

FINAL

# **END-OF-THE PROJECT EVALUATION REPORT**

**“GIVE PAYMENT NOT ABUSE”: PROTECTING INFORMAL WOMEN  
TRADERS IN DAR ES SALAAM FROM VIOLENCE AGAINST WOMEN**

Project Implemented in Ilala and Temeke Municipalities, Dar es Salaam, Tanzania  
January 2015 and December 2017

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**Evaluators:  
Adv. Clarence Kipobota  
Ledeco Advocates**

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## LIST OF ACRONYMS AND ABBREVIATIONS

Adv.	Advocate of the High Court
D by D	Decentralization by Devolution
GBV	Gender Based Violence
VAW	Violence against Women
VAC	Violence against Children
G.N	Government Notice
Cap.	Chapter of the Laws of Tanzania
TOR	Terms of Reference
POAs	Project's Outcome Areas
EfG	Equality for Growth
UN	United Nations
UWASOKI	Umoja wa Wanawake wa Soko la Mchikichini
LCS	Legal Community Supporters
MLAM	Market Based Legal Aid Model
LAS	Legal Aid Services
PWDs	Persons with Disabilities
VICOBA	Village Community Banks
SACCOS	Saving and Credits Corporative Societies
PGCDs	Police Gender and Children Desks
PETS	Public Expenditure Tracking Systems

## EXECUTIVE SUMMARY

### 0.1 The Context of the Project

This report presents the findings of the final evaluation of the project implemented by the Equality for Growth Limited (EfG), a non-governmental organization (NGO) based in Dar es Salaam. The evaluation was undertaken by a team of external consultants.

The project under this review was titled as “*Give Payment not Abuse’ Protecting Informal Women Traders in Dar es Salaam from Violence against Women (VAW)*”, with support from the UN Trust Fund to End Violence against Women (UNTF). It was implemented for three (3) years between 1<sup>st</sup> of January 2015 and 31<sup>st</sup> of December 2017. Around USD 350,440.00 was budget for whole duration of this project. The budget includes both operational and development budgetary contents.

The project was initiated and implemented against the background that female market traders were facing a myriad of challenges ranging from violence and abuses mostly from male traders to denial of key leadership positions in the market settings. Such challenges were regarded as obstacles to their right to personal development (economic empowerment).

It is established that, there is an intrinsic link between women’s economic vulnerability and vulnerability to violence in Tanzania. For instance, a loss of financial support is one of the main reasons they do not leave abusive relationships. Moreover, low levels of education could lead to higher rates of violence and abuses against women (VAWs). However, these two are not only factors attributing to VAWs incidents. The experience shows that, such incidents vary across the country (in forms and magnitude).

Despite the fact that there is no national statistics of the level of income poverty against women alone, basing on empirical studies cited in the main text of this report, it is obvious that lower wealth quantities is one of the main attributing factors to economic related VAWs both in rural and urban areas including Ilala and Temeke districts, which a project under this review was implemented. For instance, in urban areas, the informal sector is often the only available source of employment and source of income resulting in at least 90% of the women in Tanzania deriving their livelihood from it – market trading being main source of livelihood for urban women.

However, rather than providing an avenue for women to improve their lives and that of their families, the markets were places where sexual, physical and verbal abuses against women traders commonly practiced prior to this project. Addressing such abuses (VAWs) was a challenge. For instance, national statistics showed that, only less than 50% those experienced abuses sought legal redress or other forms of assistances. Reasons for this trend are stated to include lack of effective police investigation; failure to prosecute and convict perpetrators; litigation costs; limited availability of legal aid; and, lack of knowledge and awareness of human rights among law enforcers (and the general public). The EfG 2015 baseline report found that a significant number of respondents (97% out of 124 women surveyed) had experienced one form or the other of violence in their homes and 96% at the workplace and 90% in public place, they were able to report the incidents to the various structures within the community and the market set up.

As such, the project's overall project goal was to see female traders at the two districts operates in a market environments where there is greater freedom from sexual, verbal, physical and political violence and have better protection and support when violence does occur so that they may more fully exercise their economic rights. The specific objectives of the project were: to increase traders' awareness and knowledge on violence against women (VAW) and its impact on women in the market place; to influence markets to adopt a model market guideline for handling and tracking VAW in market places in Tanzania; to enhance collaboration between law enforcers, market committees, municipal leaders and officials and traders to effectively address VAW happening in the markets; and, to document and share the model approach to local government's municipals and councils, civil society organizations and media for scale up and replication.

The primary targets of the project were women market traders in the Dar es Salaam region in the six (6) markets, namely; Mchikichini, Gezaule, Ferry, Tabata Muslim, and Kisutu (of Ilala Municipality); and, Temeke Stereo (Temeke Municipality). The markets were selected based the findings of the baseline surveys of 2009 and 2015. Both of these two baselines raised concerns of increased numbers of VAW cases due to lack of awareness of human rights among market traders as well as inadequate management of VAW cases occurring in the market places. The secondary beneficiaries of this project were male traders, media, paralegals, paramilitary, police, market committees and government officials in the same project areas.

The project's ultimate intention included, (i) changing (transforming) of individual attitudes and behaviors toward female rights particularly in respect to VAW incidents in the market settings; (ii) improving access to justice for VAW survivors through a new legal aid model that was to be used in seeking legal redress within the market and other organs; and, (iii) empowering women market traders economically by ensuring gender friendly market environment. In this context, 'environment' included having market places which as safe and observing dignity of female traders. It was also intended to link this project with relevant national policy frameworks on gender, development and access to justice.

## **0.2 Purpose of Evaluation and Audience**

The purpose and objective of the evaluation were to assess the relevance, effectiveness, efficiency, performance and sustainability of objectives and process towards achievement of results (impact) of this project.

The findings are intended to generate information and experience on how the project was implemented and, use the findings to inform EfG, UNTF and other audience (stakeholders) on the better way to implement similar projects in future. Additionally, EfG was implementing (or rather, testing) its VAW management model, which this evaluation assessed how it worked out and possible areas for further improvements.

### 0.3 Methodologies of Data Collection, Analysis and Limitations

The evaluation processes included both primary and secondary data collection methods. The team conducted face to face key informant interviews (KII) as well as interactive focus group discussions (FGDs) with randomly sampled market traders in four out of six project market places mentioned earlier. The secondary data collection included review of all three baseline reports (first, middle and end-line); progress reports; and, other project documents. The interactive FGDs were aimed at encouraging effective participation of the respondents; while, KII were intended to get in-depth analysis of the situation. On the other hand, secondary data collection approach was intended to get statistical information (as this final evaluation was purely qualitative); and, to compare situations between 2015 and 2017 as a way of measuring progress of the project's result areas (outputs, outcomes and impact).

In total, more 100 respondents (at least 50% women) participated in the evaluation process. A total of 65 participated through FGDs, 64.6% of them being female market traders and the remaining 35.4% being male market traders. Besides, a total of 14 market leaders; 9 paralegals and legal community supporters (LCS); 4 VAW committee leaders; 2 law enforcers; 2 government officials; 3 media practitioners; and, 2 likeminded non-governmental organizations (NGOs) were consulted. Large parts of data were quantitative (descriptive) because of the nature of the work. Therefore, data analysis was not having a specific tool apart from considering if all evaluation questions have been responded for adequately and that, the performance indicators for each result area are carefully considered against what was collected from the field – in the sampled markets.

The major limitation of evaluation process was time or rather, timing of the assignment. The evaluation started end of December 2017 which was a busy time for every respondents due to Christmas holiday. The month of January 2018 was also busy one. Getting hold of most of the government leaders was a bit challenge – hence, delay of making this report. However, at least all intended categories of the respondents have been met albeit in smaller number than what indicated in the inception report.

### 0.4 Most Important Findings and Conclusions

- *Relevance of the Project*

It is established that, the project's objectives, designing, key result areas (KRAs) and implementation strategies were highly relevant to the needs of the primary targeted groups (women market traders in Ilala and Temeke municipalities, Dar es Salaam) as well as other stakeholders, including the market leaders, law enforcers and local government authorities (LGAs). The project was also relevant to the national legal and policy frameworks on gender rights. Some of the critical gender rights issues identified prior to the commencement of the project in 2015 were, high prevalence of VAW incidents; low awareness of gender rights and procedures for seeking proper legal redress; the victims and survivor of VAW were not willing to report on abuses against them; and, absence of market based VAW management systems.

According to the EfG's findings of baseline surveys of 2009 and 2015 on the state of gender right in the markets, at least 92.7% of female market traders (total of 124) sampled for the survey experienced some form of gender based violence (GBV) or VAW in market settings.



However, only 4.6% of the VAW survivors were aware of their basic legal and human rights; and that, only 8.5% of the survivors reported the VAW incidents to either market leaders or law enforcement agents (police and militia). Moreover, only around 17% of the sampled female market traders said that, they are familiar on how legal services can be exhausted. As for procedure of reporting, the baseline survey showed that, majority (39%) of market traders preferred to report VAW incidents to the market committees or leaderships instead of law enforcement agents. There are evidences heard during the evaluation process that, as a result of this situation, some of the female market traders and customers feared not to go to some of the markets especially the Mchikichini and Temeke Stereo markets. There are high probably suggestions that a good number of women lost business opportunities and they were not confident to address their issues.

The project design, KRAs and implementing strategies were designed to suit the situations. Some approaches on this were meetings, trainings, dialogues in market places, sensitization sessions such as through loud speakers in the markets, publicity materials including bracelets, placards and t-shirts. The EfG also used owned devised legal aid model which, among other things, sought to standardize VAW management approaches and strengthening the linkage between market-based VAW management systems and the statutory organs (especially the police gender and children desks (PGCDs)). Moreover, it had some advocacy engagements, albeit in low level, with the municipalities' leaderships of Ilala and Temeke.

As it is stated above, there was consensus among all market traders, law enforcers and LGAs' leaders sampled for this evaluation that, the project and its intervention strategies were highly relevant. This is why quite impressive results (changes) have been emerging notwithstanding the fact that the duration of the project was relatively short. Some of the notable changes are (i) female market traders have increasingly becoming assertive of their rights unlike in the past whereby, they preferred to 'let it go.' Moreover, the VAW trends have significantly decreased by 81% as of December 2017 from 96% reported by the 2015 baseline survey. A use of abusive language, which appeared to be the most common form of VAW, has also decreased quite significantly to only 30% in December 2017 from more than 70% of its previous prevalence rate (2015).

On the other hand, the evaluation establishes that, there is a possibility that the results achieved so far will remain relevant as now there is a leeway and free market environments for female traders and customers (though not directly targeted by the project). For instance, the continuous legal aid services and campaigns against VAW have remained to be useful interventions for free market environment. This has also empowered women to contest for leadership positions where their issues will be transacted. The linkage of market-based legal aid model with the government law enforcement systems especially the police (PGCDs) is a strong buttress root for sustaining the relevancy of the results. The December 2017 end-line survey reveals that, at least 92% of female traders are now feeling free to trade in the markets; 70% of the same group are free to contest for leadership positions; 83% of female traders are effectively participating in decision making; and, 91% of women are free to access to VAW services.

Conclusively, the evaluation has established that, the project focused on most pertinent issues facing female market traders in the six project markets. This was a major reason why its results were relevant to the needs. The intervention strategies such as legal aid services provision and anti-VAW campaigns seem to be continuous beyond project phase. Therefore, a possibility of results to continue being relevant is high. Moreover, there are emerging results to suggest that, the market places, including the ones well known to be notorious for VAW, are becoming conducive and friendly business sites for females.

**Box # 0.1: Testimony of market traders – greater freedom from all forms of abuses**

The female market traders interviewed told the evaluators that, they now enjoy greater freedom from all forms of abuses. This is envisaged to ultimately increase the business as well as the incomes and economic empowerment of women. Such empowerment itself is increasingly becoming a strategic tool of reducing VAW. The mushrooming of saving groups especially the VICOBA and SACCOS is yet another proof of friendly market environments brought about by this project. It is established that, at least 85% of the said saving groups' members were actually female market traders. Presence of these economic groups, which are also unexpected results of this project, have enable female traders to save and expand their capital margins. The Mchikichini market traders told the evaluators that, they use surplus income to invest in land at Kigamboni. Almost all traders were now owning own plots of land. A female trader at Temeke Stereo market told the evaluators that, she was trading only one bag of hot peppers in a day in the past (early 2010s). But not, presence of saving groups has facilitated her to trade around two and half bags in a day. She has never failed to take to secondary school her children despite of being a single mother.

- *Effectiveness of the Project*

An impact result level was to attain a situation whereby the female traders in the project markets operate in an environment where there is greater freedom from sexual, verbal and physical violence and have better support when violence occur so that they may fully exercise their economic rights. The project's outcomes (KRAs) were two. The first one sought to improve attitudes and behaviors about female market traders' rights to live a life free of violence and to have improved access to support for VAW survivors. The second KRA was on authorities (market committees, paramilitary and police and municipal leaders) connected with 6 markets in Ilala and Temeke districts to have improved capacity of preventing and responding to VAW incidents. As said earlier, the impact, these outcomes and their outputs all reckoned quite well with the needs of female market traders. This reality plus the intervention strategies facilitated effective implementation of the project towards positive realization of the results at all these levels.

As a result, the evaluation's and end line surveys' findings indicate that, the project was effectively implemented and realized almost all intended results' performance indicators as per result framework. Such results included increased awareness of awareness of gender rights in the markets (among females and males market traders); improved access to justice especially through legal aid provision model which have, to a large extent, strengthened, management of VAW cases. One of the key positive changes generated as a result of this project is decreased incidents of VAW in all project markets. As a result of all these, female traders were becoming more assertive of their rights. For instance, some of them were becoming confident to contest for leadership positions and seeking legal redress once their rights are being violated. The most notorious gender unfriendly market settings (Mchikichini

and Temeke Stereo), were no longer threat environments for female traders and customers to be in.

The significance decrease of VAW trend by 81% as of December 2017; and, decreased incidents of abusive languages to 30% from 34% indicated in mid-line survey report of March 2017. Moreover, physical assaults or harassments decreased to 13% in December 2017 from 25.7% indicated in March 2017 mid-line report. All these could be some of the positive outcome indicator to signify improved attitude of market traders about females' rights.

Moreover, the end-line data of December 2017 show that, as a result of improved capacities of authorities, at least 91% of the female traders interviewed were free to access VAW services. The evaluators were informed in almost all markets sampled for this review that, VAW cases reporting rate dropped from around 20 cases per month two years ago, to only 1 case per month as of December 2017. Obviously, this is a positive trend leading to decrease of VAW incidents. The established working relationship with the police (PGCDs) makes it possible to refer complicated cases to formal justice machinery systems beyond the market. However, only a few cases (around 10 per annum) go beyond markets' VAW adjudication mechanisms. The working relationship with the police and other law enforcers was in a referral form. This relationship resulted into prompt and effective management of cases referred to PGCDs. However, (i) the working relationship was informal one – without any operating standards; and, (ii) most of the cases referred to PGCDs dropped at prosecution level because complainants preferred to 'bargain' their disputes even if such disputes were severe one.

As for number of legal aid cases, it is noted that, a total of 2,611 clients were serviced through market committees, paralegals and LCS. This makes an average of 875 cases per annum; and 525 cases attended by each market over past 3 years (excluding Kisutu Market, which had no any case adjudicated). The approaches were mediation, reconciliation and fining. Each offence attracted TZS 50,000 (USD 22), which was paid to the case adjudicator. However, it was not certain to everyone on the use and management of fine-fund accumulated. The VAW guidelines are silent on this.

Despite the fact that the project did not directly address leadership empowerment issues, still unexpected results were effectively realized. One of such results is an increase of female traders' confidence and assertiveness to demand their rights. For instance, 70% of the female traders interviewed during the said end-line were free (felt confidence) to contest for market leadership positions; and, 83% of the same, were free to participate in decision making processes or organs. As a result of all those trends, at least 92% of female traders were now feeling free to trade in the markets (which was the ultimate goal or impact of the project).

Conclusively, the achievement of the project's three levels of the results is impressive. Significant changes are occurring. As a way of summing up, such changes include increased awareness and knowledge of gender rights; changed attitudes and behavior of market traders to live and work in market environments which are free from VAW; emerging economic empowerment on part of female market traders; and, established link between market-based efforts and law enforcers especially on VAW management.

#### Box # 0.2: Factors attributed to emerging changes of the project implemented

It is established that, the effective realization of those emerging changes has, to a large extent driven by the intervention strategies used. For instance, an application of the EfG's legal aid model, which (i) strategically makes market-based paralegals and LCS to be owners of the process; and, (ii) creates a working relationship (linkage) between paralegals, LCS, EfG and law enforcers, has successfully changed the market traders' perceptions – that, they can be solutions of their own problems. As a result of this approach, quite a good number of the notorious VAW perpetrators have now turned to be 'good ambassadors' and campaigners against such incidents. Secondly, the capacity building model used which encourage paralegals and LCS to be trainers and sensitizers of others in the markets has productively earned the project incredible results. The model entailed the use of publicity materials (including t-shirts; bracelets; and posters); market 'radio' (loud speakers installed in all corners of the markets); and, dialogues in each market sections. The evaluators also noted presence of paralegals and LCS' outreach services within the project markets where by, they periodically interfaced in each other to share experiences. This resulted into, among other things, deeper understanding of the project's models. However, EfG will have to (a) ensure that, the contents of the training manuals are updated periodically to reflect capacity needs of the market traders; and, (b) devise a way of supporting outreach activities financially. For instance, if the models will be mainstreamed in the market structures, then, most of the activities would be supported by the markets.

#### • *Efficiency and Sustainability of the Project*

As for efficiency, basing on the project's activities and progress reports shared against the project's result framework, it is certain that there was timely implementation and management of the project; and that, the value for money (VFM) could also be seen through approaches employed. For instance, use of market 'radio' (installed loud speaker systems) to campaign against VAW or raise gender rights awareness, helped the project to reach out nearly 20,000 market traders with limited financial resources. Getting such big number of the traders gathered in a venue-based and train them would have costed EfG almost half of the total project budget for three years.

The VFM could also be seen with regards to a number of legal aid cases attended for past three years (more than 2,600 cases) on *pro bono* basis. Basing on legal practice of Tanzania, a simple criminal or civil case normally costs not less than TZS 500,000 (USD 220). Therefore, adjudicating such a number of cases through paralegals and LCS without incurring direct costs rendered this project quite efficiency – on access to justice. The financial management of this project followed already existed financial system of EfG. Two annual audits were performed in 2015 and 2016 while the 2017's one was ongoing during this review. There was no financial accountability issue noticed; instead, best practice was noticed. That, the project's activities consumed more than 70% of the total budget, while recurrent expenditures had around 30% of the total budget allocation for three years.

A question of sustainability is a critical one. A design of the project did not reflect it directly; but, at implementation level, EfG tried to reinforce it. Some of sustainability elements according to evaluators' views are, (i) creation of VAW committees in the market; (ii) linking VAW management processes with the market leadership or governing structures; (iii) use of market traders themselves as legal aid service providers; (v) codification of anti-VAW norms in the form of VAW management guideline; and, (iv) provision of public awareness to all market traders.

Conclusively, an extension of the project is recommended. EfG will need to put in place exist strategies such as pursuing the market leaderships to mainstream VAW through (i) adoption

of VAW committees as one of the constitutional organs of the market; (ii) institutionalization of legal aid services by financing from own market source some of the activities; (iii) engaging it with municipal councils to transform the VAW management guidelines into municipal bylaws; and, (iv) link this project with local NGOs/ CBOs operating around the market areas.

- *Contribution of the Project to the National Policy Frameworks and Local Government Reforms – Especially D by D*

As pointed out earlier, the project was relevant not only to the traders of the six project markets in Dar es Salaam but also, to national policy and legal frameworks on gender rights, economic development and trade. Some of the relevant frameworks are the Tanzania Development Vision 2025; the Five Year Development Plan (FYDP) 2016/17-2020/21; the National Strategy for Gender and Development of 2005; the National Plan of Action to End Violence against Women and Children in Tanzania 2017/18 – 2021/22 (NPA – VAW and VAC); the National Economic Empowerment Policy of 2004; the Human Settlement Development Policy of 2000; the National Employment Policy of 1997; the Agricultural Marketing Policy of 2008; the Small and Medium Enterprise Development Policy of 2002; the National Trade Policy of 2003.

All these policies recognizes a need for gender equality, access to justice, security, economic empowerment and the importance of eradicating VAW. For instance, the NPA-VAW and VAC states that, *‘despite government efforts to eradicate VAW, there are challenges at structural and community levels which include inadequate service provision for survivors of violence, combined with myth on utilization of health services.’* Limited awareness and knowledge on economic and legal rights among women is yet another barrier mentioned. The human settlement, trade and economic policies indicate the importance of informal sector, including market trading which is pre-occupied by women. This creates a need to have conducive environments for them to operate.

Conclusively, despite the direct linkage between this project and national policy frameworks, the project was not designed in a way that it can reinforce and bank on the said linkage. This was due to the reality that, advocacy component was either weak or unclear. For instance, the result areas and their indicators did not suggest direct advocacy engagements at national levels. However, evaluators’ interviews with some of the law enforcers, LGAs’ officials and community based organizations revealed that EfG worked quite closely with those partners. It is an issue of concern though that, there is no sufficient evidence to suggest the result of advocacy activities especially at national policy level. The advocacy approaches, including use of media, were relatively frail programmatically. The project design and implementation did not also reflect the ongoing local government reforms, particularly the decentralization by devolution (D by D) agenda apparently due to the same reasons.

## **0.5 Key Recommendations**

Specific recommendations on particular issues are indicated in each section and subsection of this report. In summary form, the key recommendations provided include:-

- (i) A need to ensure that project’s design makes clear distinctions between outputs, outcomes and impact’s performance indicators.

