-AcT partners*	*Identify how "transformational" is understood and applied across the portfolio Look for transformational impact trends in both organisational capacity, and in influence on govts leading to deep changes in accountability.*

Annex 2: Pro-forma for Document Review

Sources:	
•	
•	
Evaluation Question	**Indicators**
EQ1. To what extent were the results planned/delivered by AcT an appropriate response to Tanzania's governance & responsiveness challenges?	*1.1 How were governance challenges identified, agreed and factored into design?*
	1.2 How do AcT and partners review ongoing results vs changing governance context.
	1.3 How did and does AcT align with other civil society programmes in Tanzania?
Findings:	
EQ2 What was the cost of delivering the outcomes? - *Could this have been delivered for less?* - *Could the investment have been used more efficiently?*	*2.1 Are total costs readily available/identifiable?*
	2.2 Is there evidence of spend per input/output and according to budget.
	2.3 Is it possible to obtain evidence of lower cost ways of delivering the outcome, that are comparable.
Findings:	
EQ3. To what extent were the outcomes of the AcT programme achieved? *What was the coverage in terms of numbers of citizens benefitting?*	*3.1 Do AcT's outputs contribute to purpose?*
	3.2 How justifiable are beneficiary number calculations.
	3.3 Is there a difference in levels of achievement in different areas – thematic/ geographic?
	3.4 To what extent is there evidence of attribution and plausible associations with AcT's inputs in CSO capacity development
Findings:	

EQ4. How did AcT and its grantees design their projects to respond to their specific contexts?	*4.1 Evidence of contextual analysis that influenced project design.* *4.2 Evidence of ongoing contextual analysis reflected in project adaptation, if appropriate.*
Findings:	
EQ5. How efficient have logframe indicators and targets been as a management tool and to provide insight into governance issues in Tanzania?	*5.1 To what extent are indicators used as a mgmt. tool.* *5.2 How do AcT/partners comment on the level of use of indicators v how useful they find them?* *5.3 What other mgmt. tools are used/ are more useful?*
Findings:	
EQ6. What were the conditions for success? In which context(s) is a similar model of support likely to achieve results?	*6.1 Evidence of common factors that link to success across AcT.* *6.2 Indication of how context-specific and therefore replicable these factors are.* *6.3 How is AcT's learning approach supporting success?*
Findings:	
EQ7. To what extent was AcT's support to programme partners relevant to their funding and capacity development needs?	*7.1 Adequacy of partner selection criteria* *7.2 Evidence of how partners funding and capacity needs were assessed* *7.3 Evidence of how AcT's approach supports "good governance" at all levels, including CSOs* *7.4 Evidence of how this assessment was reflected in project design and management.*

	7.5 Indication of how AcT's support was different to other donors/partners.
Findings:	
EQ8. How efficient has the AcT partnership approach been in making funding available and in supporting capacity development?	*8.1 Evidence of the type, modality and timing of provision of support by AcT and adapted to partners capacities*
	8.2 Indication of how this compares to support provided by other funders/partners?
Findings:	
EQ9. Was the AcT model more effective at achieving results in certain areas of A&R than others? - *What were its limitations?*	*9.1 What the comparative results were in the different focus areas.* *9.2 What other common factors may have had a bearing on success?* *9.3 Evidence of factors that seems to correlate to poor performance or reduced results.* *9.4 Evidence of any unintended consequences of the work*
Findings:	
EQ10. To what extent have the programme partners' capacity been sustainably improved?	*10.1 Evidence that partner capacity has changed* *10.1 Evidence of a plausible association with AcT's support.*
Findings:	
EQ11. To what extent are the outcomes achieved in phase one likely to contribute to longer term transformational impact?	*11.1 Evidence of changed capacity/behaviour becoming embedded in partner organisations' ways of working.* *11.2 Evidence of any unintended consequences for partners* *11.3 Evidence of partner influence on accountability and responsiveness*

	becoming embedded.
	11.4 Evidence of partners scaling up success?
	11.5 Evidence of partners leveraging additional resources
Findings:	
Comment on the quality of evidence	

Annex 3: Interview Guides

These guides are intended to be used to ensure that the key evaluation issues are covered appropriately with each constituency. The order of issues follows the Evaluation Framework, to facilitate checking of adequate coverage of each evaluation issue.

The guides serve precisely this purpose: Not all members of each constituency group need be asked questions under each question area. The precise format of the question posed in each interview will depend on the circumstances.

Guides

1. Partner agencies

2. Beneficiaries   **Error! Bookmark not defined.**

3. Peer organisation staff,(DFID staff)   54

4. Local and central government offices

1. AcT Partners

Relevance

- How were the issues selected by your organisation? (Original partner big idea?)
- How long have you been working with AcT?
- How long have you been working on these issues / with these communities?
- Have you changed what you do since you started working on the issue? Why?
- Has the context changed since you started? Has your approach changed?
- Who is expected to benefit from your work?