- (ii) The project's performance indicators should be linked to relevant national plans or strategies or policies' indicators and priorities on gender rights, VAW, GBV, access to justice, market trading, economic empowerment, and the like.
- (iii) A need to include theory of change in project design for clearer and simpler articulation of the project and indication of project's sequential steps towards intended results' levels.
- (iv) A need to widen scope of interventions to include market governance systems which appear to maintain some forms of discriminatory practices.
- (v) A need for future project to expand advocacy component especially to ensure that the project design and implementation contribute or linked to relevant national efforts (policies, laws, plans or practices).
- (vi) A need to exert more pressure and improve strategies in order influence changes at national policy level as well as ongoing local government reforms especially the decentralization by devolution (D by D) agenda.
- (vii) A need to improve further the legal aid model in order to make it more effective and replicable to all market places in accordance with respective market structures. It should also be linked to the generality of the *Legal Aid Act of 2017*.
- (viii) A need to increase media engagement including effective use of social media for awareness, sensitization and advocacy purposes.
- (ix) A need to draw a parallel efforts against VAW between markets based, government based and other efforts outside the markets.
- (x) A need to scale-up strategies to sustain the results achieved.
- (xi) A need to come out with clear sustainability strategies of the project including having in place backstopping plans and strengthening of the referral mechanisms or working relationships between market leaders, paralegals, LCS, and statutory law enforcement organs.
- (xii) A need to document best practices and apply the same to the rest of the Dar es Salaam based markets.
- (xiii) A need to expand scope of funding. Realization of outcome results within three years seems to be a challenge.



# MAIN PART OF THE REPORT

## 1 CONTEXT OF THE PROJECT

Some empirical studies<sup>1</sup> show that women's economic vulnerability and vulnerability to violence in Tanzania are intrinsically interlinked. For instance, women's concern over loss of financial support is one of the main reasons they do not leave abusive relationships.

The 2015-2016 Tanzania Demographic and Health Survey (THDS) shows that those in the lower wealth quantities coupled with low levels of education experience higher rates of violence and abuse. For such women the informal sector is often the only available source of employment and source of income resulting in at least 90% of the women in Tanzania deriving their livelihood from the informal sector including market trading. However, rather than providing an avenue for women to improve their lives and that of their families, the patriarchal structures mean that women in the informal sector face sexual, physical and verbal abuse in their workplaces and are not adequately protected.

Tracking sexual abuse is always a challenge due to low rates of reporting. The THDS survey indicates that only 45% of those who experience physical abuse and 18% of those who experience sexual abuse from intimate partners seek assistance. The National Plan of Action to End Violence Against Women and Children (NAP-VAWC) of 2018/ 2022 reveals that, the challenges faced by survivors gender violence incidents in accessing essential services include:-

- (a) Lack of effective police investigation.
- (b) Failure to prosecute and convict perpetrators.
- (c) Intimidation and discrimination.
- (d) Costs.
- (e) Limited availability of legal aid.
- (f) Corruption.
- (g) Lack of knowledge and awareness of human rights among law enforcers (and the general public).

On the other hand, the EfG 2015 baseline report (cited in full in the finding section of this report) found that a significant number of respondents (97% out of 124 women surveyed) had experienced one form or the other of violence in their homes and 96% at the workplace and 90% in public place, they were able to report the incidents to the various structures within the community and the market set up, such as the ten cell leaders, market committers, police, and ward offices. This is a significant improvement from the 2009 baseline survey which reported that knowledge and awareness of human and women's rights, specifically the right to protection against VAW or GBV, was only 4.6% of the female market traders in the Ilala markets. It was reported that about 93% of the women traders had experienced some form of VAW or GBV in the market places; and that, only 8.5% of the VAW and GBV victims and or survivors tried to seek legal redress by reporting the incidents to market leadership or law enforcement agents.

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<sup>1</sup> Such as A survey by USAID on Help Seeking Pathways in Tanzania of 2012.

It is from that background that the Equality for Growth Limited (EfG) formulated and implemented this project. It was a three (3) year project under the support of the United Nations Trust Fund (UNTF) to End Violence against Women. The project began on 1<sup>st</sup> of January 2015 and its term ended on 31<sup>st</sup> of December 2017. As it is further explained below, the project areas were the six markets located with Ilala and Temeke municipalities, Dar es Salaam.

The project was aimed at ensuring that the project markets are free from sexual, verbal, physical and political violence against women and their rights are respected as they exercise their economic rights. Furthermore, it was premised and incepted against the background that, knowledge and awareness of gender rights, especially violence against women (VAW) or gender based violence (GBV) was relatively low among the market traders in Tanzania. That situation attributed to continuous occurrence of VAW and gender based violence (GBV) incidents in the market areas including the six ones targeted during this project's phase. Such instances grew up in number almost uncontrollably because the market structure, system and leadership did not have sufficient mechanisms and knowledge on how to address the same. As a result, the markets turned to be atrocious place for female market traders and customers to work or visit. This overall picture was shared by all respondents met in the sampled markets during this review in December 2017 and January 2018.

The increased number of VAW and GBV incidents in the market areas including the six ones targeted during this project was largely attributed to lack of an established mechanism, guidelines and adequate knowledge on how to address VAW and GBV within the market structures, systems and leadership. As a result, the markets were extremely unfriendly, unsafe and had no regard for women market traders and female customers that visit them. As a result of increased awareness and knowledge on VAW and right holders' increased awareness of their rights, the situation in the markets has changed tremendously.

As all these incidents were growing up almost uncontrollable as said earlier, EfG came out with an idea. That idea was the project under this review. Therefore, the project was designed in such a way that it will address all those and other challenges within three years of its existence.

## **2 DESCRIPTIONS OF THE PROJECT**

The project began on 1<sup>st</sup> of January 2015 and its term ended on 31<sup>st</sup> of December 2017. The project addresses three forms of violence against women includes: violence in the workplace; violence in the community; and, sexual harassment and violence in public spaces. The objectives of the project were to increase traders' awareness and knowledge on VAW and its impact on women in the market place; to influence markets to adopt a model market guideline for handling and tracking VAW in market places in Tanzania; to enhance collaboration between law enforcers, market committees, municipal leaders and officials and traders to effectively address VAW happening in the markets and document and share the model's approach to local government's municipals and councils, civil society organizations and media for scale up and replication.



The anticipation was that, effective implementation of the project will result into change of individual attitudes and behaviors toward VAW; and, will ensure survivors access justice especially after being capacitated to seek legal redress and when the law enforcement machineries were also capacitated to work effectively in addressing VAW. The two project's strategic outcomes (indicated below) were designed to reflect these perspectives.

The primary targets of the project were female (women) market traders of Dar es Salaam. During this term, six (6) markets in two districts (municipal councils) were chosen. These are the Mchikichini, Gezaule, Ferry, Tabata Muslim, and Kisutu (Ilala Municipality); and, Temeke Stereo (Temeke Municipality). All these markets were chosen for their high rates of VAW.

The secondary beneficiaries of this project were male traders, media, paralegals, paramilitary, police, market committees and government officials in the same project areas as it is described in details in subsequent parts of this report.

The gist of the project was legal and economic empowerment of female traders, particularly those working in market setting in Dar es Salaam city. Two districts namely Ilala and Temeke, both of this city were sampled for an implementation of the project. An overall project goal was to see female traders at the two districts operates in a market environments where there is greater freedom from sexual, verbal, physical and political violence against women and have better protection and support when violence does occur so that they may more fully exercise their economic rights.

In order to achieve that impact result, two strategic outcomes (SOs) or key result areas (KRAs) were devised. The first one focused on the changed attitude about female market traders in the six project markets mentioned earlier;<sup>2</sup> and, the second SO focused on the capacity to handle VAW cases.<sup>3</sup>

The first SO intended to drive project's implementation towards a free environment for female traders and that, the same will be accessing support without barriers. The outputs for this were on imparted knowledge and skills to paralegals and legal community supporters (LCS) for them to effectively engage in preventing and responding to VAW; and, awareness rising to market traders and media on VAW issues.<sup>4</sup>

The second SO was also strategically targeting both prevention and response (control) of VAW. However, this one targeted duty bearers or service providers (supply side) such as the market committees, paramilitary, police and municipal leaders of the two project districts – also mentioned earlier. There were three actions (outputs) devised towards achieving these. Firstly, improving knowledge and skills of these service providers to handling VAW cases. Secondly, developing the guideline which suggest a legal aid or procedural model of handling

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<sup>2</sup> It reads, 'market traders (male and female) in 6 markets in Ilala and Temeke districts have improved attitudes and behaviors about female market traders' rights to live free of violence and VAW survivors have improved access to support.'

<sup>3</sup> This one reads, 'authorities (market committees, paramilitary and police and municipal leaders) connected with 6 markets in Ilala and Temeke districts have improved capacity [to] prevent and respond to VAW.'

<sup>4</sup> The three outputs were phrased as; (i) newly recruited groups of paralegals and legal community supporters (LCS) have greater knowledge and skills needed to carry out VAW prevention and response work in the six markets; (ii) market traders in 6 markets have improved and have heard key messages related to VAW and female market traders' rights to live a life free of violence; and, (iii) media personal have increased awareness of VAW and female market traders' rights to live a life free of violence media outlets provide greater coverage of VAW.

VAW cases (like standard operating procedures); and, thirdly, information sharing of VAW cases.

The SOs have translated into actions project's specific objectives, which were; (i) to increase traders' awareness and knowledge on VAW and its impact on women in the market place; (ii) to influence market to adopt a model market guideline for handling and tracking VAW in market places in Tanzania; (iii) to enhance collaboration between law enforcers, market committees, municipal leaders and officials and traders to effectively address VAW happening in the market; and, (iv) to document and share the model's approach to local government's municipals and councils, civil society organizations and media for scale up the replication.

The intervention or implementation strategies of this project included consultative meetings with various stakeholders including the municipal council and law enforcement agencies; engagement with media; use of information-educational-communication (IEC) materials; community campaigns such as engagement in 16 days of activism; provision of legal aid through paralegals and LCS who were in all project markets; designing of the best practice guideline on handling GBV cases; use of a tracking system model for VAW cases at the markets; and, capacity building sessions.

It is also noted that, the approaches which EfG used to implement this project were (i) to use the model legal aid scheme in facilitating female (and other) market traders accessing justice once their gender rights especially are being infringed; (ii) to make market traders as part of the project implementing partners – an ownership and sustainability strategy; (iii) to use media and likeminded organizations; and, (iv) to bring together supply side (duty bearers such as municipal officials, market leaders, and law enforcers) and demand side (market traders, especially females).

Around USD 350,440.00 was budget for whole duration of this project. The budget includes both operational and development budgetary contents.

The project was incepted with an assumption that, there would be some risks which could influence its implementation. The main risk for this project was identified to be a failure to create engagement with the necessary social actors. It was thought that, if these actors were to refuse participating in any of the project's activities, the success of this project would be compromised. This risk was mitigated by ensuring that, all potential partners including social actors were effectively engaged in the design and implementation of the project. For instance, the said actors were regularly involved in the course of the project implementations through meetings, workshops, follow-up of some issues and support to paralegals.

Within the social environment there was a risk that women may be disinclined to participate in activities because of time constraints, their level of income poverty and workload of household responsibilities. Because this project did not have direct economic benefit, which is the main reason women are in the markets, the assumption was that, female market traders would be uninterested in participating in the project. However, this was partly mitigated through EfG's interventions to economic focused activities such as creation of saving and credit associations (SACCOS) in the markets by market traders themselves. Such associations gave female traders opportunity and confidence to socialize and access capital to establish or improve their business ventures. The market traders of Mchikichini market has gone further to acquire a block of land in which, all traders in this markets purchase parcel of lands on

loan basis. There is evidence collected suggesting that, some of female market traders and their spouses have utilized such parcel of lands to secure capital for their business ventures.

Another risk was assumed to be on ability to seek legal redress once VAW incidents occurred. That is, it was thought that, female market traders may fear coming forward and reporting VAW incidents due to stigma and possible backlash from male traders. This risk was managed by sensitizing male traders and service providers to ensure that when an incident of VAW occurs and a survivor decides to report, she should be treated with respect and their concerns are taken seriously. This evaluation established that, indeed, overtime, this strategy built trust in such a way that, women reported occurrence of VAW incidents without being re-traumatized as survivors. Moreover, to manage this risk, the project emphasized on standard (professionalism) of offering legal aid services. The standards included guaranteeing privacy and confidentiality for survivors of VAW who reported their cases. It was anticipated that, if women are ensured of confidentiality until they are prepared to bring cases forward, they will be more likely to seek assistance and therefore learn about their options. In addition, it was thought that, this will ensure a more comprehensive picture of VAW is collected, which will be important for convincing decision makers of the severity of this problem. The evaluation noticed that, such mitigation strategies worked out quite successfully.

Fourthly, there was assumed risk of a negative reaction from male traders against the anti-VAW campaigns. To manage this risk, the project worked to educate men and this will help sensitize them and make them active participant in addressing the issue. While not ignore that men are the main perpetrators of VAW, men must be able to envision themselves as important players in protecting women from VAW. By balancing the current negative situation with the positive role they could play, this risk should be reduced. Again, this worked out quite successfully. According to the market traders consulted during this review, there were reported a few negative reactions. It is also noticed that, a good number of male traders were motivated to be campaigners of pro-women rights. Moreover, some of male traders are actually serving as paralegals; members of VAW committees; etc.

Fifthly, the project was incepted just after the 2014 local government elections and in the same year (2015) when the country was going to conduct general (national) elections. Therefore, there were potential risks, one being, a possibility that VAW campaign activities could become politicized. While promises to address VAW from candidates for political office was expected to benefit this project, the risk of polarizing these issues between different candidates/ parties was thought to undermine the effectiveness of this campaign. At the same time, municipal officials who would want to protect their positions might want to serve the interests of councilors and decline to act around an issue that could be controversial during elections. The plan was to mitigate this risk by ensuring that women's rights and anti-VAW are adopted and mainstreamed across all political platforms and election manifestos. By empowering women to remind their councilors to fulfill their political commitments and promise the adoption of the model guidelines, this risk could be transformed into a real advantage. Moreover, the election also risked overshadowing the VAW campaign, if market traders were too involved in the process of elections to focus on the campaign. Drawing clear linkages between good governance, candidate platforms, and election promises will ensure that this issue becomes part of election dialogue rather than sidelined by it. There was no reported evidence to suggest occurrence of this risk in 2015 and the rest of project's phase.

Sixth, the main environmental risk of this project was presumed to be the fragility of the markets themselves. Although very rare, but in few instances the outbreak of fire has

destroyed markets due to poor structures of public markets. The occurrence of outbreak of fire in Mchikichini market was cited as a case in point. If one of the selected markets were to be quickly destroyed or become unsafe, which would impact this project as it would at the very least shift attention away from this issue and at worst destroy one of the centre's for this campaign. It was stated in risk analysis that, while it is never entirely possible to protect against natural disasters, EfG would attempt to manage this risk through by shifting the focus to another near-by market within the municipality. While this would not be ideal, it would allow this project to maintain its level of impact within the district as a whole. It is fortunate that no any environmental risk occurred during the project's implementation phase.

Seventh, on organizational capacity, it was stated in risk assessment that, EfG was relatively a young organization and as such did not had issues with its reputation in Tanzania. But, there was a possibility of attack on EfG reputation and credibility. This was to be most likely occurred should any of the beneficiaries or social actors become concerned with how the organization was operating. This was to be managed, by first and foremost maintaining political, religious and ethnic neutrality. Moreover, EfG planned to continue to be transparent in the sharing of its financial status and information as well as reporting on its activities. EfG also through it ongoing activities had to leave open opportunities for all social actors to provide feedback and address any concerns or criticisms with the project or EfG as they arise so they aren't allow to grow. The review process did not come across any incident in which the reputation of EfG was under attack. Instead, there was an overall consensus among market traders and other actors involved in project's implementation that, EfG has always been innovative to address issues pertaining gender rights in the market places. The project under this review was regarded as an exemplary one. The main text of this report explains more.

As for financial aspects, it was assumed that, EfG's ability to operate requires financial support beyond what this project offers. As such, this project's success also rests of EfG being able to continue to run its other projects and activities which boost the impact of these project activities. To manage this risk, EfG was to ensure there is a steady income to support other activities from its current partners and seek other opportunities to fund complementary activities. At the same time, it was to seek to grow within a reasonable rate which will ensure it does not become stretched beyond its capacity. While this did not appear as a potential risk at implementation level, the proposed mitigating strategies were not materialized due to some challenges in fundraising.

### **3 PURPOSE OF THE EVALUATION**

The purpose of the final evaluation was aimed at ascertaining the effectiveness, relevance, efficiency, sustainability and the project impact, with a strong focus on assessing the results at the outcome and project impact's level against achievement of results (impact) of the project. Secondly, the evaluation was aimed at generating key lessons and identifying promising practices for learning.

The EfG commissioned this final evaluation as a forward looking evaluation process to support EfG and its stakeholders' strategic learning and scaling up to other markets. The evaluation also had a secondary summative backward looking perspective, to support enhanced accountability for development effectiveness and learning from experience. As

such, it is expected that EfG will carry forward the lessons learned and good practices to further its work in other markets in the region.

Section 8 of this report outlines the evaluation findings makes per each of the evaluation questions. The discussions cover aspects of the project design and results achieved at all levels (output, outcomes and impact).

Furthermore, the evaluation was carried out as part of the UNTF's obligations to EfG as its grantee for above named project. It is intended to generate information and experience on how the project was implemented and, use the findings to inform EfG and UNTF on the better way to implement similar projects in future. Additionally, EfG was implementing (or rather, testing) its VAW management model, which this evaluation assessed how it worked out and possible areas for further improvements. The said model is unique one according to evaluators' experience in legal aid schemes in Tanzania. It is one of its kind in Tanzania because of the approach of its implementation; tools used; the arrangement and intra-market referral system; guiding material (the VAW management guideline); and, the enforcement style of own devised rules against VAW in market areas. More of these are discussed in subsequent parts of this report.

## **4 EVALUATION OBJECTIVES AND SCOPE**

### **4.1 Evaluation Objectives**

The objectives of the evaluation indicated in the terms of reference (TOR) are:-

- a) To evaluate the entire project in terms of effectiveness, relevance, efficiency, sustainability and impact, with a strong focus on assessing the results at the outcome and project goals; and,
- b) To generate key lessons and identify promising practices for learning.

### **4.2 Scope of Evaluation**

The evaluation design covers the project duration which runs from 1<sup>st</sup> of January 2015 and 31<sup>st</sup> December 2017. The evaluation team sampled four out of six project markets. The four markets sampled for this review were Mchikichini, Ferry, Kisutu and Temeke Stereo. The remaining two markets - Gezaule and Tabata Muslim were not included in the sample. The Temeke Stereo market is located within Temeke municipal council and the rest of the markets are in Ilala municipal council.

In each market area, the evaluation team talked to representatives of various market traders' groups including male traders and some clients found in the markets. The evaluators also interviewed government leaders with offices around the markets; law enforcers; paralegals; LCS; and others.

## **5 EVALUATION TEAM**

The evaluation team was comprised of three persons including the principal evaluator (team leader), who is Adv. Clarence Kipobota. Mr. Kipobota is an advocate of the High Court of



Tanzania. He holds a degree in law (LL.B) and two master degrees (Master of Science in Community Economic Development (CED); and, Master of Science in Public Policy Analysis and Program Management (Msc. PPA)). He has vast experience in organizational development and project cycle management skills acquired for over ten years. He has also good experience on gender issues in market places.

The other two members were Ms. Yvonnice Matui and Ms. Evodia Matagi. Ms. Matui holds a degree in sociology. She has been working as part of LEDECO Advocates' team under Adv. Kipobota for over five years. Ms. Matagi holds a degree in rural development. She has also been part of the LEDECO Advocates' team for over two years. Adv. Kipobota was in charge of the evaluation process; while, the two ladies were assisting him in organizing interviews and conducting focus group discussions. Ms. Matagi was in charge of follow-up appointments with respondents who are not market traders including interviewing them; while Ms. Matui was basically assisting in conducting interviews at market places.

The evaluation team was assisted by EfG's focal persons in each market area to locate the respondents basing on the evaluation team's choices. All team members were knowledgeable of ethical principles governing any scientific research work including evaluations and baseline surveys. The team was guided by, among other ethical guidelines, the UNEG's Ethical Guidelines for Evaluation of 2008.

## **6 EVALUATION QUESTIONS**

The evaluation objectives (indicated above) were transformed into evaluation questions in the form of interview guides. There were specific interview guides for primary respondents; EfG staff; UNTF; law enforcers; and, local government officials. As it was proposed in the terms of reference (TOR) the following will be broad evaluation questions (with little adjustments by evaluators – without distorting the instructions of EfG):-

### **6.1 Questions on Relevance**

In relevance, the evaluators assessed design and focus of the project as well as perceived problems experienced by the target groups (female market traders of Dar es Salaam) at the time when this project was inception in January 2015; how the project remained focused on the real issues happening on the ground (in the six project markets) throughout the project term to December 2017. The assessment was made (i) in relation to the project's two result areas, outputs, impact, and intervention strategies; and, (ii) through consideration of the baseline, midline and end line reports. Baseline reports' findings (initial, mid and end lines).

The rationale was to see how the project's implementation corresponded to the real needs of the targeted female market traders in the two municipal councils of Dar es Salaam. The evaluation questions were:-

- a. To what extent was the project strategy and activities implemented relevant in responding to the needs of women and girls:-
  - At the time of its design and inception in January 2015?
  - During the time of its implementation.
- b. To what extent do achieved results (project goal, outcomes and outputs) continue to be relevant to the needs of women and girls?

- c. Was the project relevant to the identified needs?
- d. Were the inputs and strategies identified, and were they realistic, appropriate and adequate to achieve the results?
- e. Was the project relevant to the identified needs?

## 6.2 Questions on Effectiveness

The project's effectiveness was assessed by looking at the outcomes and impact achieved in relation to project's objectives and performance indicators as indicated in the result framework shared by EfG. The effectiveness was also about the (a) methods used to achieve the outcomes and impact in terms of what has worked and what could be improved; (b) the design and implementation approaches of the project as said earlier in this report. One of the design areas to be assessed is the VAW management model which EfG used during this project's phase; and, (c) its management framework e.g from EfG to market areas (through paralegals, LCS, market committees, women groups, etc) in the six markets mentioned above. The key evaluation questions (as instructed in the TOR) on this were:

- a. To what extent did the project reach the targeted beneficiaries at the project goal and outcome levels? How many beneficiaries have been reached?
- b. Were the intervention strategies identified, and were they realistic, appropriate and adequate to achieve the results?
- c. To what extent has this project generated positive changes in the lives of targeted (and untargeted) women and girls in relation to the specific forms of violence addressed by this project? Why?
- d. What are the key changes in the lives of those women and/or girls? Please describe those changes.
- e. What internal and external factors contributed to the achievement and/or failure of the intended project goal, outcomes and outputs? How?

## 6.3 Questions on Results

There were three levels of results which the project was aimed at achieving by December 2017. Those are outputs, outcomes and an impact. Despite the fact that much emphasis was put on outcomes and impact at reporting level, there was also a consideration of outputs. The questions to solicit results as proposed in TOR were:

- a. To what extent were the intended project results (impact, outcomes and outputs) achieved and how?
- b. How are the achieved results, especially the positive changes generated by the project in the lives of women and girls at the project goal level, going to be sustained after this project ends?
- c. How effective were the exit strategies, and approaches to phase out assistance provided by the project including contributing factors and constraints?
- d. Describe key factors that will require attention in order to improve prospects of sustainability of Project outcomes and the potential for replication of the approach?
- e. What are the unintended consequences (positive and negative) resulted from the project?

- f. To what extent was the project successful in advocating for new GBV Guideline legal or policy change? If it was not successful, explain why.
- g. In case the project was successful in setting up new policies/guideline and/or laws, is the legal or policy change likely to be institutionalized and sustained? If it was not successful, explain why.

#### **6.4 Questions on Lesson Learnt (Knowledge Generation)**

The main objective of this evaluation work was to generate information and lesson learnt in terms of relevancy of the project, its design, and intervention strategies against the results achieved. Again, basing on TOR, the evaluation was to provide recommendations and lessons learnt with regard to the following:

- a. What are the key lessons learned that can be shared with other practitioners on ending violence against women and girls?
- b. Are there any promising practices? If yes, what are they and how can these promising practices be replicated in other projects and/or in other regions/countries that have similar interventions?

#### **6.5 Questions on Efficiency**

The TOR requires consideration of the administrative and financial management processes of the project by EfG. As such, the evaluation team looked at the efficiency of the administrative set up of this project and has made some recommendations in relation to the various outputs and outcomes. The broad evaluation questions on efficiency were:

- a. Were the inputs identified, and were they realistic, appropriate and adequate to achieve the results?
- b. How efficiently and timely has this project been implemented and managed in accordance with the project document?
- c. How efficient were the management and accountability structures of the project?
- d. How did the project financial management processes and procedures affect project implementation? What are the strengths, weaknesses, opportunities and threats of the project's implementation process?

#### **6.6 Sustainability**

The evaluation identified and assessed the key conditions or factors that are likely to contribute or undermine the sustainability of the project and its outcomes. Some of the questions on sustainability, basing on TOR, were:

- a. How are the achieved results, especially the positive changes generated by the project in the lives of women and girls at the project goal level, going to be sustained after this project ends?
- b. How effective were the exit strategies, and approaches to phase out assistance provided by the project including contributing factors and constraints?



- c. Describe key factors that will require attention in order to improve prospects of sustainability of Project outcomes and the potential for replication of the approach?

## **7 EVALUATION METHODOLOGY**

### **7.1 Overall Evaluation Design**

At an overall level, the design of the evaluation work was based on three broad issues to address, namely; (i) getting to know what is being achieved by the project in terms of addressing VAW issues in the market place, especially by using the EfG VAW management model which was being implemented during this project phase; (ii) assessing kind of changes and how the same have been achieved – particularly as to whether the changes respond to contextual priorities for which the project was designed for; and, (iii) an assessment on ways to improve the efforts – if there are lessons for EfG or its partners to pick and replicate the same to the rest of market places in Dar es Salaam and other areas in Tanzania.

Moreover, as it was stated in the inception report for this work, the evaluation was designed from purposive approach whereby sampled individual market traders and other stakeholders were identified in each market place and local government levels. The sampled participants for this review were selected basing on some criteria such as types of business within market; age; experience with EfG work; and, nature of market business (e.g if the respondent has temporary or permanent stall within a particular market).

### **7.2 Data Sources**

The data collection was based on four sources of data, namely; (i) desk review of project reports, including the baseline survey reports (cited in part 8 of this report); (ii) at markets' levels, from interview with selected market traders basing on the sampling indicated below; (iii) interviews with EfG direct partners such as NGOs and secondary beneficiaries of the project (these being male market traders, media, paralegals, LCS, market committees, market leadership, etc); (iv) interviews with external partners such as law enforcers, local government officials of Ilala and Temeke; and, (v) interviews with EfG staff. The method of data generation was mainly qualitative. The statistical information presented in the finding section of this report is drawn from baseline survey and progress reports.

There was also a consideration of some other documents including the constitutions of the markets and bylaws governing market trading in Dar es Salaam.

### **7.3 Description of Data Collection Methods and Analysis**

#### **7.3.1 Data Collection Methods**

The evaluation processes included both primary and secondary data collection methods. The team conducted face to face key informant interviews (KII) as well as interactive focus group discussions (FGDs) with members from the same groups in all sampled market places mentioned earlier. The groups of persons consulted for this review were female market traders; law enforcers (especially the police gender and children desks (PGCDs) and

paramilitary (city *askali*); local government officials (ward level); and, some of traders randomly sampled in each market place.

Interactive group discussions were aimed at encouraging effective participation of the respondents. The market traders were consulted per market sections on their convenient times – due to the nature of market business.

The primary data were collected through sets of interview guides for each category of respondents (mentioned earlier).

After the field mission (all or some of the 4 markets), the evaluation team spend some days for an analysis of findings and preparation of this report. The preliminary findings were shared to EfG for their overall reactions. Afterwards, the comprehensive report was submitted to EfG. The reporting took more than planned time due to delay of some information from the respondents.

### **7.3.2 Data Analysis Methods**

Large parts of data were qualitative (descriptive) because of the nature of the work. Therefore, data analysis was not having a specific tool apart from considering if all evaluation questions have been responded to and that, the performance indicators for each result area are careful considered against what was collected from the field and documents reviewed, especially the three EfG's reports.

### **7.4 Sampling of Respondents Consulted**

The evaluation was carried out in four out of the six project markets. The selection of sampled markets considered a number of factors some being (i) geographical representation or location of the markets (both municipalities); (ii) size and type of markets e.g Kisutu is relatively small than Temeke Stereo; and, (iii) nature of the market e.g Feri is typically a fish market while Mchikichini is a second-close market. Temeke Stereo market is basically a fruit and vegetable market. Moreover, basing on the project documents, some of the markets (especially Temeke Stereo and Mchikichini) had highest level of VAW incidents, while Kisutu has fewer incidents. Getting coverage of these different markets was intended to get a comparative analysis of the situation especially due to the fact that, same intervention strategies were used in all markets regardless of the size and magnitude of VAW as revealed by the baseline study. Four out of six markets were sampled because of time factor.

The evaluators met an average of 20 individual respondents in each sampled market. Therefore, about 80 respondents have been consulted as of February 2018 when the evaluation was being completed. The respondents met physically or though phone calls were:-

- a. Individual female market traders (42 in total).
- b. Individual male market traders (23 in total).
- c. Market leaders (11 in total).
- d. Paralegals and LCS (8 in total).
- e. VAW committees (met total of 4 leaders at Mchikichini and Temeke Stereo).

- f. Law enforcers (1 police officer and 1 paramilitary).
- g. Local government leaders (met 2 in total).
- h. Like-minded NGOs (2 respondents).
- i. Media practitioner (3 respondents).

## **7.5 Limitation of the Evaluation Methodology**

The amount of data that the evaluation team intended to collect was limited due to the time and budget for this assignment. The evaluation started end of December 2017 which was a busy time for every respondents due to Christmas holiday. The month of January 2018 was also busy one. Getting hold of most of the government leaders was a bit challenge. However, at least all intended categories of the respondents have been met albeit in smaller number than what indicated in the inception report.

## **7.6 Ethical Consideration**

The undertaking of this assignment complied with the ethical principles enshrined in the UNEG's Ethical Guidelines for Evaluation of 2008, which the consultant had time to peruse it through <http://www.unevaluation.org/ethicalguidelines>. The ethical standards observed included:-

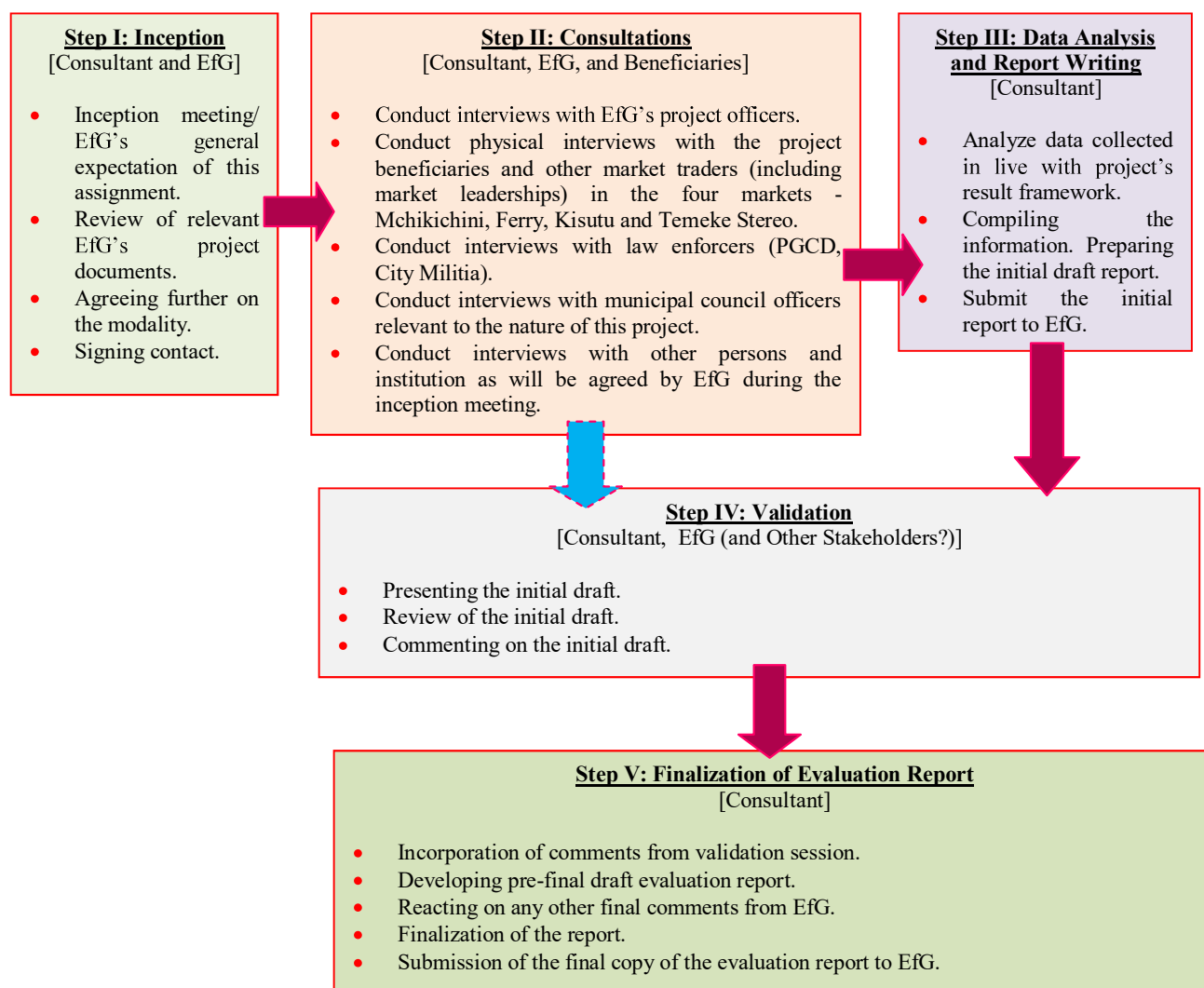
- a. Guaranteeing the safety of respondents and the research team.
- b. Selection and training the research team on ethical issues.
- c. Ensuring compliance with legal codes governing areas such as provision to collect and report data, particularly permission needed to interview or obtain information about children and youth.
- d. Storing securely the collected information.

Therefore, as a way of complying with ethical principles especially on confidentiality and protection of the respondents, no specific names of respondents have been indicated in the finding section of the report. Instead, generalized description of the same has been a reporting approach. However, for information like best practices, nick names and official positions of the respondents were used in this report. Apart from focus group discussions, all other interviews were conducted in isolation with the rest of market traders. None of the interviewee was a person below 18 years.

## **7.7 Evaluation Work Plan**

The evaluation processes comprised of several steps and activities, which in total consumed about 40 days (including the delays of securing appointments and data from respondents). Figure 1 below shows the levels or steps of evaluating used.

**Figure 1: Evaluation Steps and Activities Implemented**



**Source:** Clarence KIPOBOTA's Own Construction, 13<sup>th</sup> December, 2017.

## 8 FINDINGS AND ANALYSIS PER EVALUATION QUESTION

### 8.1 Relevance

#### 8.1.1 Introduction

The term '*relevance*' in the context of this evaluation was meant to assess the extent in which EfG's project outcomes areas (POAs) were reflecting the reality of female traders' working environment on the ground – especially in respect to prevalence of abuses in the markets found in Ilala and Temeke municipalities Markets, Dar es Salaam. The reflection on this has made by considering the situation before – when this project was incepted in January 2015; and, the situation after the project was being implemented in December 2017. It was the evaluators' interest also to consider whether EfG remained focused on the real VAW issues in the project districts and markets mentioned earlier.

The consideration of relevancy was guided by respondents' opinions (testimonies); end-line baseline data; and, evaluators' own analysis.

The TOR for this assignment raised two broad questions that were to be responded. The evaluation team unpacked the two questions into several others some have been indicated below (in order to widen a scope of analysis):-

<b>Relevance – Evaluation Questions</b>
To what extent was the project's inputs, strategies and activities implemented relevant in responding to the needs of women and girls.
To what extent do achieved results (project goal, outcomes and outputs) continue to be relevant to the needs of women and girls?
Was the project relevant to the identified needs?
To what extent were the results (impacts, outcomes and outputs) achieved?

### 8.1.2 Summary of Findings and Analysis per Relevancy Evaluation Questions

The following are key findings on the relevancy of the project per evaluation questions. The table below contains qualitative evidence gathered from evaluation process, baseline and end line surveys conducted between 2015 and 2017. Note that, this is presented in the format instructed by UN Trust Fund under the Guidelines for Baseline/ End line Data Collection and Final External Project Evaluation (Undated). Detailed analysis of each of the evaluation questions on relevancy follows in subsequent sections of this part.

**Table 1: Overview of Findings and Analysis on the Relevancy of the Project**

<b>Evaluation Criteria</b>	<b>Relevancy</b>
<b>Evaluation Question</b>	<ul style="list-style-type: none"> <li>To what extent was the project strategy and activities implemented relevant in responding to the needs of women and girls.</li> <li>To what extent were the results achieved?</li> </ul>
<b>Response to Evaluation Question</b>	<ul style="list-style-type: none"> <li>The market traders including females and girls were generally ignorant of their rights. At least 90% of them did not understand their specific rights. Moreover, less than 5% of them sought legal redress when their rights were infringed.</li> <li>Numerous project strategies and activities were used to address those and similar challenges.<sup>5</sup></li> <li>Some approaches on this were meetings, trainings, dialogues in market places, sensitization sessions e.g through loud speakers in the markets, publicity materials including bracelets, placards and t-shirts.</li> <li>There is notable increase of awareness of gender rights as a result of systematic and intensive awareness campaigns in all markets.</li> </ul>
<b>Quantities and qualitative Evidence</b>	<ul style="list-style-type: none"> <li>Female traders have increasingly becoming assertive of their rights.</li> <li>As a result, VAW trend has significantly decreased by 81% in December 2017 from 96% of baseline data of 2015.</li> <li>Moreover, the use of abusive languages, which was rampant in the markets before this project, has also decreased quite significantly to 30% in December 2017 from 34% of the mid-line data of March 2017.</li> </ul>
<b>Conclusion</b>	The project's strategies and activities were highly relevant to the needs of female market traders. This is why quite impressive results (changes) have been achieved and some were emerging.

<sup>5</sup> Therefore, the core strategies included awareness raising session with market traders; dialogue sessions with all key actors; strengthen women traders' groups; access to services including legal aid provision; media engagement in market issues for the public to discuss VAW issues happening in the market; capacity building with key actors; business development education; and, policy advocacy.

<b>Others</b>	EfG should devise a mechanism of sustaining the results achieved and strategies used.
<b>Evaluation Questions</b>	<ul style="list-style-type: none"> <li>To what extent do achieved results (project goal, outcomes and outputs) continue to be relevant to the needs of women and girls?</li> </ul>
<b>Response to Evaluation Question</b>	<ul style="list-style-type: none"> <li>The project has successfully managed to reduce incidents by 81% from 96% of baseline data of 2015 of VAW in market places.</li> <li>Such incidents were main obstacles for female market traders and even customers to trade in the market.</li> <li>There is now a leeway and free market environments for women. The continuous legal aid services and campaigns against VAW have remained to be useful interventions for free market environment.</li> <li>This has also empowered women to contest for leadership positions where their issues will be transacted.</li> </ul>
<b>Quantities and qualitative Evidence</b>	<ul style="list-style-type: none"> <li>At least 92% of female traders are now feeling free to trade in the markets.</li> <li>70% are free to contest for leadership position.</li> <li>83% to participate in decision making.</li> <li>91% of women are free to access to VAW services.</li> </ul>
<b>Conclusion</b>	The project focused on most pertinent issues facing female market traders. This was a major reason why its results were relevant to the needs. The intervention strategies such as legal aid services provision and anti-VAW campaigns seem to be continuous beyond project phase. Therefore, a possibility of results to continue being relevant is high.
<b>Others</b>	EfG will have to mainstream some of its interventions such as legal aid and VAW committees into market structures to make the interventions and results sustainable.

### 8.1.3 Relevant of the Project to the Identified Needs

#### - The Situation before 2015*

The findings of the 2009 Baseline Survey on the Visibility and Rights for Female Market Traders, which was conducted by EfG revealed a number of legal, gender rights and social issues affecting female traders in Ilala markets. The baseline data showed among other things that, at least 92.7% of female market traders (total of 124) sampled for the survey experienced some form of gender based violence (GBV) or VAW in market setting. However, despite that huge number of GBV and VAW victims (survivors), only 4.6% of them (female traders) in the markets were aware of their basic legal and human rights; and that, only 8.5% of the victims or survivals of GBV/ VAW reported the abuses against them to either market leaders or law enforcement agents (police and militia). This (8.5%) seems to be only half of the female traders who claimed to have some knowledge of where to seek legal redress against the perpetrators of VAW or GBV incidents. That is around 17% of the sampled female market traders said that, they are familiar on how legal services can be exhausted.

As figure 2 below shows, it seemed that majority (39%) of market traders preferred to report VAW and GBV incidents to the market committees/ leaderships instead of law enforcement agents.

**Figure 2: Mostly Preferred Places to Report on VAW in Markets**





**Source: EfG's Baseline Report of 2009.**

However, testimonies of some of the market leaders interviewed during this evaluation in December 2017 and January 2018, most of them said that, they did not know how to handle such cases. *'I normally treated them just like any other disputes happening here in this market. We normally heard both sides in the dispute and make any decision according to the merit of the case. In most cases, we tried to reconcile them ...'* said one of the market committee leaders in Mchikichini Market, January 2018.

It is also noted from the discussions with the respondents during the evaluation that, due to lack of (sufficient) awareness of the due legal process on how to handle VAW or GBV issues, the markets did not reflect gender issues in their structures or governing organs. For instance, the evaluators noted that, each market has a 'disciplinary committee' to handle disputes and illegalities in the market settings. However, VAW or GBV were not part of the legal disputes transacted in those kinds of committees.

The 2015 baseline report attributed the low level of understanding to the low level of education. Because, out of 124 respondents sampled for that study, only 11.4% were traders with secondary level of education; while, majority 85.6% were primary school leavers.

Therefore, basing on the two reports (2009 and 2015), the major issues facing female market traders in Ilala (also, same as Temeke) include:-

- (i) High prevalence of VAW incidents.

#### **Box # 1: Types of VAW and attributing factors**

The types of incidents mentioned during this evaluation at hand were '*Kujambisha*' (mocking a male by using vibration of moth's lips); '*Kudunga*' (touching a female's body parts especially buttocks by penis); insults; refusing to pay after eating from female food vendors; and, several other forms of sexual assaults and harassments. Such incidents were generally attributed to negative perceptions about women. A male respondent at Temeke Stereo Market told the evaluators that, *'...you know, women were regarded as entertainment materials especially those who seemed to be much know or wore tight outfits. Youths and adults altogether found it entertaining to screech (miruzi) to women when they passed around. It was just a normal behavior here. I think some female traders didn't want to come in this market ... of course, we lost business in a way!'*

- (ii) Low awareness of gender rights and procedures for seeking proper legal redress.
- (iii) Victims and survivor of VAW were not willing to report on abuses against them.
- (iv) Absence of market based VAW management systems.

- *The Positioning of the Project: Some Views of Market Traders*

The evaluators have established that, in a bid to address those and other related challenges, the project under this review devised two POAs to reflect and address the situation.

The first POA was for addressing the attitude about female market traders; and, the second one was on enhancement of the capacity of the service providers in market subsector for them to prevent and control VAW in their respective areas. The authorities in this context included market leadership and structures; law enforcers; and, municipal leaders of Ilala and Temeke.

The outputs and activities or actions for realization of these two POAs included recruitment of paralegals and legal community supporters (LCS); campaigns; trainings; and, implementation of the market legal aid model (MLAM).

All respondents interviewed agreed that, the project was most relevant when it comes to the way it was designed as well as implementation strategies. The secretary of second-hand market section of Mchikichini market was of the view that, this project was good to them because they were involved right from the beginning. He said further that:-

[W]e participated in different seminars at Lamada Hotel, which is just there across the road. In the seminars, they told us about rights of female. But, we also shared what we thought could work appropriately in our market areas. That's why you see this book here have the same words (jargons) on women which are commonly used in all markets I think. For instance, *kudungadunga* and *kujambisha* ...therefore, this project was doing what happened around ...