In FGD - relevance of AcT model

Impact

- What have been the most important changes in [*this area/country*] in governance in the last three years?
- What, if any, have been the contributions of CSOs to these changes?

Effectiveness

ACT CD work:

- What changes have there been in your organisation's competencies (competencies of staff) during this project?
- What, if any, have been the contributions of AcT to change in competencies?
- Are there unexpected changes in your organisation as a result of working with AcT?
- How does improved capacity of your organisation contribute to a stronger civil society?
- What has been the most/ least useful aspect of AcTs approach?

Results:

- How do you know your work is making a difference?
- What factors contribute to the successes?
- What prevents change happening?
- Any unintended consequences of your work?
- How do you calculate your results (reach and changes in attitude)?

Probe: Tools, triangulation being used and understanding about attribution.

How do they "validate" information coming from communities about change?

Do they read and use AcT logframe based reports?

Sustainability

- Will you continue this work after the AcT funding ends?
- Will the impacts continue after the project? How will this happen? (Your capacity, capacity at community level; capacity of networks and relationships; capacity of government services?)
- Will the processes continue?
- What external factors could prevent continuation of process or impacts?

Learning

- What are your main sources of learning about Governance issues? (top 3)
- How does your organisation learn?
  Sub-questions:
  - Has learning been used to improve project performance?
  - Has the ToC been challenged, updated or modified as a result of learning from M&E?

2. Peer Organisation Staff (Twawesa, Legal rights fund, FCS)

Interviews for the following purposes:

Identifying added-value/relevance of AcT to their work:
- Is there a distinct contribution that AcT makes – and what do they see as "relevant" about this?
- Do they share learning?
- Do they share grantees /partners?

Understanding change: Effectiveness and impact in governance work
- What do they see as contributing to changing the way government (elected and appointed) behave?
- Examples of change being institutionalised? In government behaviour/ citizen behaviour
- What factors contribute to such change?

Replicability
- To what extent is replicability an appropriate issue for governance work – is it always situation specific?

Learning
- What are your key sources of learning on governance (accountability and responsiveness) issues? (Does AcT feature among sources?)
- To what extent has AcT communicated with you on its findings?
- How open is AcT to sharing learning?

3. Beneficiaries

Relevance:

- What are the most important challenges for your community?
- How does this project relate to your priority needs? [Spectrum line on priorities- most important – least important and discussion of who and how selected the "project issue"]
    - Does this relate to what the group or CSO are doing?
- How long have you done project work with (partner X) agency?
- How was the issue selected?

Effectiveness

- What are the significant changes in your community in the last 5 years (positive and negative)?
- What are the causes of these changes?
- Probe to see what community involvement has been: collectively or individually.
- What, if any, have been the contributions of the project to these changes? Contributions of the grantee /partner/ AcT?
- Who are the main beneficiaries of this?
- How does success in project work lead to increased responsiveness and accountability in government? (Theory of Change)

Effectiveness (and condition of success):

- What prevents government staff from being more responsive and accountable?
- What inspires you as an individual to take action?
- What inspires you as a group to take action?
- Do you have better access to information?
- Does this include govt. information?
- Do you have better communication with govt. officers now?
- Have there been new ways of communicating with govt staff?
- Has your capacity to take action increased? How and why?

Sustainability (and conditions of success)

- Will the changes continue after the project finishes? How will that be achieved?
- Is contact with authorities institutionalised? (Are you able to continue this without external support?)
- Could you help other communities to bring about changes in their situations?

Learning

- Have you learned about how changes take place in other situations/societies? Examples?
- (How) have you used this learning?

4. Local and central government offices

How long have you been working here?

Relevance

- The issue that you have been involved in with the partner X?
- Is it a government priority?
- Do you consider it a priority for the area: for the community: for a minority of the community?
- Are there other more important issues facing communities

Changes (impact)

- What important changes have taken place since you have worked here?
- What, if any, have been the contributions of this project to changes?
- What other factors contribute to changes beyond the projects influence?
- Has there been any unexpected change?

Effectiveness

- What changes have there been in your [*department*] and or staff) during this project?
- What, if any, have been the contributions of this project to changes?

Links

- Have there been changes in relationships with people or groups at community level?
    - Any change in way they relate to other communities?

Limits to Capacity

- What limits your [department] ability to (be responsive and accountable) to community level needs?
- Do people at community level understand these limitations?
- Would the changes have happened anyway?

Sustainability

- Can the work be continued?
- Will the changes be maintained?
- What would stop the continued sustainability?

Annex 4: List of Respondents

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