There is also a consensus among various respondents reached out for their opinions especially in January 2018 that, the project's 2015 guideline on VAW management (termed as '*Mwongozo wa Kuzuia na Kupambana na Ukatili wa Kijinsia (UWAKI) Katika Masoko*') addressed quite perfectly all what happens on the grounds. Therefore, all offences are addressed in the guideline.

On the other hand, some respondents were of the view that, the project's focused areas – prevention, awareness raising and campaigns against VAW in market places remained relevant throughout the project phase (2015-2017) on reasons that; firstly, incidents of VAW were still happening albeit in low levels and that, most of them were relating to the same incidents identified at the inception level of this project. For instance, according to the market leaders interviewed:-

- (i) The Mchikichini Market receives an average of 1 reported VAW case per week (or 4 cases per month). Same market used to receive more than 70 cases per week in 2015. Incidents reported kept on decreasing to only 3 per week in 2016 and, as said earlier, 1 incident per week.
- (ii) The Ferry Market used to receive an average of 7 reported VAW incidents per month in 2015. But now, it could receive only 1 case per month.
- (iii) Kisutu Market did not and has never been receiving any incidents of VAW in recent years.
- (iv) Temeke Sterio Market has the same trend like Ferry Market. However, in this market, it was noticed that the paralegals and LCS have been helping legal aid clients even from outside the market setting. The evaluators found a lady LCS attending a lady client right



at her stall in Temeke Sterio Market. The client had some matrimonial issues with her husband relating to maintenance of the children and ownership of their matrimonial house.

Secondly, new entrants who are business persons and customers enter in the market setting every time. The new comers usually come with the ill-mentality against women. Therefore, continuous campaigns were vital for reaching out these comers.

As for continuous prevalence of VAW incident, the nature of market environments could be one of the attributing factors. Market places are visited by lots of people all over the country and beyond. A respondent at Ferry Market told the evaluators in January 2018 that, *'violence is human nature I think. People can fear to commit VAW offenses for a while because they see the law is stern on them for the time being. However, things would change if law enforcement becomes weak.'* In her view, VAW is within the mindset of the people – it is the issue of practice.

**Box # 2: The project design was highly relevant and remained so; but, seemed to be generalized**

Conclusively, the evaluators consider that the project design and implementation were relevant to the needs during the time; and, remained relevant throughout the project phase. However, it seems that the inception of the project, especially with regards to its design, was somehow misinformed by the baseline survey's findings of 2009. In evaluators' view, the said baseline study was a bit generalized in terms of what and magnitude of VAW in each market. For instance, the leadership of Kisutu Market told the evaluators that, its market has never experienced any form of VAW let alone other civil or criminal disputes. *'I have been here for over seventeen years ... Our customers here are Asians, especially Indians. Therefore, the interaction with other people here is relatively low. Probably this is why such incidents are not happening in this market. I personally astonished to hear such incidents happening in other markets. When we meet in trainings organized by EfG, we normally share experiences. I think we are also just luck to be in this way ... the project was good; but, I think for us, the focus would have been on how to prevent such incidents from not happening to our market ...as we do not, really, have such incidents happening here ...'*

#### **8.1.4 Relevance of the Project's Strategy and Activities**

- *Some Positive Trends*

One of the unique features or project strategy of this project was a design and an implementation of the model legal aid service (LAS). The aim of the LAS was to address a gap of access to justice in market place. The evaluators consider LAS as unique feature because (i) it is the first of its kind in Tanzania to be set for market traders in the market setting; (ii) EfG attempts to mainstream it within the operational or organizational or governance structures of the markets' administrations; and, (iii) EfG's and market traders' attempts to come out with their own ways of addressing specific VAW issues in the market setting through the 2015 guideline mentioned earlier.

Other project strategies and activities noticed from the plan and heard from the field were:-

- (i) Multi-campaign approaches.
- (ii) Institutionalization of LAS in market settings.
- (iii) Engagement with mainstream media especially the government owned newspaper *Daily News*; private owned newspapers namely *Jambo Leo* and *Mtanzania*. A

journalist who works with *Jambo Leo* is also an agent of several *blogs* and other forms of social media.

- (iv) Creating close work relationship with the government authorities and other stakeholders in particular, the Ilala and Temeke municipal leaders; police and paramilitary; non-governmental organizations (NGOs); and, community based organizations (CBOs) which operate around the project markets.
- (v) Mainstreaming all these into markets' operational and governance structures.

It is not easy to go through and report on all these strategies and activities as they all demand extensive analysis. However, picking the realities of some of them as a sample, the evaluators found that, the strategies and activities were also quite relevant – especially as **driving forces** towards realizing projects' results.

For instance, in a bid to try to implement a 'blue print' legal aid service scheme in the markets, it was imperative that LAS is systemized and standardized in order to ease a work of tracking the progress, mapping the results and guiding market traders on best practices of handling VAW cases reported to their leaderships. On this, the baseline data collected before the project's inception in 2015 revealed that, 76.6% of the sampled markets' leaders especially in Ilala municipality did not have specific guidelines to manage VAW cases reported to them. However, during that time (prior to the project), the leaders applied some norms when it came to VAW and other disputes in their markets. Such norms included suspending a trader from trading in a market place for a while; and, imposition of fine. However, all these were done quite haphazardly.

Secondly, as said earlier on, the notion of VAW was not in the market leaders' minds. As a result, gender related cases were treated wholesomely as any other dispute happening in the market. At least 80% of a group of female respondents at Ferry market viewed this situation as a cause of continued VAW incidents in the past. *'You know, I came to realize that, the reason why we did not end all these behaviors and incidents in the past was that, they think everything (offence) can be treated by same forms of punishment ... violence against us were not issues which needed special attention ...'*, said a vocal lady while being interviewed in January 2018.

Thirdly, the management of VAW related cases was very poor. For instance, the baseline data showed that, 93.6% of the markets did not keep records reported VAW cases. Apparently, that situation was attributed to lack of VAW management structures or systems in the market settings; lack of paralegals or LCS; and, of course, lack of awareness of gender rights in general.

The evaluators established that, all these strategies and activities were relevant as driving forces towards realization of project's results. The most relevant and useful strategy or activity was anti-VAW campaign(s). As pointed out above, EfG employed a multi-campaign approach. The evaluation team noted that, the approach or approaches included use of **catchy motto** *'Mpe Riziki Siyo Matusi'*; use of owned devised markets 'radio' (loud speakers installed in all corners of the markets' vicinities; publicity materials including stickers, bracelets, and, T-shirts; table-to-table talk; market meetings; legal empowerment approach (LEA); and, seminars. It is highly recommended that, this strategy should be sustained as it yields quick results (clear understanding of message); seems to be cost effective as they do not have any financial implication; and, compatible with market working environments – which is usually not easy to bring together market traders for a meeting in one place. For

instance, the market ‘radio’ facilitated the traders to gain knowledge on gender rights while they continue with their work.

**Box # 3: Best practice – Campaigns reflected market environments**

Another BEST PRACTICE noticed by the evaluators was that, campaigns were **sensitive** or **friendly** to market situations. For instance, they started after 11AM when the traders were settling down after attending a flock of customers in the morning. The campaigns stopped around 1230PM because it is the time when most of women traders (food vendors) concentrate to prepare food for their customers. It is also friendly in the sense that, the use of catchy project’s motto made it easy for every trader to get the essence and intended result of the project. The ‘*mpe riziki*’ (‘give payment’) was interpreted by Temeke Stereo male traders to mean ‘support’ women. The ‘*siyo matusi*’ (‘not abuse’) was interpreted by the same traders to mean ‘not to mistreat’ women. Basically, the phrase is a summary of the project. Placing the placards on the markets’ stalls made it easy for the traders to remind themselves all the time. It is also a good thing that, EfG’s branding color (light pink) is quite striking and appealing.

As for an institutionalization of LAS in market settings, this was (in evaluators’ point of view) done through developing specific guideline which addresses VAW in the contexts of Ilala and Temeke markets; mobilization and designating some of the traders to be paralegals and LCS; formulation of VAW committees in the market places; and, devising proper forms of recording VAW cases attended by paralegals and LCS. All these strategies were relevant to the needs and it seemed that they were effectively implemented. For instance, according to the Midline evaluation findings, at least 87% of the sampled respondents were already having the said guideline on VAW as of March 2017.

The evaluation at hand found that, all (100%) sampled paralegals and LCS as well as their market offices, had copies of the guideline and they were actually using it. The markets’ VAW committees are established in all project markets and that, all VAW cases were handled by paralegals and LCS through these committees. The committees are also keeping LAS data and report to EfG on periodical basis. Some of the markets visited like Ferry and Mchikichini use data from VAW committees in their councils’ meetings. The forms for recording VAW incidents are said to be easy to use and exhaustive.

#### Box # 4: Some necessary reforms to make the strategies and activities more relevant

Conclusively, the evaluators are of the opinion that, all strategies and activities discussed above were highly relevant especially as driving forces towards realization of the project's results. However, there is a room for EfG to do better in coming phases of the project by considering the following:-

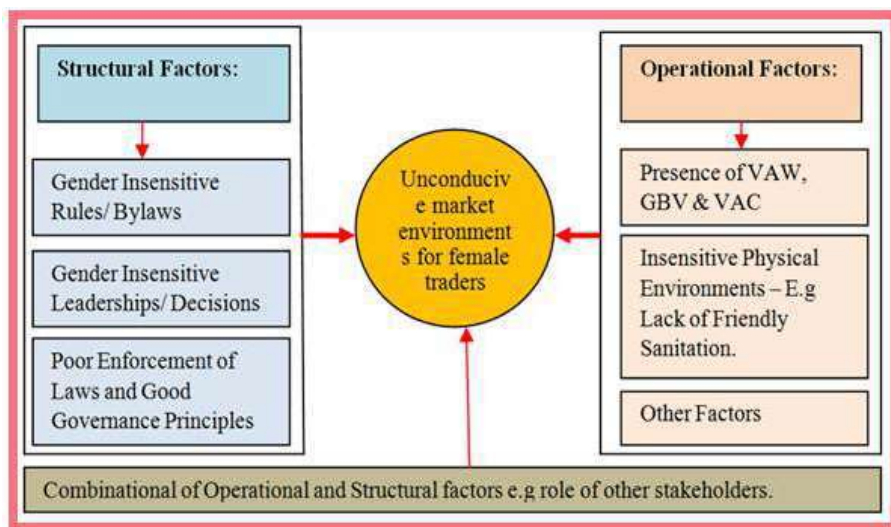
- (i) Ensuring that, there flexibility in the VAW guideline especially on the proposed VAW management structure as provided for in part five (5) of the guideline (from page 9) is not compatible in all markets. Each of the four markets sampled for this evaluation had its own structure. For instance, Ferry Market's structure is commanded by the bylaw termed as '*Sheria Ndogo za (Uendeshaji na Ushuru wa Soko la Samaki Feri Magogoni) za Halmashauri ya Manispaa ya Ilala za Mwaka 2015*' (G.N No. 591 of 25/12/2015). It has zones which together form Bodi ya Uendeshaji wa Soko (Market's Management Board) and the *Kamati ya Wadau wa Soko* (Market's Stakeholders' Committee), which has sub-committees on trade, infrastructure, security, health, environment, etc. The Mchikichini Market has seven registered primary corporative societies – representing each section such as food vendors, khanga sellers, garment makers, second-hand clothes sellers and utensil sellers. Their umbrella network, which also forms supreme organ of the market, is MCHAMICO. This is the executive board. It is assisted by several committees including the disciplinary one. The Temeke Stereo and Kisutu have also different structures.
- (ii) Ensuring VAW committees are mainstreamed as one of the committees forming governance structures of the markets. Each market has committees. But, none of them has embraced VAW issues directly.
- (iii) Ensuring that anti-VAW campaigns in the market areas are sustainable. The evaluation team noticed that in all markets visited the most of the placards bearing campaign's motto quoted above were detached from the walls of the stalls. The market radio (loud speakers) systems were not working. For instance, the loud speaker of Temeke Stereo Market has not been functioning since October or November 2017.
- (iv) Devising mechanisms of sustaining paralegals and LCS. It is clear to them that what they are doing is a voluntary work. But again, they have been following up some cases using their own moneys. It could be useful if these paralegals will be formed themselves into registered or formal groups so that they can start receiving support from different sources. Their operation could be sustainable if their registered or formal groups are made part of the market structures.
- (v) Clearing out the dilemma of the use of money collected as fines from the market traders who have committed VAW offences. Currently, it was not clear as to where the fine-money is supposed to be kept and how it should be used. One of the usages could be to finance paralegal activities.

#### • *Some Areas Which Ought to Have Been Considered*

The project focused on addressing VAW in market places. The VAW was considered as attributing factors to unfriendly market environments for female market traders. That is, presence of such incidents hindered free engagement of female traders and customers in the market settings. However, in evaluators' point of views, a campaign against VAW could not be effective if other attributing factors would not be considered.

Basing on the discussions with market leaders, local government officials (especially ward officers), police, local NGOs, CBOs and some of the customers (especially in Temeke Stereo and Mchikichini markets), a conducive market environment is comprised of absence of VAW, presence of good market governance which is also gender sensitive, and other factors as can be summarized in the following diagram (Figure 3):-

**Figure 3: Factors Affecting Market Environments for Female Traders**



**Source:** Adv. Kipobota's Own Construction, February 2018.

It was noticed that, the markets' operational documents especially the constitutions and the bylaw (case of Ferry Market) do not, among other things, necessitate inclusiveness of women in governance organs. The EfG will have to intensify its market-based advocacy efforts towards constitutional and bylaws reforms. Women's inclusiveness in decision making organs will influence the markets to adopt (i) VAW committees as constitutional organs; (ii) mainstreaming VAW as permanent agenda in central committees or council's meeting; and, (iii) creation of physical environments which are friendly to women such as sanitation and hygiene. For instance, a female trader at Mchikichini market told the evaluators that *'we have limited number of toilets here. It is until recently when they constructed a pre-paid toilet facility up there, with good running water. But it costs some money going there for a call. The environments are also not friendly for women in menstrual cycle ...'*

Thirdly, there are critical institutional governance issues. A respondent at Temeke Stereo market said that, there is 'good and easy-gotten money' in the markets. *'Masoko ni maeneo tajiri sana. Ni ulaji aisee. Ndiyo maana watu hupambana haswa wakati wa uchaguzi'* (Markets are rich areas. There is good money. That's why always attract stiff competition during elections), said the young man in January 2018. There are lots of governance issues including (i) lack of transparency and accountability in financial management (income and expenditures); and, (ii) presence of arbitrary decisions without an opportunity for an aggrieved person to appeal. The poor enforcement of good governance principles has adverse or spilling over effects to female market traders as well. For instance, they pay fees and levies for security services and improvement of sanitation – necessary ingredients for free and safe market environments.

Thirdly, there are reported issues of malpractices such as sex-for-stall (*kizimba*) located at strategic position in the market; and, sex-for-goods (especially when a female customer wants an expensive garment). Sex corruption is practiced undercover but could be rampant according to respondents.

It was also established that, there have been some incidents especially at Mchikichini market's second hand clothes section in which female customers demand or are induced to have multiple sexes with male traders in order to supplement the purchasing price of the



expensive clothes they want to buy. In most cases, that customer will find a casual laborer (not real owner) who could make a promise to sell a cloth for lesser price if the lady customer offers sexual intercourse. Once the duo finishes the intercourse, a real owner of the stall would come and demand sex for the lady customer to take away the cloth she wants. There are also reported incidents whereby the lady customer and cloth seller agree to book a guest house nearby the market. After they finish doing an intercourse, the cloth seller refuses to handle the cloth to the customer.

There is a probability that such intercourses are done without condoms because normally happen unprepared. The EfG will have to focus on both female traders and customers. It will also have to focus on other surrounding environments as indicated in Figure 3 above in order to address VAW issues in market places in a holistic manner.

There will also be a need to strength a working bond with all forms of media and other likeminded organizations. The role of media and NGOs/ CBOs in this project was on ad hoc basis (per event). Therefore a more strategic engagement is highly recommended. Some of NGOs/ CBOs identified as part of project implementation had interventions in the markets such as on public expenditure tracking (PETs); and others were addressing GBV generally. Obviously, more partners will be needed to address VAW and related incidents in a broader way. For instance, the evaluators were told that, the ‘homeless’ or ‘street’ children normally sleep or rather spend their nights in and along Temeke Stereo market. This is a serious gender issues as that situation could expose them to various forms of violence against children (VAC).

### **8.1.5 Relevancy of the Results to the Needs of Female Market Traders**

The EfG’s Midline Evaluation Report of March 2017 came out with quite high figures indicating positive trends towards realization of the results against the 2009 baseline survey. The Midline report indicated that, the awareness of gender rights increased to 90%. According to the finding of the midline review, the sampled market traders were able to mention some of the gender rights correctly. It is also indicated that, at least 72% of the respondents were of the view that, VAW’s prevalence rates were steadily decreasing compeered to 2009 baseline data in which, only 16% viewed their markets to have decreased trends of VAW.

The evaluators found midline report’s findings on the progress reached as presenting the true picture of the project on the ground. It is true that, basing on the endline survey, the awareness of the gender rights is high. The statistics on this are quoted above.

This review gathered some qualitative information on the same. For instance, a member of VAW committee of Temeke Stereo market, commonly known as ‘Kipini’ or ‘Iron lady’ due to her stance of dealing with men perpetrating VAW told the evaluators in January 2018 that *‘kwa sasa heshima mbele kwa mwanamke ...’* (respect to women is on top of the agenda). She pointed out further that, *‘even the new comers here found themselves abiding with our rules! We have turned our market to be a respective place ... everyone knows his responsibility to respect us. We are no longer laughing stocks ...’* Her remarks were seconded by a male trader who overheard the discussion with the Iron lady. The young fellow said that, *‘aisee, hawa wanawake siyo wa kuchezea siku hizi. Watakuadhiri ...’* (these women are strict nowadays! They can shame you ...).

However, there were some feeling among some of male traders interviewed that, female market traders have been overprotected in such a way that, they have started to *'overstretch the scope of gender rights'* in the words of one paralegal lady also of Temeke Stereo market. Same line of thinking was heard during a brief focus group discussion (FGD) with male traders at Mchikichini market; and, from one of the Ferry market leader. One young man at Mchikichini market said during FGD that, he had a love affair with his fellow market trader last year (2017). When their relationship dropped in a sour mood, the lady started to claim some money which she gave him out of natural love and affection as lovers. When he resisted giving the money back, she threatened to fix him to the VAW committee. *'Luck enough, I have my friends who could stand for me.'* He said. A lady paralegal at Temeke Stereo market said that, some women have *'grown horns'* after being empowered.

All these are unexpected outcomes which could inform a lot of things to EfG. To evaluators' observation, one of the implications of this could be a need to emphasis on rights and responsibilities as well. It is also important to consider 'gender rights' in a wider perspective as suggested before. For instance, to consider VAC as well – case study of Temeke Stereo market explained earlier.

The second point on the relevance of the results could be considered against the **ultimate goal** of the project, which was to contribute to the market environment where there is greater freedom from all forms of abuses so that, female traders could fully exercise their economic rights. Hearing from the stories of the respondents in the markets, a conclusion could be that, there are emerging outcomes towards attaining this impact result (ultimate goal). For instance, as a leader of paralegals in Temeke Stereo market said, customers are now feeling comfortable going to this market unlike the situation in the past where going there was a challenge due to high prevalence of VAW incidents. The more the customers going there could mean the more the business flow and profit. All these are important ingredients of economic development. On the other hand, the evaluators noticed from the flow of discussions with the respondents that, a mushroom of credit and saving groups (VICOBA and SACCOS) emerged or flourished during this project phase in the six project markets apparently due to presence of conducive environment for them to operate. At least 15 groups have been established in sampled markets.

The secretary of the *Umoja wa Wanawake wa Soko la Mchikichini* (UWASOKI) – a union of female market traders of Mchikichini market, spent most of her time during the discussion praising EfG's project as being *'mkombozi wa akina mama'* (liberator of women) in the markets. *'We are meeting here as you can see because we all have confidence after being empowered by EfG. God bless these people, and I can say this millions times! We meet here as VICOBA quite often. Every female member here feels responsible and likes to be in the group ...'*, she said on 3<sup>rd</sup> January, 2018 to evaluators. The Mchikichini market has also acquired a surveyed chunk of land for its members to get plots on loan and repay for upward of two years. This is a good gesture of economic empowerment despite the fact that this was not identified as a need for this project.

#### Box # 5: Needed scale-up strategies to sustain the results achieved

As it will be discussed further in subsequent parts of this report, there would be a challenge of relevancy of the results achieved so far if:-

- (i) The sustainability strategies such as **backstopping programs** would not be implemented. It seems that more efforts are needed to ground the project in the hands of market traders themselves. EfG has tried its best to do this; but, could scale it up further by ensuring that, everything relating to VAW is mainstreamed in the markets' operating and governance systems. Further discussions with them could come out with practical solutions basing on their (market traders') wishes.
- (ii) The traders proposed improvement of training packages to include subjects **on entrepreneurship skills** in order to give female traders more confidence.
- (iii) There was a loose linkage between market based VAW and mainstream community based VAW. A point was made that, conducive environment for a female trader to go to trade in the market also depends on her surrounding environments outside the market boundaries. There are reported incidents of some female market traders missing going to work in the market due to matrimonial disputes including GBV. Therefore, the next phase project should find a way of linking these two sides of VAW.

### 8.1.6 Relevancy of the Project to National Policy Framework and Reforms

It is established that, the project was relevant not only to the traders of the six project markets in Dar es Salaam but also, to national policy and legal frameworks on gender rights, economic development and trade. Some of the relevant frameworks are the Tanzania Development Vision 2025; the Five Year Development Plan (FYDP) 2016/17-2020/21; the National Strategy for Gender and Development of 2005; the National Plan of Action to End Violence against Women and Children in Tanzania 2017/18 – 2021/22 (NPA – VAW and VAC); the National Economic Empowerment Policy of 2004; the Human Settlement Development Policy of 2000; the National Employment Policy of 1997; the Agricultural Marketing Policy of 2008; the Small and Medium Enterprise Development Policy of 2002; the National Trade Policy of 2003.

All these policies recognizes a need for gender equality, access to justice, security, economic empowerment and the importance of eradicating VAW. For instance, the NPA-VAW and VAC states that, *'despite government efforts to eradicate VAW, there are challenges at structural and community levels which include inadequate service provision for survivors of violence, combined with myth on utilization of health services.'* Limited awareness and knowledge on economic and legal rights among women is yet another barrier mentioned.

The human settlement, trade and economic policies indicate the importance of informal sector, including market trading which is pre-occupied by women. This creates a need to have conducive environments for them to operate.



**Box # 6: Needed advocacy approaches linking to national policy framework and local government reforms especially D by D.**

Despite the direct linkage between this project and national policy frameworks, the project was not designed in a way that it can reinforce and bank on the said linkage. This was due to the reality that, advocacy component was either weak or unclear. For instance, the result areas and their indicators do not suggest advocacy engagements. Therefore, the scale up level of the project should take this as an important part of the female market traders' economic empowerment process. It is equally important that this or similar projects should be linked with ongoing public sector reform programs, especially the local government reforms such as on decentralization and devolution ('D by D').

There is high probability that these recommendations would be considered by the government because VAW and GBV are part of the national gender rights issues reflected in numerous policies – some mentioned above in this report.

## **8.2 Effectiveness and Results**

### **8.2.1 Introduction**

The '*effectiveness*' in the context of this end-line evaluation included a description of the management process and appropriateness in supporting delivery of the project's results. It focused on measuring whether EfG's project has achieved or is likely to achieve its results areas, especially at outputs, outcome (POAs) and impact levels. The TOR for this assignment raised four broad effectiveness questions that were to be responded.

<b>Effectiveness – Evaluation Questions</b>
To what extent were the intended project goal, outcomes and outputs achieved and how? To what extent did the project reach the targeted beneficiaries at the project goal and outcome levels? How many beneficiaries have been reached? To what extent has this project generated positive changes in the lives of targeted (and untargeted) women and girls in relation to the specific forms of violence addressed by this project? Why? What are the key changes in the life of those women and /or girls? What internal and external factors contributed to the achievement and/or failure of the intended project goal, outcomes and outputs? How?

In addressing the first evaluation question above, the evaluators used performance indicators of those three levels of the results. While understanding that sometimes it is not easy to realize results at outcome and impact level for a short-lived project like this one, outcome mapping approach was used in assessing these two levels of the results. Therefore, even emerging changes have been considered. Questions number 'a' and 'c' are simultaneously responded to because they are basically relating to each other especially at outcome and impact levels of results.

### **8.2.2 Summary of Findings and Analysis per Effectiveness Evaluation Questions**

The following are key findings on the effectiveness of the project per evaluation questions. The table below contains evidence gathered from evaluation process, baseline and end line surveys conducted between 2015 and 2017. Note that, this is presented in the format instructed by UN Trust Fund under the Guidelines for Baseline/ End line Data Collection and

Final External Project Evaluation (Undated). Detailed analysis of each of the evaluation questions on relevancy follows in subsequent sections of this part.

**Table 2: Overview of Findings and Analysis on the Effectiveness of the Project**

<b>Evaluation Criteria</b>	<b>Effectiveness</b>
<b>Evaluation Question</b>	<ul style="list-style-type: none"> <li>To what extent were the intended project goal, outcomes and outputs achieved and how?</li> <li>To what extent has this project generated positive changes in the lives of targeted (and untargeted) women and girls in relation to the specific forms of violence addressed by this project? Why? What are the key changes in the life of those women and/or girls?</li> </ul>
<b>Response to Evaluation Question</b>	<ul style="list-style-type: none"> <li>Notable all levels of the results have been achieved.</li> <li>Such results include increased awareness of awareness of gender rights ( 63% male and 67% female).</li> <li>Improved access to justice especially through legal aid provision and effective management of VAW cases (84 male and 88% women were aware of legal aid).</li> <li>Positive changes generated are also high.</li> <li>Such changes include decreased incidents of VAW in all project markets. The use of verbal abuse has decreased to 30% compared to 34% (midline survey) followed by economic 26.5%, physical 13%, compared to 25.71% indicated in the mid line report.</li> <li>As a result of that, women were becoming more assertive of their rights – some indicators being their readiness to contest for leadership positions and seeking legal redress once their rights are being violated. The end line survey shows that 92% of women are now free to trade, 89% are able to enjoy economic rights, 70% are free to contest for leadership position, 83% to participate in decision making and 91% of women are free to access to GBV services.</li> </ul>
<b>Quantities and qualitative Evidence</b>	<ul style="list-style-type: none"> <li>VAW trend has significantly decreased by 81% in December 2017 from 96% of baseline data of 2015. Moreover, the use of abusive languages, which was rampant in the markets before this project, has also decreased quite significantly to only 30%.</li> <li>At least 92% of female traders are now feeling free to trade in the markets.</li> <li>70% are free to contest for leadership position.</li> <li>83% to participate in decision making.</li> <li>91% of women are free to access to VAW services.</li> </ul>
<b>Conclusion</b>	The achievement of the project's three levels of the results is impressive. There is also a possibility that such results would empower women economically. Some of the indicators on this include presence of VICOPA and SACCOS which are predominantly managed by female market traders. However, EfG will need to improve its training contents to include subjects like entrepreneurship skills as the respondents have suggested.
<b>Others</b>	
<b>Evaluation Questions</b>	<ul style="list-style-type: none"> <li>To what extent did the project reach the targeted beneficiaries at the project goal and outcome levels?</li> <li>How many beneficiaries have been reached?</li> </ul>
<b>Response to Evaluation Question</b>	<ul style="list-style-type: none"> <li>The targeted beneficiaries of the project were female market traders of the market mentioned above.</li> <li>A good number of them (17,792 market traders) were have been reached through legal aid service provisions, trainings, awareness campaigns and other ways.</li> </ul>
<b>Quantities and qualitative Evidence</b>	<ul style="list-style-type: none"> <li>22,910 awareness materials were disseminated to women market traders, market leaders and committees, municipal officials, police, paramilitary and male market traders. Therefore, about 23,000 people were reached through the materials disseminated.</li> <li>Paralegals conducted a total of 1,263 field visits to market traders. Thousands of such traders have been met.</li> <li>Total of 4,398 market traders attended the GBV awareness sessions in Ilala and Temeke markets. Out of those 1,814 were females.</li> <li>The campaign brought together a total number of 2,863 market traders; of whom,</li> </ul>

	1196 were females. • Total of 2,611 clients were serviced through market committees, paralegals and LCS.
<b>Conclusion</b>	The intervention strategies were cost effective in such a way that, so many people have been reached with limited budget.
<b>Others</b>	

### 8.2.3 Extent of an Achievement of Project's Goal, Outcomes and Outputs

#### • *Achievement of Project's Goal (Impact)*

An overall goal or impact of the project was contribute to environments in which, female market traders in Ilala and Temeke districts have greater freedom from all forms of abuses; and that, they have better support when violence occur so that they may fully exercise their economic rights. The goal's (impact's) performance indicators are as indicated in Table 3 below.

**Table 3: Result Matrix of Project Impact**

Result – Impact	Impact Indicators [ <i>According to Project's Results Framework</i> ]
Women traders in Ilala and Temeke districts operate in a market environment where there is greater freedom from sexual, verbal and physical violence and have better support when violence occur so that they may [more] fully exercise their economic rights.	<ul style="list-style-type: none"> <li>• Number and percentage of women traders surveyed who <u>report</u> specific types of violence and harassment in the market places during the past year.</li> <li>• Number of cases of VAW reported to authorities (marker or police).</li> <li>• Number and percentage of women surveyed with experience of violence in the past year who report receiving high quality services.</li> <li>• Perspectives of women traders about changes in levels of violence, respect, support when violence occurs and economic opportunities in the market place.</li> </ul>

As it is already pointed out in previous parts of this report, project implementation has attained some positive changes towards having markets' environments which are free from all forms of abuses against female traders. There are also isolated evidences to indicate enhanced economic rights as a result of this project.

The evaluation team faced a challenge of assessing extent of achievement the project's impact (goal) because the indicators proposed for this result level were, to a large extent, not appropriate for impact result. However, basing on the case based stories or generality of the discussions with the respondents in sampled markets; and also, other stakeholders, it is clear that the project has contributed quite tremendously to a better trading environment for market traders. The Temeke Stereo market leaders said that, their market was 'chronic' in VAW and GBV incidents. One of the male leader (selling onions) told the evaluators that:-

... [I]t was a barbaric kind of place here! It needed some muscles for a female to get a strategic positioned stall. It was also not easy for Mama Lishe (female food vendors) to get their money after servicing food to some customers here. The Mama Lishe had to ally with male counterparts in order to get the money from a plate of food served ... you would hear whistles or murmuring sounds when some female customers moved around the stalls. I have a long time customer who started to purchase things from hawkers outside the market

pavements because she was not comfortable coming here! But, all these are now becoming history ... all these ladies now are free to do anything good for them in the market. I can tell you, we have about seven VICOBA here. Majority of these groups are women. Sometimes we borrow money from them to improve our business ventures here. You will have to meet a lady who lends money to everyone here. She can do that and claim back her money without problems ... things have changed a lot during these five or three years ...

Statistics (from the markets sampled) show that, an average of four to seven cases of VAW were currently being reported in a month in 2017. A number of reported cases have dropped down from around 20 cases per month. This is a positive trend to show decreased VAW incidents. A few cases which go beyond market adjudication systems were normally lodged to nearby police gender and children desks (PGCDs). There is reported good working relationship between EfG, paralegals, LCS and PGCD. The relationship is governed by an informal **referral system** between these service providers in such a way that, once a VAW case is referred to police, actions are taken quite promptly. However, an anonymous police officer said that, almost all VAW cases reported to them dropped at the prosecution level because claimants tend to 'negotiate' their disputes even if such disputes are severe ones.

Statistically, the almost all forms of VAW that the project addressed have decreased. For instance, according to end-line survey report of December, 2017 (conducted by different consultants), the use of abusive language or manifestations has decreased to 30% compared to 34% (midline survey of March 2017). The physical assaults or harassments have decreased to only 13% from 25.7% reported in the midline survey. It is observed further that, such trends are actually felt by market traders themselves. For instance, according to the end line survey's findings on this, only 7% of market traders (females and males together) viewed that VAW were on increase; and, only 13% were not sure whether the VAW incidents were increased or otherwise. Table 4 adopted from the end line baseline survey explains further:

**Table 4: Market Traders' Perspectives on Changes in Levels of VAW**

District	Market	Increased		Decreased		No Improvement		Not Sure		Total (n)	
		Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
Ilala	Ferry	4%	0%	81%	86%	8%	5%	7%	9%	26	22
	Kisutu	0%	12%	78%	72%	4%	4%	17%	12%	23	25
	Tabata	0%	9%	100%	83%	0%	0%	0%	8%	8	23
	Mchikichini	0%	0%	79%	92%	4%	0%	17%	8%	28	36
	Gezaulole	0%	3%	100%	93%	0%	3%	0%	1%	11	29
Temeke	Temeke Stereo	0%	12%	78%	84%	14%	0%	8%	4%	36	50
<b>Percent Average</b>		<b>1%</b>	<b>6%</b>	<b>86%</b>	<b>85%</b>	<b>5%</b>	<b>2%</b>	<b>8%</b>	<b>7%</b>	<b>132</b>	<b>185</b>

**Source:** EfG's End Line Report of December 2017.

The decrease of VAW has positive implication to females' trades as pointed out earlier. Some case studies on this have already been quoted above and it was similar tone heard to all (more than 60 market traders met in December and January 2018). The evaluators' finding is well supported by statistical findings of the end line survey (report of December 2017). For instance, according to that survey, 92% of female market traders of the six project's markets

in Ilala and Temeke said that, they were now free to do businesses in their markets. Therefore less than 10% were still uncomfortable doing businesses in the market settings. With this huge percentage of level of satisfaction of market conditions, a conclusion could be that, the current market settings were conducive and friendly for female traders.

On the other hand, the evaluators are of the opinion that, the above reported level of satisfaction had resulted to emerging trends of improved economic rights of female and other traders in the project markets. The traders discussed this with the evaluators at Mchikichini and Temeke Stereo markets mentioned some proofs on this which included presence and effectiveness saving and credit groups (VICOPA and SACCOS) in all market settings; and, acquisition of land plots through markets' facilitation (case of Mchikichini market). The evaluators' finding is supported well by the End Line Survey data of February 2018 which indicate that, 89% of female traders felt that they were enjoying their economic rights. Moreover, 70% of female traders believed that, they can freely contest for leadership positions. Moreover, 86% of VICOPA members in the project's markets were females.

Regarding the resilience and readiness of addressing VAW especially by reporting the incidents to relevant authorities, more than 80% of women said that they were willing to report VAW incidents. However, as said earlier, a number of VAW incidents have been steadily decreasing with an increase of awareness on gender rights in market setting.

**Box # 7: Needed better impact's indicators and scale-up approaches for effective realization of goal**

Conclusively, basing on case studies and data indicated above, it is obvious that EfG was on the right track towards realizing the project's impact. Further support to similar project will facilitate it to achieve the impact at greater level. Proposed changes for the next project in regards to a goal or impact are:-

- (i) Good design of goals or impact's performance indicators. The ones indicated above were actually not fitting well to be indicators of this level of results.
- (ii) Consider other factors which could improve market environments – to make them friendly for female traders. Other prerequisite factors could be to transforming market leadership to be more gender sensitive. Currently, the markets' governing organs and their rules do not necessitate inclusion of women in leadership positions. In most cases, women found themselves in leadership positions through representation of their market segments such as food vending which are normally preoccupied by female traders. The other factor could be to address VAW and GBV from the communities or families where female market traders are coming from. A link between market-based and home-based VAW or GBV seems to be necessary in a near future.
- (iii) As suggested earlier, consider to include entrepreneurship skills training in the training package. This would add impetus in realization of the economic rights.

• *Achievement of Project's Outcomes*

The project had two outcomes (POAs). The first one was on attitude and behavior changes about female market traders' rights; and, the second one was on strengthening the capacity of justice machineries to prevent and control VAW in market settings. Each of this outcomes had own performance indicators and outputs. Table 5 below shows outcomes' indicators. The outputs of these outcomes are indicated in discussed in subsequent part of this report.

**Table 5: Result Matrix of Project Outcomes**

Result – Outcomes	Performance Indicators [According to Project's Results Framework]
Outcome I:	Indicators for Outcome I:



Market traders (males and females) in 6 markets in Ilala and Temeke districts have improved attitudes and behaviors about female market traders' rights to live a life free of violence and VAW survivors have improved access to support.	<ul style="list-style-type: none"> <li>• Number and percentage of male and female market traders surveyed in 6 markets who are able to articulate rights relating to prevention and protection from violence.</li> <li>• Perception of male and female market traders on attitudes on VAW and its impact on women.</li> <li>• Percentage of women traders surveyed in 6 markets who can identify available services and support for survivors of VAW.</li> </ul>
<b>Outcome II:</b>	<b>Indicators for Outcome II:</b>
Authorities (market committees, paramilitary and police and municipal leaders) connected with 6 markets in Ilala and Temeke districts have improved capacity [to] prevent and respond to VAW.	<ul style="list-style-type: none"> <li>• Number and percentage of market or other authorities adhering to new model guidelines in handling VAW.</li> <li>• Number and percentage of VAW cases reported to authorities that handled in accordance with the new guidelines.</li> <li>• Number and percentage of staff in authorities who report high support for new guidelines to protect against VAW and provide survivors services.</li> </ul>

There is a consensus amongst stakeholders consulted during this evaluation in December 2017 and January 2018 that, an implementation of this project has resulted to a number of notable or emerging changes. In summary form, the most stated changes (outcomes in this context) were reported by market traders; and, some of the Ilala and Temeke municipal authorities' leaders to be:-

*(i) Increased confidence and assertiveness of female traders to demand for their rights*

The assertiveness is not only those relating to VAW; but also, leadership positions and business management in general. This has come to a point that, some of female traders are labeled as '*jike dume*' ('*she-male*'). One of those bold ladies is '*Kipini*' or '*Iron lady*' or Temeke Stereo market. The interviewed male traders themselves appreciate the confidence of these ladies. For instance, while the evaluators were at Ferry Market, the market leaders easily called for the evaluators four ladies they termed as 'bold and confident' to speak technical issues on gender rights. The leaders had an option of more than seven ladies, but those four are the ones who were readily available at the hour of interview. One of the four ladies intends to contest for market top leadership position after serving quite successfully in other senior positions.

*(ii) Increased awareness of gender rights*

A market trader could not tell such rights specifically, but could tell with certain that VAW is offensive and punishable under the market guideline on the same. Moreover, decreased in number of reported VAW cases can be regarded as a direct result of increased awareness or fear of being punished. The awareness was in respect of knowing some of the gender rights (e.g not to sexually abuse female traders on gender basis); also, knowing where to report. A young fellow at Mchikichini market told the evaluation team in January 2018 that, '*ukiitwa tu ofisini, na ukaona Katibu anafungua libuku fulani lina rangi sijui ya udongo au bluu, ujue baba kichwa kimeliwa ... hamsini lazima ikutoke mifukoni wangu!*' (*when you are summoned to an office and you see a Secretary opening a certain book which is brownish or blue in color, you should know that you are punished already ... fifty thousand shillings must come out of your pockets!*). This tells fears and obedience together, which are indication of raised awareness.



### *(iii) Effective legal aid service provision and application of the VAW guideline*

A model has designated paralegals and LCS in market places. All traders know these legal para-professionals and they are actually effectively used when a need arises. Presence of paralegals, LCS and guidelines has double effects – prevention and control at the same time. It is established that, these people do conduct a lot of outreach activities within their markets and, they periodically (like weekly) mingle with other paralegals in other markets. As said earlier on, the model proves to be quite effective and unique one. A little reform of it could make it more effective and sustainable.

### *(iv) Feedbacks from the End Line Survey Report*

In general terms, the findings of the end line survey, which were released in December, 2018 as preliminary results, show that, the project's implementation has effectively resulted into realization of some changes at the project outcome level.

Regarding outcome one, it is revealed that, there is much improved knowledge, attitudes and behaviors of market traders to live free from VAW in their business setting in all project markets. As it is reported earlier in this report, the perception on women's gender rights in market places has changed to positive trend if compared to the time before this project was being incepted in 2015. As a result of this, a number or frequency of VAW incidents has steadily and tremendously decreased. For instance, as said earlier, abusive language which were most common VAW in all markets except Kisutu, decreased to 30% as of December 2017 compared to mid line survey's record of 34%. As a result, at least 90% of female market traders felt that, they are now free to work in the market places.

As for effectiveness of intervention strategies which included an implementation of model legal aid scheme; and, various forms of anti-VAW campaigns, the majority (94.5%) of primary beneficiaries (market traders) themselves were of the view that, such strategies were appropriately designed and implemented because they have reduced VAW incidents quite well. The evaluators met some male market traders who have volunteered to be paralegals or LCS or just 'informal' ambassadors of anti-VAW campaign. *'I feel proud to speak out about these things (VAW) and people listen to me ... but, sometimes they ask me questions which are above my capacity to respond'*, said a paralegal of Temeke Stereo market in January 2018. That paralegal dreams to be a lawyer in future days. *'I found these issues (laws, gender, VAW, etc) quite interesting and practical'*, he added.

The end line baseline survey report has also indicated similar trends. According to that report, some of VAW perpetrators of Genzaulole, Mchikichini, Tabata Muslim and Temeke Stereo have become role models and they were at fore front to campaign against VAW.

As for VAW survivors' knowledge on availability of support services and application of the same, the end line survey results show that, most of the market traders were aware or rather preferred channeling VAW cases to markets' local structures (markets' committees). A total of 76% and 80% of female and male market traders respectively said that. The second preferred support service is PGCD in which 47% of females and 52% of males mentioned this. The ones who preferred market based paralegals were 33% females and 40% males. The end line baseline report does not disclose attributing factors to this kind of trend. However, basing on the FGDs and a series of interviews, the evaluators noticed that, market traders preferred own structures because (i) of the proximity of services; and, (ii) simplified

procedures including a room to reconcile and not necessarily to prosecute. As for paralegals it seems that they need to be institutionalized in order for the market traders to put more faith on them. A decision from an individual paralegal is regarded as a **mere opinion**; while, a decision of the market committee is regarded as **binding** because paralegals are not institutionalized. A paralegal will need to be ‘stern’ like *Kipini* or *Iron lady* for his or her decision to be respected.

With regards to outcome two, testimonies<sup>6</sup> from market leaders, law enforcers and municipal council officials suggest an increase in capacity to prevent and respond to VAW increase especially when compared to previous years (2015 baseline shows 68.5%) prior to this project. As it is indicated above, an average of 78% of market traders preferred taking their disputes to market leaders (structures). This could, among other reasons stated earlier, indicate a faith they have in the capacity of their leaders to handle VAW issues.

On the other hand, basing on the observation and explanation from the respondents, all market leaders were effectively using the VAW guideline in managing VAW cases reported to them. The applicability of the guideline is limited to markets’ boundaries and especially when an adjudicator is a paralegal, LCS or market leader. The PGCDs use own standard operating procedures (SOPs) and the relevant laws of Tanzania.

The guideline is highly supported by the markets’ leaders and respected by individual market traders. The Ferry market leader said that application of the guideline has not been a challenge because it reflects real issues happening on the ground and that, there was a consensus between EfG and market traders on what should be the contents and how the same could be applied.

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<sup>6</sup> Shared during the end line baseline survey in November 2017 and during this evaluation assignment in January and February 2018.

#### Box # 8: Some suggested reforms of the legal aid model and its applicability

The evaluation team is of the view that, the LAS model devised for and in the market places should be maintained with some reforms. The proposed reforms are:-

- (i) Make the VAW management structure flexible in accordance with the market's organization structure. This would lead to mainstream of the model in the market and municipal governance systems.
- (ii) Clarify the storage and usage of the fine monies collected from VAW perpetrators.
- (iii) Lobby the municipal council to incorporate the legal aid model and its practicability in the bylaws. There is a critical legal dilemma of adjudicating, judging and imposing fines by paralegals or market committees. The formal criminal justice system does not offer alternative or addendum system like what was practiced by EfG under this project. It should be noted that nature of markets' VAW are all crimes under the *Penal Code, Cap. 16* of the Revised Edition of the Laws of Tanzania. Therefore the only mandated authorities to handle the cases are police, state attorneys and judiciary.
- (iv) Strengthen the referral mechanism – especially a working relationship between market, PGCDs, local government structures (streets and municipal councils). The roles of local government structures in management of VAW issues happening in the market should be clarified in the guideline.
- (v) Redefine and make it clearer the roles of paralegals against those of LCS and market committees including VAW committee.
- (vi) Advocate for institutionalization or mainstreaming of VAW committees in the market structure.
- (vii) Lobby the market governing councils to embody VAW as their permanent cross-cutting agenda.
- (viii) A need for this legal aid model to address customers coming in the market settings as well. There are reported incidents in Mchikichini and Temeke Stereo markets of mistreatments of female customers. There is also a growing concern of sexual activities (forms of prostitution e.g sex for a piece of cloth) happening in the second-hand clothes' stalls at Mchikichini market. The guideline is silent of such kinds of abuses.

#### • *Achievement of Project's Outputs*

It is noted that, each outcome result had three outputs; and, each outputs had a set of major activities and indicators (milestones). Table 6 below shows the six outputs and their performance indicators.

**Table 6: Result Matrix of Project Outputs**

Result – Outputs	Performance Indicators [According to Project's Results Framework]
<b>Outputs for Outcome I:</b>	<b>Indicators for Outcome One's Outputs:</b>
Output 1.1: Newly recruited paralegals and LCS have greater knowledge and skills needed to carry out VAW prevention and response work in 6 markets	<ul style="list-style-type: none"> <li>Number/ percentage of paralegals and LCS passed the test on knowledge of VAW post-training.</li> <li>Number/ percentage of paralegals and LCS who correctly identify options for VAW survivors.</li> <li>Number/ percentage of market traders using paralegals and LCS.</li> </ul>
Output 1.2: Market traders in 6 markets have improved awareness and have heard key messages related to VAW and female market trader's rights to live a life free of violence.	<ul style="list-style-type: none"> <li>Number/ percentage of market traders surveyed who are aware of anti-VAW slogans and messages.</li> <li>Percentage of market traders surveyed who can name at least 3 of the key messages from the campaign materials in the past 6 months.</li> <li>Percentage of surveyed people wearing the wrist band as a sign of support.</li> </ul>
Output 1.3: Media persons have increased awareness of VAW and female market traders' rights to live a life free of violence media outlets provide greater coverage of VAW.	<ul style="list-style-type: none"> <li>Number and type of media stories related to VAW over the last 6 months.</li> <li>Perspectives of media personnel on the issues of VAW in the market place and female market traders' rights to live a life free of violence.</li> </ul>
<b>Outputs for Outcome II:</b>	<b>Indicators for Outcome Two's Outputs:</b>
Output 2.1: Local authorities, municipal leaders, market traders,	<ul style="list-style-type: none"> <li>Perspectives on their roles in addressing VAW and knowledge and skills relating to handling VAW cases.</li> </ul>

paramilitary and policy connected to the 6 markets have improved knowledge and skills related to handling VAW cases.	<ul style="list-style-type: none"> <li>• Number and percentage of staff in authorities in the 6 markets that attend capacity development sessions, who demonstrate adequate knowledge of how to handle VAW cases.</li> <li>• Number and percentage of municipal officials and councilors who received trainings that report more sensitivity to women's rights and the rights of female market traders to live a life free of violence.</li> </ul>
Output 2.2: VAW guideline for markets is developed and adopted in the 6 markets to improve handling of VAW cases.	<ul style="list-style-type: none"> <li>• New guidelines reflecting best practice are developed with participation of local authorities actors.</li> <li>• Number of markets that adopt the model guidelines within their markets.</li> </ul>
Output 2.3: Market officials and VAW survivors' supporters increase collection, analysis and sharing of information related to VAW cases in market places, the informal sector and public spaces.	<ul style="list-style-type: none"> <li>• Percentage of reported VAW cases properly tracked in market and paralegal records.</li> <li>• Percentage of VAW cases reported to market committees or paralegals.</li> <li>• Number of CBOs and NGOs aware of reports and statistics related to VAW in 6 markets.</li> </ul>

The evaluators opted not to go per each output in assessing the achievements of the same because they, to a large extent, resemble to each other; and that, previous parts of this report have already covered most of them. For instance, level of knowledge, awareness and applicability of guidelines are all discussed already. Therefore, the coverage under this sub-section is more on generalized terms and primarily focused on achievement of activities' milestones. This is due to the fact that, the project's activities were basically regarded as actions for realizing the outputs' indicators.

*a) Achievement of Output 1.1: Newly recruited paralegals and LCS have greater knowledge and skills needed to carry out VAW prevention and response work in 6 markets*

This output had three sets of intervention, namely; consultative meeting with government officials to, among other things, introduce the project; identification, training and recruitment of paralegals/ LCS; and, mapping NGOs and community based organizations (CBOs) which operates in or around the 6 project markets.

It is evaluators' observation that all outputs were effectively delivered and results are noticeable. Overall, these intervention strategies marked a good start of the project because paralegals and LCS were at the central realm in the implementation of most of the project's activities especially within the markets' areas. Table 7 below gives a summary of what have been achieved against the project's milestones.

**Table 7: Activity's Result Matrix for Output 1.1**

Output 1.1	
Major Activities for Output 1.1	Targets/ Milestones Status of Achievements
Organizing consultative and project introduction meetings with Ilala and Temeke municipal officials and other stakeholders. <sup>7</sup>	<ul style="list-style-type: none"> <li>• Number of meetings conducted with municipal officials was 3.</li> <li>• Number of meetings with other stakeholders was 6.</li> </ul>
Conducting identification exercise and recruitment of LCS.	<ul style="list-style-type: none"> <li>• Total of 40 LCS were recruited. All were female market traders.</li> <li>• Being (an average of) 6 to 7 LCS for each market.</li> </ul>

<sup>7</sup> The officials met were Community Development Officers, Social welfare Officers, Municipal lawyers, and Trading Officers. The other stakeholders were NGOs and CBOs.

LCS training workshop on VAW, legal and women rights.	<ul style="list-style-type: none"> <li>• 3 training workshops were conducted for LCS during this period under review.</li> <li>• All 40 LCS participated in the trainings.</li> </ul>
Paralegal training workshop on VAW, legal and women rights.	<ul style="list-style-type: none"> <li>• 3 training workshops were conducted for paralegals during this period under review.</li> <li>• 25 paralegals of whom 15 (60%) females participated in the trainings.</li> </ul>
Identifying local CBO and NGOs on assisting paralegals of VAW around market places.	<ul style="list-style-type: none"> <li>• A total of 40 CBOs/ NGOs were identified.<sup>8</sup></li> <li>• An average of 1 CBO/ NGO for each market.</li> </ul>

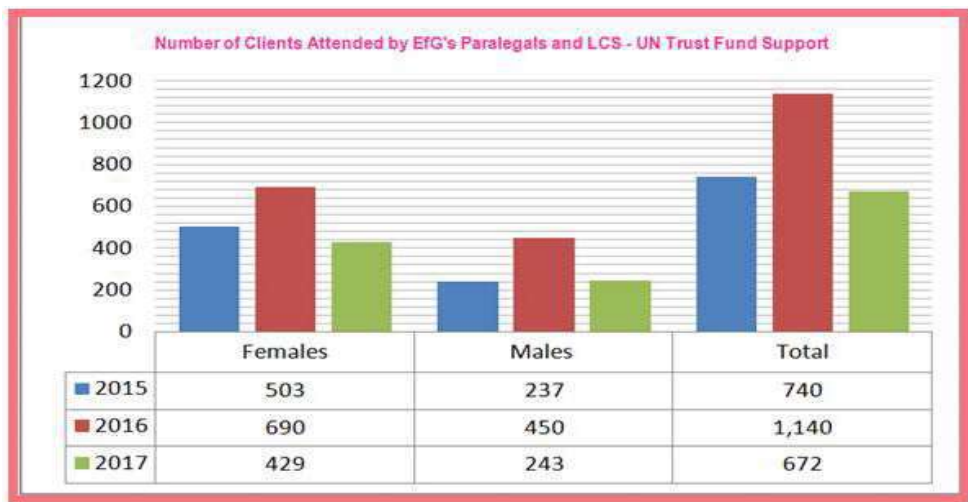
A total of 25 paralegals and 40 LCS were trained on gender rights and basic legal practices. Most (84.4%) of these were female market traders. This gender proportion has a meaning in terms of women empowerment as they become active participants of affairs pertaining their rights. Even those (female traders) who were not directly trained as paralegals and LCS have been part of the anti-VAW campaigns. One of the vocal Ferry lady met during the evaluation was actually not paralegal or LCS' trainee; but, she virtually worked as LCS. Therefore, it was a well-thought strategy to put women themselves on the driver's seat. Ladies like 'Kipini' of Temeke Stereo market are sensational features for their fellow women because of her style of work (zeal, assertiveness and confidence).

With that number of 64 trained paralegals and LCS, it could mean that each market had an average of 4 paralegals and 7 LCS (or 10 legal aid supporters in total) who had received specialized skills. This number per market is fine; however, could not be sufficient especially for big markets like Mchikichini, Gezaule, Ferry and Temeke Stereo. For instance, the Mchikichini and Temeke Stereo market leaders told the evaluators that, their markets had more than 4,000 and 5,000 individual traders respectively. If the statistics of number of traders per these markets is true, then the proportion of paralegals per individual market traders in Mchikichini could be 1:1,000 and for Temeke Stereo could be 1:1,250. For LCS, the proportions could be around 1:500 and 1:700 for Mchikichini and Temeke Stereo markets respectively.

Despite the obvious unbalanced proportionality between those legal aid service providers and market traders, more than 2,550 clients were assisted by these para-professionals between 2015 and 2017. Figure 4 below shows more details.

**Figure 4: Number of Clients Attended by Markets' Paralegals and LCS 2015-2017**

<sup>8</sup> The CBOs/ NGOs identified included the Women Skills Initiative Centre (WOSIC); the Pugu Poverty Alleviation and Development Agency (PPADA); the International Educators Trust Fund Tanzania (IETFT); the Legal Aid and Development for Happy Community Organization (LHDCO); the Women Legal Aid Centre (WLAC); the Tanzania Media Women Association (TAMWA); the Legal and Human Rights Centre (LHRC); and, TWCWC.



**Source:** EfG's Clients Database – Translated into Graph by Evaluators.

As Figure 4 above shows, a number of clients attended per annum almost doubled from 740 in 2015 to 2016. This implies that, there was intensive awareness raising campaigns by LCS and paralegals through EfG guidance. As a result, VAW victims and survivors of flocked out for legal redress. Moreover, it could be a reality that, after continuous intensive campaigns, market traders became aware of gender rights and therefore afraid or avoided from committing those incidents. As a result, cases reported dropped by almost 50% in 2017. It is proposed that, EfG should embark on specific assessment to see this extreme change of trends between 2015 and 2017.

A total number of 2,252 cases attended per annum (from 2015 to 2017) (as Figure 4 above shows) gives an average of 510 per annum; and, 102 cases per each market per annum (excluding Kisutu which does not have reported VAW incidents). This too gives a rough picture of around 15 cases handled by individual paralegals/ LCS per annum. The micro-calculation on this could imply that, each paralegal/ LCS handles an average of 1 case per month.

As for mapping and engagement with local NGOs and CBOs some of them interviewed during the evaluation found EfG's project as unique and important one. According to the available reports, there was an average of 1 NGO/ CBO per each market. The primary role of these partners was to help EfG shaping the project in a right direction. This is what came out from them. One of the NGOs based in Pugu said that, they were existed before 2015 when this project was incepted. They had PETs and GBV intervention programs (mostly capacity building and sensitization). However, they did not focus on the market areas. *'After we came into contact with EfG, I came to realize that markets are unique societies and there are so many things happening there in terms of gender and economic issues. There is so many money there but poorly managed. As a result, only a few elites there benefit on expense of others ... EfG induced me to start working in the markets. So, since around 2016 we introduced PETs and GBV campaigns ... we cover several markets including Urafiki and Magomeni, and we found lots of things to work on',* he said.

Therefore, the project has not only mobilized these stakeholders, but also, has induced them to start engaging in market issues. The evaluators were also informed that, as a result of this project, the EfG's stakeholders formed what they termed as *'Mtandao wa Wadau wa Masokoni'* (Network of Market Stakeholders). This is still a loose network. It is intended to



be a platform which would be discussing issues relating to market business generally. The evaluators advise EfG to take charge of this and institutionalize it as it could be a very good advocacy strategy.

The evaluation team thinks that, the role of these (NGOs/ CBOs) partners in this project was relatively diminutive. These stakeholders were involved only during stakeholders' mapping, evaluation and some meetings to discuss the project's result areas. They were not involved in direct implementation of the project, or rather took an active role to at least some of the core activities of the project.

The evaluators are of the view that, having a group of partners like those NGOs and CBOs was a very good idea for the reasons stated earlier on. The EfG can do the same in next phase of the project or similar projects. However, it should make these partners part of the project implementation processes such as to link them with market based paralegals/ LCS so that they can address VAW at market places and outside the markets. There is a possibility that VAW happening in the families and communities can adversely affect female traders in the markets.

*b) Achievement of Output 1.2: Market traders in 6 markets have improved awareness and have heard key messages related to VAW and female market trader's rights to live a life free of violence*

A total of 15 different types of training materials were prepared, published and 22,910 disseminated in big number as Table 8 below shows. The materials were on different titles or topics including about GBV; law and human rights; rights of GBV/ VAW survivors and victims'; management and control of GBV; poverty; traditional norms; and, women in leadership. There was also another set of materials. These ones were for training. They were in 15 different titles – but similar to those mentioned earlier. Those too were disseminated to trainees indicated in the Table below.

A total of 17,792 of market traders in 6 project markets were directly reached by paralegals and LCS in their awareness sessions between 2015 and 2017. That is a rough average of 6,000 benefited market traders per annum. The proportion of female traders reached through those sessions was not immediately found. But, it is estimated to be around 40% of the total number of beneficiaries. This is due to the fact that, markets are predominantly occupied by male traders. Table 8 below explains more of all the feedbacks:

**Table 8: Activity's Result Matrix for Output 1.2**

<b>Output 1.2</b>	
<b>Major Activities for Output 1.2</b>	<b>Targets/ Milestones Status of Achievements</b>
Prepare, produce and disseminate training and awareness materials.	<ul style="list-style-type: none"> <li>15 different types of training materials (mentioned above) were produced and used to train women market traders and other stakeholders also mentioned above.</li> <li>6 types of awareness materials were prepared.</li> <li>22,910 awareness materials were disseminated to the stakeholders mentioned earlier.</li> </ul>
Field awareness raising on VAW by paralegal and LCS.	<ul style="list-style-type: none"> <li>Total of 1,263 field visits to market traders were conducted by paralegals.</li> <li>Same number of visits was conducted by LCS (the duo has been working together).</li> </ul>
Hold annual launch for 16 days of activism.	<ul style="list-style-type: none"> <li>EfG hold/ attended a total number of 3 launch ceremonies of 16 days of activism during this period under review (2015-2017).</li> </ul>

Conduct GBV awareness sessions in Ilala and Temeke markets.	<ul style="list-style-type: none"> <li>17 awareness sessions were conducted in Ilala markets and involved market traders, police, municipal officials and market leaders.</li> <li>4 awareness sessions were conducted in Temeke Stereo market (Temeke) and involved market traders and similar stakeholders mentioned above.</li> <li>Total of 4,398 market traders attended the GBV (VAW) awareness sessions in Ilala and Temeke markets. Out of those 1,814 (being 41.2%) were females.</li> </ul>
Conduct wrist band campaign.	<ul style="list-style-type: none"> <li>The wrist band (bracelets) campaigns were conducted at all 6 project markets.</li> <li>The campaign brought together a total number of 2,863 market traders of whom, 1,196 (being 41.3%) were females.</li> </ul>

According to the end line baseline findings, majority males (72%) and females (78%) were aware of the existing rules (bylaw) on VAW while only a few males (4%) and females (5%) of the sampled market traders said that they were not aware. Moreover, the according to the same report, majority male (81%) and female (83%) were aware of who are service providers; while a few male (12%) and female (14%) said there are no GBV/ VAW service providers in their markets. The remaining male (8%) and female (3%) were not sure at all. As for awareness of anti-VAW messages, the end line baseline report show that, majority of male (66%) and female (72%) were aware of those messages, compared with an average of less than 50% of the initial baseline data.

The evaluators informed that, various ways such as public meetings, field visits (total of 1,263 during past three years in all markets) traditional dances and use of market ‘radios’ (loud speakers hanged in all corners of the markets) were employed. As Table 8 above shows, at least 22,900 awareness or publicity materials were disseminated.

As said before, there is a need to find out sustainability strategies such as backstopping programs in order to sustain this movement. The EfG will have to encourage the market leadership to allocate some funds for anti-VAW campaigns e.g to finance repairing of the market ‘radios’ and pay for paralegals’ and LCS’ transport fares. Thirdly, some of publicity materials such as wrist band were no longer used because there was no replacement of the same. The end line baseline data showed that, majority of male (97%) and female (94%) were not wearing the anti- VAW bracelets. The said traditional dances, which were attracting many people, were not organized anymore. All these gaps could raise a question of sustainability.

On the other hand, there was no indication that the awareness campaigns were friendly to all gender groups especially persons with disabilities (PWDs). For instance, a deaf trader cannot understand easily due to language barrier. There was also a need to link market based and community based awareness sessions.

*c) Achievement of Output 1.3: Media persons have increased awareness of VAW and female market traders’ rights to live a life free of violence media outlets provide greater coverage of VAW*

The evaluation team noticed from record and by interviewing media practitioners that, journalists were, to a minimal level, involved in project’s activities. The engagement of media was on ad hoc basis – depended on the events such as during trainings and visitations

to the markets. The most common media outlets used were three newspapers (one being state owned ‘DailyNews’).

**Table 9: Activity’s Result Matrix for Output 1.3**

Output 1.3	
Major Activities for Output 1.3	Targets/ Milestones Status of Achievements
Media campaign on Anti-VAW.	<ul style="list-style-type: none"> <li>The media campaigns were conducted at the community level through TV (ITV) and radio (Clouds Fm).</li> <li>At least 98 articles bearing VAW issues in market places were published by 30 media outlets.</li> </ul>
Press conference.	<ul style="list-style-type: none"> <li>Total of 8 press conferences were organized at Dar es Salaam.</li> <li>Total of 8 press releases were issued on different issues, including GBV, awareness campaign and GBV guideline.</li> </ul>

There were also prepared radio spots with certain messages on the project’s areas. As Table 9 above shows, at least 90 newspapers bearing some issues on VAW were organized since 2015. This gives an average of 30 articles per annum.

The impact of media engagement has not been easy to trace and report on. However, hearing from the three journalists interviewed in February 2018, it seems that the project was well received by the media people – at least the three who were interviewed. The project lacked good strategy of engaging with the media. This is why the extent of media engagement has not been clear in evaluators’ view.

**Box # 9: Effective engagement of media would have yielded more results**

The journalists proposed three issues, namely; (i) a need to increase number of journalists from different media houses; (ii) increase use of social media because most of the market traders own smart phones; (iii) provide trainings on VAW to journalists and editors. That, a group of journalists should identified, trained and make them reporting as journalists with specialized knowledge on VAW; and, (iv) increase budget for media coverage. According to one journalist, The TZS 20,000 to 40,000 which was offered by EfG for transport fare is ‘relatively little and discouraging.’

**d) Achievement of Output 2.1: Local authorities, municipal leaders, market traders, paramilitary and policy connected to the 6 markets have improved knowledge and skills related to handling VAW cases**

The project’s activities which touched local government leaders and paramilitary were basically on offering capacity building trainings. As Table 10 below shows, more than 100 of these officials attended the trainings. Two of the ward leaders attended the trainings said that, after they were being trained in Lamada Hotel in 2016 or early 2017, they did not hear again what went on regarding the project. One of these leaders really took some minutes to recall what the training was all about after being asked to comment the relevance and effectiveness of the same. The municipal based officials seem to have handy touch to this project. But, they are more of decision makers than being executors of issues relating to VAW.

**Table 10: Activity’s Result Matrix for Output 2.1**

Output 2.1
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Major Activities for Output 2.1	Targets/ Milestones Status of Achievements
Capacity building session for law enforcers, police, paramilitary and paralegals on VAW.	<ul style="list-style-type: none"> <li>• 3 sessions organized during this period under review.</li> <li>• 75 participants attended; of whom 40 were police; 10 paramilitary and 25 paralegals.</li> <li>• Out of total numbers 31 were females.</li> </ul>
Capacity building session for municipal officials, leaders and market traders.	<ul style="list-style-type: none"> <li>• 3 sessions organized during the same period under review.</li> <li>• 50 municipal officials, 60 leaders and market traders attended the meetings.</li> <li>• Out of total numbers 25 were females.</li> </ul>
Capacity building training workshop session for women association leaders.	<ul style="list-style-type: none"> <li>• 2 sessions organized during the same period mentioned above.</li> <li>• 80 women associations' members attended from all markets – being 5 members per each market.</li> </ul>

The second observation is that, at least 80% of VAW cases are reported to markets' leaderships or structures. The traders seem to pay much allegiance to their own leaders due to, as said earlier, proximity of services. A lady police officer reached for an opinion during this evaluation was of the view that, it is better for aggrieved persons to report to their markets' organs than to PGCDs in order to 'save time and resources.' She told the evaluators on phone in February 2018 that, *'let them concentrate reporting to their leaders ... this is not an issue of relieving us from responsibilities; rather, it is the matter of making law enforcement more handy and therefore, effective.'*

The market leaders, paralegals and LCS interviewed said that, they normally channel complicated VAW cases to either EfG or directly to PGCDs. In a very rare occasion that VAW cases are channeled to local government leaders especially at ward levels. However, the police normally re-channel some of the cases to social welfare officers especially those with civil elements. These made the roles of street and ward government officials redundant when it comes to VAW case management.

As for paramilitary commonly known as the *mgambo* in all markets and *Suma JKT* in Ferry market, their roles to VAW management has been more on monitoring and arresting due to the nature of the work. Their presence is highly appreciated by most of the interviewed female traders. A lady levy collector at Mchikichini market who escorted the evaluator from one sectional office to the other said that, she used to get hard time when it came to collection of levies and fees from the market. But, when the *mgambo* were oriented on gender rights through trainings, they turned to be her salvage. *'Mtu yeyote akibisha kutoa ushuru, au kunikejeli kijinga ... naimuita mjeda! Wao hawana utani ...'* (if any person refuses to pay levy, or mock me foolishly ... I just call the guard! These people do not joke ..), said the lady.

At Ferry market, the evaluators were told by some of the market traders that, *Suma JKT* replaced the ordinary *mgambo* around two years ago after the market's bylaw was started to be operationalized. A leader interviewed said that since when the *Suma JKT* deployed there, most of the VAW cases were summarily handled by these officers by hearing the complainant and provide an instant punishment to the 'perpetrator.' A lady market trader said that, if these guards offer stern punishment. *'They can order a culprit to kneel down, crouch or squat or any other kind of military punishment. After that, they release him.'*

A Ferry market story suggests several things. Those include, the informality in application of model VAW management standards; skills of paramilitary personnel who were not trained

before (trainings were conducted once or twice only); and, legality of the punishments given by *Suma JKT*. All these give weight a point on a need for refresher training or case-based training for officers joining market managements in later days.

Despite those gaps though, the end line survey found that, majority of market traders were satisfied quality of services provided by different VAW service providers. According to the survey's report, 67% of female traders and 68% of male traders interviewed on level of satisfaction of services provided said that the services were 'good.' Only 17% and 25% of female and male traders respectively said that the services were 'very poor', while only 6% of female traders said that the services were 'very good.' Of course, the reliability of these responses depends on many prerequisite factors, one being, what specific service components did the baseline surveyors inquired.

**Box # 10: Required effective referral mechanisms and adherence to ethical standards in attending VAW clients**

The evaluation team suggests that, in order to effectively engage the local government leaders in VAW management; and, improving further their capacities on the same, EfG will have to strengthen and institutionalize VAW referral mechanisms. There is also a need to abide to soft or ethical skills and standards of handling VAW cases. For instance, instead of hearing a VAW client in an open office space as it is a case now, markets' leadership should be encouraged to designate or construct a chamber for attending VAW clients. This will ensure privacy and confidence.

**e) Achievement of Output 2.2: VAW guideline for markets is developed and adopted in the 6 markets to improve handling of VAW cases**

The anti-VAW guideline titled the *Mwongozo wa Kuzuia na Kupambana na Ukatili wa Kijinsia (UWAKI) Katika Masoko* was developed in 2015 and widely disseminated to paralegals, LCS, government officials, police officers and market leaders. Table 11 shows a number of copies produced and disseminated.

**Table 11: Activity's Result Matrix for Output 2.2**

<b>Output 2.2</b>	
<b>Major Activities for Output 2.2</b>	<b>Targets/ Milestones Status of Achievements</b>
Develop blue print anti-VAW (guideline?) for market environment.	<ul style="list-style-type: none"> <li>• A guideline on anti-VAW was developed in 2015 and it is being used in all markets.</li> <li>• Total of 1000 copies of the guidelines were produced.</li> <li>• Total of 700 copies of the guidelines were disseminated to market traders, police, market leaders and municipal officials by December 2017.</li> </ul>
Conduct technical workshop for review of anti-VAW guideline.	<ul style="list-style-type: none"> <li>• 1 technical workshop which involved Municipal Officials, police, Market leaders, paralegals, LCS and women association leaders was conducted in Dar es Salaam.</li> </ul>
Hold anti-VAW guideline adoption session at market level.	<ul style="list-style-type: none"> <li>• 6 adoption sessions, which involved market traders, police, municipal officials, and market officials were held (300 participants participated).</li> </ul>

It is established that, the guideline lays down the structure and *modus operandi* of the legal aid model as well as management of VAW. The form and contents of the guidelines are easy to read and understand. All respondents found this document as 'very relevant' to their market settings. The guideline is written in Kiswahili language. It has used jargon words

which are market terminologies. This is yet another BEST PRACTICE demonstrated by EfG in this project.

A few things which need to be reconsidered in this guideline is the proposed rigidity VAW management structure. This comes as an issue of concern because each market has its own organizational or institutional structures – which are generally not compatible with what the guideline proposes. However, in practice, this mismatch has never been a challenge because all VAW cases are lodged to paralegals or LCS or market committees and, in most cases, they end at that level. The guidelines do not provide a room to appeal. The constitutions of the markets including the Ferry market's bylaw are also silent on this right. There are complaints that some of the market leaders have been using this legal gap to intimidate suspects of VAW incidents to comply with leaders decision even if evidence of alleged offence is not available.

*f) Achievement of Output 2.3: Market officials and VAW survivors' supporters increase collection, analysis and sharing of information related to VAW cases in market places, the informal sector and public spaces*

The collection, analysis and sharing of VAW information were being done through VAW tracking system model developed as part of the implementation of this project. The system tracks VAW cases attended by paralegals, LCS and market committees. There is also a mechanism of tracking cases referred to other service providers. The application of this system is centralized at EfG office (not available in the markets). However, all feedings are coming from the markets. The second type of information sharing was meetings as Table 13 below shows:

**Table 12: Activity's Result Matrix for Output 2.3**

<b>Output 2.3</b>	
<b>Major Activities for Output 2.3</b>	<b>Targets/ Milestones Status of Achievements</b>
Develop tracking system model for VAW cases at markets.	<ul style="list-style-type: none"> <li>Tracking system model for VAW cases developed.</li> <li>The said model was being used during this period under review.</li> </ul>
Conduct semi-annual VAW committee meetings.	<ul style="list-style-type: none"> <li>Total of 6 semi-annual VAW committee meetings conducted. The participants came from NGOs and CBOs, paralegals and LCS, municipal officers, etc.</li> <li>Total of 20 participants attended the meetings of whom 9 were females.</li> </ul>
Stakeholders model sharing meetings.	<ul style="list-style-type: none"> <li>More than 20 stakeholders' meetings were conducted.</li> </ul>
Produce anti-VAW newsletters semi-annually.	<ul style="list-style-type: none"> <li>Total of 2 newsletters were produced between January 2015 and December 2017.</li> <li>Total of 2000 newsletters were disseminated between January 2015 and December 2017.</li> </ul>

• *Extent of Reaching the Project's Targeted Beneficiaries at Goal and Outcome Levels*

Basing on raw evaluation data; mid end line; and final end line survey reports, it is evident that there are notable emerging changes as a direct result of this project. For instance, as a result of numerous interventions, majority of respondents (94.5%) informed the end line



baseline survey that, the interventions have made a positive impact - helping to reduce VAW in market places. There are also evidences that, the welfare of female traders have been improving. Some of the indicators on this include a mushroom growing up of saving and credit groups (VICOBA and SACCOS) which are predominantly occupied by female traders. Through these groups, women have been able to amass financial support from each other to improve their business undertakings. A separate study on the impacts of VICOBA and SACCOS for female market traders is highly recommended.

Another feedback at outcome level is with regards to decreased incidents of VAWs. For instance, as said earlier, the verbal abuses have decreased to 30% in December 2017 against the 34% identified during mid line baseline survey a year before. Likewise, the prevalence of physical abuses have dropped to only 13% in December 2017 from 26% reported during mid line baseline survey. As a result of all these, the confidence of women to trade and contest for market leadership positions is hiked up. For instance, the said survey showed that 92% of women were now free to trade; 89% were now enjoying economic rights; 70% were free to contest for leadership positions; 83% were free to participate in decision making; and, 91% of women were free to access to VAW services.

As said earlier, at least 2,550 VAW and GBV survivors and 17,792 other market traders were reached through legal aid and awareness sessions by paralegals, LCS and EfG themselves during this period under review. Moreover, perceptions of market leaders towards VAW issues have changed. According to the baseline data obtained prior to the inception of this project, at least 90% of the market leaders did not want to handle GBV related cases. However, after sensitization, awareness, capacity building and meetings, all of them interviewed during this evaluation were, diligently, working to address GBV/ VAW cases reported to them.

#### Box # 11: More efforts and strategies are needed to influence changes at policy level

There are notable advocacy reforms in areas of practice (with regards to management of VAW cases) in market places. Basing on pieces of illustrations above, mindsets of market traders and market leaders have changed a lot towards addressing specific rights as well as promotion and protection of female traders' gender rights. There are documented facts to show how the demand (female traders) and supply (leaders and male traders) sides have transformed themselves to become one team in addressing VAW issues in the market settings. Secondly, the application of model legal aid scheme especially through paralegals, LCS and the guideline have induced new ideas on best practices of preventing and controlling VAW in market places. There is a high possibility that such practices would be embodied in the market frameworks (rules and structure) in a near future – especially if EfG will come out with a scale up project.

The evaluators noted that, the project did not perform well in advocating for **new VAW/ GBV legal or policy guideline** at government level. Its 2015 VAW guideline was not adopted as yet to be part of official government documents (guidelines). It is evaluators' opinion that, the project did not succeed on this because (i) there was no outcome or output or activities to drive the implementation towards that result; and, (ii) it is not realistic to pursue the government formulating a guideline or rules within three years. The current political context makes almost everything bureaucratic because decision makers are no longer free to think and implement decisions. The political tension is very high while the civic space is steadily shrinking. All these make advocacy work more complex and complicated. Therefore, EfG will have to come with more feasible strategies in order to succeed pursuing the government to formulate needed policy or guidelines on GBV/ VAW.

### 8.3 Efficiency

The ‘efficiency’, in the context of this evaluation, means a consideration of the cost-efficiency factors of the outputs against the results of the project realized. It also measures whether activities were achieved on time and factors attributed to achievement or delays or failure to achieve the activities.

The TOR instructed 3 efficiency questions to be responded. Such questions as indicated in a table below have been responded to below.

Efficiency and Sustainability – Evaluation Questions	
Efficiency	How efficiently and timely has this project been implemented and managed in accordance with the project document? How efficient were the management and accountability structures of the project? How did the project financial management processes and procedures affect project implementation? What are the strengths, weaknesses, opportunities and threats of the project’s implementation process?

An assessment of project’s activities and progress reports shared against the project’s result framework shows, it is certain that there was timely implementation and management of the project. The value for money (VFM) could also be seen through approaches employed. For instance, use of market ‘radio’ (installed loud speaker systems) to campaign against VAW or raise gender rights awareness, facilitated the project implementers to reach out nearly 20,000 market traders with limited financial resources. Getting such big number of the traders gathered in a venue-based and train them would have costed EfG almost half of the total project budget for three years.

The VFM could also be seen with regards to a number of legal aid cases attended for past three years (more than 2,550 cases) on *pro bono* basis. Basing on legal practice of Tanzania, a simple criminal or civil case normally costs not less than TZS 500,000. Therefore, adjudicating such a number of cases through paralegals and LCS without incurring direct costs rendered this project quite efficiency – on access to justice.

On the other hand, the way in which the model legal aid scheme was designed and influenced cost effectiveness of the project implementation as well as convenience of targeted groups to react on what they have been sensitized on (seeking legal redress if their rights were being violated). The model had three features, namely; (i) presence of VAW management guideline with contents reflecting market traders’ own ideas and experiences; (ii) use of market traders themselves (at least 60% being females) as main implementers of the guideline; and, (iii) institutionalization of the model within the market system (this was partially achieved according to evaluators’ view). The end line survey’s findings indicate that, at around 80% of the market traders preferred channeling their cases to the market structures and not ordinary justice machinery mechanisms outside the market such as police and local government officials. This situation tells a lot about convenience and cost effectiveness of the model to traders and project implementation as well.

As for the efficiency of the management and accountability structure of the project, the evaluators noticed that, the project had two-tie ways of managements. The first one was EfG-

based; and, the second was market traders based. The structure of the project allowed a large part of outcome two to be executed by market traders themselves. For instance, roles of EfG in legal aid service provision were capacity building; orientation on the VAW guidelines; and, documentation of the cases or statistics. The paralegals and LCS based in the markets were the ones who offered legal aid services directly. Only some of the cases were referred to EfG or elsewhere. The adjudication of those cases (more than 2,600) was for free. This rendered the management of the project to be quite efficient.

The transparency of the project was adhered into two ways. The first one, through publication of the progress reports including audited financial records; and secondly, through involvement of key stakeholders in the planning, monitoring and evaluation of the project. The interviewed NGOs and CBOs which were mapped as partners for this project told the evaluators that, EfG was involving them to discuss and offer some opinions of the project's result framework. All of them (sampled) including a journalist, seemed to understand quite well the project.

The financial management process of this project followed already existed financial system of EfG. The evaluators understands that annual audits were performed in 2015, 2016 and the 2017's ones was being in the process at the time of this review. There was no financial accountability issue which compelled the evaluators to scrutinize the financial management wisdom. The best practice noticed was that, the project's activities consumed more than 70% of the total budget, while recurrent expenditures had around 30% of the total budget allocation for three years.

Note that, the project result areas did not include an outcome on institutional governance or finance or sustainability against which the evaluators would have used their indicators to assess level of performance. This the evaluators subscribe to the findings of audited reports.

## 8.4 Sustainability

The 'sustainability' in the context of this assignment means presence of strategies to keep project results or interventions continuous beyond December 2017. The TOR instructed 3 sustainability questions to be responded. Such questions as indicated in a table below have been responded to below.

Efficiency and Sustainability – Evaluation Questions	
Sustainability	<p>How are the achieved results, especially the positive changes generated by the project in the lives of women and girls at the project goal level, going to be sustained after this project ends?</p> <p>How effective were the exit strategies, and approaches to phase out assistance provided by the project including contributing factors and constraints?</p> <p>Describe key factors that will require attention in order to improve prospects of sustainability of Project outcomes and the potential for replication of the approach?</p>

A question of sustainability is a critical one. A design of the project, as said earlier, tried to reinforce this. Some of sustainability elements according to evaluators' views are, (i) creation of VAW committees in the market whereby in each market, there is one committee; (ii) linking VAW management processes with the market leadership or governing structures. For instance, most of the VAW committee leaders are also, by virtue of being committee leaders, being leaders of the market administrative organis; (iii) use of market traders themselves as legal aid service providers; (v) codification of anti-VAW norms in the form of VAW management guideline; and, (iv) provision of public awareness to all market traders.

There would be a challenge to sustain the positive changes generated by the project because most of the traders interviewed in the four sampled markets still needed ‘*more training*’ and ‘*presence of EfG*.’ A lady at Ferry market said, ‘*we are really doing well in controlling bad practices against women here ... but, I don’t know if this pace will continue if the project ends as you have said ...*’

**Box # 12: Needed project extension phase to enforce exist strategies**

An extension of the project is highly recommended. During the extension phase, EfG will need to put in place exist strategies such as pursuing the market leaderships to mainstream VAW through (i) adoption of VAW committees as one of the constitutional organs of the market; (ii) institutionalization of legal aid services by financing from own market source some of the activities; (iii) engaging it with municipal councils to transform the VAW management guidelines into municipal bylaws; and, (iv) link this project with local NGOs/ CBOs operating around the market areas.

## 8.5 Knowledge Generation

The ‘knowledge generation’ considered lessons learnt which could be used to improve similar interventions in future. Two questions to be responded were as shown in the Table below.

Knowledge Generation – Evaluation Questions	
Knowledge Generation	<p>What are the key lessons learned that can be shared with other practitioners on ending violence against women and girls?</p> <p>Are there any promising practices? If yes, what are they and how can these promising practices be replicated in other projects and/or in other regions/countries that have similar interventions?</p>

There are a number of lessons learnt out of the project implementation in terms of designing, intervention strategies as well as results achieved. Apart from the remarks on the all these three issues, it is generally note that:-

- (a) The design of the project basing on the baseline findings of 209 and 2016 made it reflective of the real needs of the market traders. Types of VAWs sought to be addressed were actually what happened. Therefore, it is important for similar interventions to start with comprehensive baseline surveys before project design and implementation.
- (b) Use of paralegals who are market traders made it easy for the survivors of VAW to seek redress once they experienced some abuses. This also made the legal aid services handy that it ought to have been if the paralegals were to come from outside the market settings.
- (c) The legal aid model crafted to address specific market-based VAW through market-structures is exemplary effective in addressing specific legal challenges facing female market traders. However, it has to align with the current legal framework as provided for under the *Legal Aid Act of 2017*.
- (d) Absence of good advocacy components in the project rendered its implementation to lack a good connection with national policies and efforts of VAWs.

## 9 CONCLUSIONS

The implementation of the project was generally good. The way in which the project was designed (including intervention strategies and activities) and the approaches used (application of legal aid model, engagement of supply and demand sides, etc) seemed to have made it effectively implemented.

The responses to evaluation questions suggest high level of achievements of all levels of the results. Some of the reported results or changes include increased awareness of gender rights; decreased rates of VAW incidents; and, improvement of VAW management.

As a result, the markets were increasingly becoming friendly for everyone including female market traders and customers (the overall goal of the project). The decreased incidents of abuses and improved access to justice through model legal services create a high possibility that this would result further into an improvement of business undertakings thus empowering women economically through market trading.

Furthermore, the use of the legal aid or VAW management model in market place resulted into notable outcomes one of it being increased confidence of female traders. At least 70% of VAW cases are adjudicated in market level. This shows highest level of acceptability of the model or improvement of legal aid services in general. There is also a hope for this model being widely replicated and accepted in other market places around the country.

Despite such notable improvements, there are issues which EfG and its funding partner to address. They include having sustainability of the project's interventions and results especially through mainstreaming of legal aid model and awareness campaigns into market structures as well as aligning it with the national legal framework on the same (Legal Aid Act of 2017). The advocacy component is also not strongly featured in the project design and implementation. As a result, there were relatively weak advocacy interventions – especially to align this project with ongoing national efforts to end VAW.

Therefore, an extension of the project, focusing on scaling up of the current strategic intervention is highly recommended by the evaluators. It will also be more ideal if the project duration is elongated beyond three years interval. This is because the three-year period is not enough to realize sufficient outcomes and impact. Other recommendations are indicated in other parts of this report.

## 10 GENERAL RECOMMENDATIONS

Specific recommendations on particular issues are indicated in each section and subsection of this report. In summary form, the key recommendations are for EfG and its funding partners to ensure that:-

- (i) The project's design makes clear distinctions between outputs, outcomes and impact's performance indicators.
- (ii) The project's performance indicators should be linked to relevant national plans or strategies or policies' indicators and priorities on gender rights, VAW, GBV, access to justice, market trading, economic empowerment, and the like.

- (iii) The theory of change is included in project design for clearer and simpler articulation of the project and indication of project's sequential steps towards intended results' levels.
- (iv) The scope of interventions is widened to include market governance systems which appear to maintain some forms of discriminatory practices.
- (v) Future projects' design and intervention strategies expand advocacy component especially to ensure that the project design and implementation contribute or linked to relevant national efforts (policies, laws, plans or practices).
- (vi) Pressure and strategies are exerted and strengthened in order influence changes at national policy level as well as ongoing local government reforms especially the decentralization by devolution (D by D) agenda.
- (vii) The legal aid model is improved further in order to make it more effective and replicable to all market places in accordance with respective market structures. It should also be linked to the generality of the *Legal Aid Act of 2017*.
- (viii) Increase or intensify media engagement including effective use of social media for awareness, sensitization and advocacy purposes.
- (ix) A parallel efforts against VAW between markets based, government based and other efforts outside the markets is drawn.
- (x) Scale-up strategies to sustain the results achieved is adopted.
- (xi) Clear sustainability strategies of the project including having in place backstopping plans and strengthening of the referral mechanisms or working relationships between market leaders, paralegals, LCS, and statutory law enforcement organs are devised.
- (xii) Best practices are documented and applied to the rest of the Dar es Salaam based markets and, possibly, across the country.
- (xiii) Scope of funding is expanded. Realization of outcome results within three years seems to be a challenge.



## ANNEXTURES

**Annex 4A: Evaluation Matrix**

Evaluation Criteria	Evaluation Questions	Indicators <sup>9</sup>	Data Source and Data Collection Methods
<b>Relevance</b>	<ul style="list-style-type: none"> <li>To what extent was the project strategy and activities implemented relevant in responding to the needs of women and girls:-</li> <li>At the time of its design and inception in January 2015?</li> <li>During the time of its implementation.</li> <li>To what extent do achieved results (project goal, outcomes and outputs) continue to be relevant to the needs of women and girls?</li> <li>Was the project relevant to the identified needs?</li> </ul>	<ul style="list-style-type: none"> <li>Perceptions of women market traders on relevance of the project to their problems and priorities they had before January 2015, during project implementation and as of December 2017.</li> <li>Perceptions of secondary target groups (male market traders, paralegals, LCS, etc) on relevance of the project to their problems and priorities they had before January 2015, during project implementation and as of December 2017.</li> <li>Respondents' views on extent of involvement in of primary and secondary targets in identification, implementation and monitoring of the project.</li> <li>Plus other specific indicators as per January 2015's Baseline Survey Report.</li> </ul>	<ul style="list-style-type: none"> <li>EfG progress reports.</li> <li>Interviews (KIIs) with female market traders and other stakeholders mentioned in this IR.</li> <li>Group discussions (FGDs) with female market traders and other stakeholders mentioned in this IR.</li> <li>UN Trust Fund project documents and guidelines.</li> <li>Reports from municipal councils, law enforcers and market leaderships.</li> <li>Baseline report of 2015.</li> <li>Audit reports of 2015 and 2016.</li> <li>Personal observations of evaluation team members.</li> <li>Media clips/ stories.</li> <li>Heard or documented case studies.</li> <li>Midline survey of March, 2017</li> <li>End line survey of December, 2017</li> </ul>
<b>Effectiveness</b> <i>(Outcomes and Impact Only)</i>	<ul style="list-style-type: none"> <li>To what extent did the project reach the targeted beneficiaries at the project goal and outcome levels? How many beneficiaries have been reached?</li> <li>Were the intervention strategies identified, and were they realistic, appropriate and adequate to achieve the results?</li> <li>To what extent has this project generated positive changes in the lives of targeted (and untaraged) women and girls in relation to the specific forms of violence addressed by this project? Why?</li> <li>What are the key changes in the lives of those women and/or girls? Please</li> </ul>	<ul style="list-style-type: none"> <li>Number and percentage of women traders surveyed report specific types of violence and harassment in the marketplace.</li> <li>Number of cases of VAW reported to authorities (market/ police) [+ paralegals/ LCS].</li> <li>Number and percentage of male and female traders surveyed in 6 markets who are able to articulate women's rights relating to prevention and protection from violence.</li> <li>Perception of male and female market traders on attitudes on VAW and its impact on women.</li> <li>Percentage of women traders surveyed in 6 markets who can identify available services and support for survivors of VAW.</li> </ul>	

<sup>9</sup> Note, these are deduced from the Project's Result Framework and consultant's own design.

	<p>describe those changes.</p> <ul style="list-style-type: none"> <li>What internal and external factors contributed to the achievement and/or failure of the intended project goal, outcomes and outputs? How?</li> </ul>	<ul style="list-style-type: none"> <li>Number and percentage of market or authorities adhering to new model guidelines in handling VAW.</li> <li>Number and percentage of VAW cases reported to authorities that are handled on accordance with new guidelines.</li> <li>Number and percentage of staff in authorities who report high support for new guidelines to protect against VAW abd provide survivor services.</li> </ul> <p><b>NOTE:</b> The <u>OUTPUT RESULTS</u> were assessed and presented in a separate output matrix – because these result levels are more of internal and basically based on monitoring process and not evaluation like this one at hand.</p>	
<b>Results</b> (outcomes and impact indicators)	<ul style="list-style-type: none"> <li>To what extent were the intended project results (impact, outcomes and outputs) achieved and how?</li> <li>How are the achieved results, especially the positive changes generated by the project in the lives of women and girls at the project goal level, going to be sustained after this project ends?</li> <li>How effective were the exit strategies, and approaches to phase out assistance provided by the project including contributing factors and constraints?</li> <li>Describe key factors that will require attention in order to improve prospects of sustainability of Project outcomes and the potential for replication of the approach?</li> <li>What are the unintended consequences (positive and negative) resulted from the project?</li> <li>To what extent was the project successful in advocating for new GBV Guideline legal or policy change? If it was not successful, explain why.</li> <li>In case the project was successful in setting up new policies/guideline and/or laws, is the legal or policy change likely to be institutionalized and sustained? If it was not successful, explain why.</li> </ul>		
<b>Lesson Learnt/</b>	<ul style="list-style-type: none"> <li>What are the key lessons learned that can be shared with other practitioners</li> </ul>	<ul style="list-style-type: none"> <li>Perception on the usefulness of the VAW management (response) model in the market.</li> </ul>	

<b>Knowledge Generation</b>	<p>on ending violence against women and girls?</p> <ul style="list-style-type: none"> <li>Are there any promising practices? If yes, what are they and how can these promising practices be replicated in other projects and/or in other regions/countries that have similar interventions?</li> </ul>	<ul style="list-style-type: none"> <li>Perception on the usefulness of the paralegal and LCS models in the market.</li> <li>Perception on the usefulness of the training on VAW model.</li> <li>Perception on the usefulness of the networking (<i>with authorities, NGOs, media, market committees, etc</i>) on VAW model.</li> <li>Perception on the usefulness of how the project was implemented generally.</li> </ul>	
<b>Efficiency</b>	<ul style="list-style-type: none"> <li>Were the inputs identified, and were they realistic, appropriate and adequate to achieve the results?</li> <li>How efficiently and timely has this project been implemented and managed in accordance with the project document?</li> <li>How efficient were the management and accountability structures of the project?</li> <li>How did the project financial management processes and procedures affect project implementation? What are the strengths, weaknesses, opportunities and threats of the project's implementation process?</li> </ul>	<ul style="list-style-type: none"> <li>Appropriate levels of management structure put in place to coordinate the project.</li> <li>Comments in auditor reports.</li> <li>Extent to which financial information is clearly presented and used for decision-making.</li> <li>Extent to which there are cost-conscious systems and routines in place.</li> <li>Extent to which the project has been organizationally and administratively flexible and responsive to changing conditions.</li> <li>Extent to which the project has achieved greater cost efficient use of resources.</li> </ul> <p><b>NOTE:</b> The project design did not include an outcome on institutional development or project management. Therefore, the proposed indicators above are based on evaluation team's experience and not from project's result framework.</p>	
<b>Sustainability</b>	<ul style="list-style-type: none"> <li>How are the achieved results, especially the positive changes generated by the project in the lives of women and girls at the project goal level, going to be sustained after this project ends?</li> <li>How effective were the exit strategies, and approaches to phase out assistance provided by the project including contributing factors and constraints?</li> <li>Describe key factors that will require</li> </ul>	<ul style="list-style-type: none"> <li>The extent to which VAW management model is likely to be retained and used after the end of the project in the six market places.</li> <li>The extent in which capacity built or knowledge gained on the rights of women market traders is likely to be retained.</li> <li>The extent to which the paralegals, LCS, VAW market committees and other structures created by this project are likely to be sustainable after the end of the support.</li> <li>The extent to which the project's focus is integrated into the six markets' and two municipal councils' systems.</li> </ul>	

	attention in order to improve prospects of sustainability of project outcomes and the potential for replication of the approach?	<ul style="list-style-type: none"> <li>The evidence that the approaches, strategies and interventions of this project are replicable and scalable in other market places in Dar es Salaam and other regions of Tanzania.</li> </ul>
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#### Annex 4B: Results Monitoring Plan with actual baseline and end line data

A. Statement of Project Goal Outcomes and outputs	B. Indicators for measuring progress towards achieving the project goal outcomes and outputs	C. Data collection methods	D. Baseline Data per indicator	E. Timeline of baseline data collection for each indicator	F. End line Data	G. Timeline of end line data collection
<b>Project Goal:</b> Women traders in Ilala and Temeke Districts operate in a market environment where there is greater freedom from sexual, verbal and physical violence and have better support when violence does occur so that they may more fully exercise their economic rights.	1a: Percentage of women traders surveyed who report specific types of violence and harassment in the marketplace during the past year	*Reports of VAW from paralegals records *Reports of VAW from police records *Reports of VAW from market records *Baseline, midline and End line among market women (variety of data collection tools)	-68.55% reported VAW cases in February 2015.	-February 2015.	-90.0% reported VAW cases in March 2017.	-December 2017.
	1b. Number of cases of VAW reported to authorities (market/police)		-1,140 cases of VAW reported to authorities.	-December, 2016	-672 VAW cases reported.	-December 2017
	2. Percentage of women surveyed with experience of violence in the past year who report receiving high quality services	*Anonymous survey conducted among women market	2: 38.3% said services were of high quality (Midline survey)	March 2017	667% of females said that, the services were 'very good.'	December 2017.
	3: Perspectives of women traders about changes in levels of violence, respect, support when violence occurs and economic opportunities in the	*Focus-group with market women *Semi-structured interviews	Baseline data not available. But some of qualitative data showed unfriendly working environments in Ilala	February, 2015	92% of women traders said interventions have impacted on their freedom and enabled them to access other rights in terms of	December 2017.

	marketplace			and Temeke markets due to high level of VAW.		enjoying economic rights.	
<b>Outcome 1:</b> Market Traders (male and female) in 6 markets in Ilala and Temeke districts have improved attitudes and behaviors about female market traders' rights to live a life free of violence and VAW survivors have improved access to support	1: Percentage of male and female traders surveyed in 6 markets who are able to articulate women's rights relating to prevention and protection from violence.	*Baseline, midline and End line survey with market traders  * Market-based survey with male market traders		56.5% said that, they were aware of women's rights.	February 2015.	69.0% of market traders are aware of Anti-VAW messages	December 2017.
	2: Perception of male and female market traders on attitudes on VAW and its impact on women	*Focus groups with female and male stakeholders *In-depth semi-structured interviews * Observation from field-staff during monitoring		32.3% of market traders were aware of VAW and its impacts to women.	February, 2015.	83.0% of the market traders were aware of effects of VAW.	December, 2017.
	3: Percentage of women traders surveyed in 6 markets who can identify available services and support for survivors of VAW	*Baseline, midline and Endline survey with market women		68.6% of market traders were reporting VAW to different service providers.	February 2015.	74% of market traders indicated knowledge of presence of support services for survivors of VAW	December, 2017.
<b>Output 1.1.</b> Newly recruited groups of paralegal and Legal community supporters (LCS) have greater knowledge and skills needed to carry out VAW prevention and	1.Number and Percentage of paralegals and legal community support workers who pass the test on knowledge of VAW post-training	Post-training test		50 % of trained paralegals and LCS passed the knowledge test on VAW	March, 2017	85% of services providers have greater knowledge on handling GBV cases and they have passed the knowledge test	November, 2017
	2: Percentage of paralegals and legal community supporters surveyed who can correctly identify options for VAW survivors	Pre and post training test		55% of paralegals and LCS surveyed were able to identify options for VAW survivors	May, 2016	85 % of service providers are now aware of the available services and they link victims and survivors to appropriate	November, 2017

response work in the 6 markets.	3: Percentage of market traders using paralegals and legal community supporters	Records from the paralegals and legal support community workers	50% of VAW survivors are receiving quality services from paralegals and LCS.	May, 2016	70% of cases reported are handled by paralegals and LCS	December, 2017
	1: Percentage of market traders surveyed who are aware of anti-VAW slogans and messages	Survey of market traders (mid/end line)	32.26 % of market traders had knowledge on VAW	February, 2015	70 % of market traders are aware of ant VAW Slogan	December ,2017
<b>Output 1.2.</b> Market traders in 6 markets have improved awareness and have heard key messages related to VAW and female market traders' rights to live a life free of violence.	2: Percentage of traders surveyed who can name at least 3 of the key messages from the campaigns/materials in the past 6 months	Survey of market traders (mid/end line)	60 % of the market traders surveyed were able to identify at least three of the messages from the campaign.	May, 2016	70% of respondents surveyed were able to mention number of key messages relating to VAW.	December, 2017
	3: Percentage of people surveyed wearing the wrist band as a sign of support	Survey of market traders (mid/end line)	19% of market traders were found wearing wrist band	March, 2017	4% of market traders were found wearing the wrist band	December, 2017
<b>Output 1.3.</b> Media personal have increased awareness of VAW and female market traders' rights to live a life free of violence media outlets provide greater coverage	1: Number and type of media stories related to VAW in workplaces and market places over the last 6 months	Desk review of media coverage	20 media stories were published	December, 2015	28 Stories and articles were published in news papers and 20 local blogs	December, 2017
	2: Perspectives of media personal on the issues of VAW in the market place and female market traders' rights to live a life free of	* Focus groups media personnel * In-depth semi-structured interviews * Observation from field-	VAW seen as issue for public markets	December, 2015	Media personnel now take VAW matters seriously and provide coverage	December, 2017



of VAW.	violence	staff during press conference				
	<b>3:</b> Number of press conference held on the campaign to end VAW and Number of press releases/press packs distributed to media outlets	During meetings	2 press conference held	December, 2015	4 press conference held	December, 2017
<b>Outcome 2:</b> Authorities (market committees, paramilitary, and police and municipal leaders) connected with 6 markets in Ilala and Temeke districts have improved capacity and prevent respond to VAW.	1: Percentage of market or authorities adhering to new model guidelines in handling VAW.	*Review and analysis of legal and policies in markets * Key informant interviews	76.6% of markets did not have guidelines (guiding documents) to manage VAW cases	February, 2015	74% of market traders and authorities adhering to new model guideline	December 2017.
	2: Percentage (%) of VAW cases reported to authorities that are handled in accordance with new guidelines	* Records from market leadership of VAW cases *Records from paralegals of VAW cases	There was no model guideline of handling VAW in 2015.	February, 2015	85% of VAW cases are reported to authorities and are handled in accordance with new guidelines	December, 2017.
	3: Percentage of staff in authorities who report high support for new guidelines to protect against VAW and provide survivor services	*Surveys among authorities	There was no model guideline of handling VAW in February 2015.	February, 2015	All 6 markets have adopted the model guidelines and perpetrators are now penalized using the guidelines in place.	December, 2017
<b>Output 2.1.</b> Local authorities, municipal leaders, market leaders, paramilitary and	1: Perspectives on their role in addressing VAW and knowledge and skills relating to handling VAW cases	*Focus groups with authorities * In-depth semi-structured interviews * Observation from field-	They seen solely as responsibility of market committees, who rarely act on VAW cases	December, 2015	At least 15 market leaders were interviewed to share their perspective in addressing VAW. They believed that	December, 2017

police connected to the 6 markets have improved knowledge and skills related to handling VAW cases.		staff during capacity development sessions			traders have equal rights regardless of their gender and chance to carry out their businesses in a safe and conducive environment which guarantee their dignity as human beings.	
	2: Percentage of staff in the 6 authorities that attend capacity development session, who demonstrate adequate knowledge of how to handle VAW cases	2: Pre and post training test/survey	Even though some shows interest in assisting us we have not seen that much demonstrating efforts to do so (20 people)	December,2015	80 % of market officials have enough knowledge on handling VAW cases	December,2017
	3: Percentage of municipal officials and councilors who received training that report more sensitivity to women's rights and the right of female market traders to live a life free of violence	3: Pre and post training test/survey	Municipal officials were trained but not the Councilors yet. However the percentage is low as they do not show much interest in engaging on VAW initiatives. (5 people)	December,2015	Municipal officials are assisting women in the markets to secure their economic and social rights. They are doing monitoring in the markets and connecting women traders with financial and government institutions.	December,2017
<b>Output 2.2.</b> VAW guideline for markets is developed and adopted in the 6 markets to improve handling of VAW cases.	1.New guidelines reflecting best practice are developed with participation of local authorities actors	*Existence of the guidelines *Number and type of local authorities actors that participate in the workshop to review the guidelines.	Inconsistent rules and guides in market-places lead to poor handling of VAW cases	February,2015	New GBV guideline reflecting best practices were developed and adopted by all markets	December,2016

	2: Number of markets that adopt the model guidelines within their markets	*Market records *Observation from field staff *Focus group findings with market traders	0	December, 2015	All 6 markets have adopted the model guidelines and perpetrators are now penalized using the guidelines in place.	December, 2017
<b>Output 2.3.</b> Market officials and VAW survivors' supporters increase collection, analysis and sharing of information related to VAW cases in market places, the informal sector and public spaces.	1: Percentage of reported VAW cases properly tracked in market and paralegal records	Market and paralegal records	0	February ,2015	85% of VAW cases are tracked in markets by paralegal records and some are reported direct to other service providers.	December , 2017
	2: Percentage of VAW cases reported to market committee or paralegals	Market and paralegal records	50% of VAW cases are reported to market committees or paralegals	December 2016	85% of VAW cases are reported to market committee/paralegals	December, 2017
	3: Number of CBOs and NGOs aware of reports and statistics related to VAW in 6 markets	Survey of CBOs and NGOs	10 CBOs and NGOs	December, 2015	50 CBO and NGOs are aware of the reports and statistics related to VAW happening in market places	December, 2017

#### Annex 4C: Template for Beneficiary Data Sheet

Beneficiary group		The number of beneficiaries reached	
		At the project goal level	At the outcome level
Female domestic workers			
Female migrant workers			
Female political activists/human rights defenders			
Female sex workers			
Female refugees/internally displaced/asylum seekers			
Indigenous women /from ethnic groups			
Lesbian, bisexual, transgender			
Women and girls in general		3500	5440
Women/ girls with disabilities			
Women/ girls living with HIV and AIDS			
Women/ girls survivors of violence			
Women prisoners			
Others ( informal sector women )		2400	4500
<b>Primary Beneficiary Total</b>		<b>5900</b>	<b>10,940</b>
Civil society organizations (including NGOs)	Number of institutions reached		
	Number of individual reached		
Community - based Groups/members	Number of groups reached	75	50
	Number of individual reached	75	50
Educational professionals (i.e teachers, educators)			
Faith –based organizations	Number of Institution reached		
	Number of individual reached		
General public / community at large			2,800,000
Government officials (i.e decision makers, policy implementers		60	80
Health professionals			
Journalists / media			
Legal officers (i.e lawyers, prosecutors, judges)			
Men and /or boys		5000	6967
Parliamentarians			
Private sector employers			
Social /welfare workers			
Uniformed personnel ( i.e police ,military, peace – keeping officers		50	300
Others( specify)			
<b>Secondary Beneficiary Total</b>		<b>5185</b>	<b>2,807,397</b>



## **EQUALITY FOR GROWTH (EFG) LIMITED**

### **Terms of Reference (ToR)**

#### **End-of-the Project Evaluation**

#### **“Give Payment not Abuse”: Protecting Informal Women Traders in Dar es Salaam from Violence against Women**

##### **1. Organization Introduction**

Equality for Growth (EfG) is a national based organization with a vision to create vibrant and economically empowered women in the informal sector. EfG was established in 2008 to benefit women all over Tanzania to eradicate poverty and work to see a market place free from any forms of gender barriers and forms of exploitation. Currently EfG is implementing the Project known as **“Give Payment not Abuse”: Protecting Informal Women Traders in Dar es Salaam from Violence against Women** funded by UN Trust Fund. This project focuses on seeing women traders at Ilala and Temeke Districts operates in a market environment that is free from sexual, verbal, physical and political violence and are respected as human beings and exercise their economic rights to the fullest.

##### **1.1 Description of the Project**

Equality for Growth (EfG) secured funds from UN Trust Fund to implement the project titled **‘Give Payment not Abuse’ Protecting Informal Women Traders in Dar es Salaam from VAW**. Implementation of this project is ongoing in 6 markets of Dar es Salaam in Temeke and Ilala districts, and lasted for 3 years commencing from 1<sup>st</sup> January, 2015 to 31<sup>st</sup> December, 2017.

Currently the project has implemented its main activities up to 90 % which includes baseline survey on GBV and legal awareness in Ilala and Temeke, conducted introductory and consultative meeting with the municipalities and stakeholders to introduce and share the details of the projects and solicit for their support, recruited 39 legal community supporters (LCS) and trained 25 paralegal and Legal Community Supporters (LCS) on VAW, legal and

women's rights, identified 30 CBOs and NGOs on assisting paralegal when handling VAW around market places.

Also the project managed to produce and disseminate IEC materials such as booklets hard cards and T shirts, Field awareness raising on VAW by Paralegals and LCS, conducted annual launch for 16 Days of Activism, GBV awareness session conducted in Ilala and Temeke markets, hand band Campaign, media campaign on Ant VAW, press conference held, media market visits and reporting on market issues, capacity building sessions for law enforcers ,police, paramilitary, paralegals, LCS, municipal officials, market leaders and women association leaders,

The project managed to develop blue print ant VAW for market environment, hold technical workshop for review of ant VAW guideline, hold ant VAW guideline adoption session at market level, developed a tracking system model for VAW cases at market, produced ant VAW newsletters, conducted semiannual VAW Committee meetings, stakeholders model sharing meetings conducted, designed and printed M& E Forms and market monitoring visits. The remaining activities are semiannual VAW Committee meeting, stakeholder's model sharing meeting, 16 days of activism, final external project evaluation and end line survey.

The project addressed four types of violence namely violence in the community, sexual harassment and violence in public spaces, violence in work place and violence in public spaces.

The objectives of the project is to increase traders' awareness and knowledge on VAW and its impact on women in the market place, influencing markets to adopt a model market guideline for handling and tracking VAW in market places in Tanzania, enhancing collaboration between law enforcers, market committees, municipal leaders and officials and traders to effectively address VAW happening in the markets and document and share the model's approach to local government's municipals and councils, civil society organizations and media for scale up and replication. The project will change individual attitudes and behaviors toward Violence against Women, ensure survivors access justice and support the development of local laws and budgets to address Violence against Women.

The major Primary beneficiaries of the project are the market women traders in Dar es Salaam, specifically in Temeke and Ilala in six markets of Mchikichini, Gezaulole, Ferry, Tabata Muslim, and Kisutu for Ilala Municipality and Temeke Stereo for Temeke Municipality.



The secondary beneficiaries of this project include male and boys market traders, media, paralegals, paramilitary, police gender-desk, market councilors and government officials.

## **1.2 Strategy and Theory of Change of the Project**

The awareness campaign was used as a result of successes noted during the implementation of the project. A team of LCS, Paralegals and women, from women's market associations assisted in mobilizing women in implementing and coordinating market-based campaign activities, educate market groups on VAW, and inform market women of their rights. Awareness raising activities and provided both one-on-one, by Legal Community Supporters (LCS) and paralegals. Market Traders are able to support a no-tolerance attitude for VAW in the market through community and outreach and vocally condemning and reporting cases of VAW.

The ant-VAW campaign helped to change individual knowledge and behaviors among market traders around VAW, its impact and women's right to a safe working environment. The campaign used dialogue sessions, drama and plays to communicate strategies to show the negative impact of allowing VAW in the markets.

The primary prevention was provided through improved services delivery, this includes improving women's access to justice through the provision of legal aid by paralegal and LCS services in and around the markets. As women traders increased their awareness of laws governing VAW, survivors of VAW were more likely to seek access to justice. The number of women reporting incidences has increased from 40% as reported by end of year 2015 to current 90%. According to the Crime and Traffic report released in June 2016 by the National Bureau of Statistics (NBS), a total of 23,012 gender violence cases were reported last year compared to 21,517 in 2014. The report shows that the major cities of Dar es Salaam and Arusha had the highest number of cases of violence. In Dar es Salaam, at least 6,026 cases (3,547 in Temeke and Kinondoni 2,479 districts) were reported. Arusha had 2,129 cases reported. This was an almost seven per cent increase. GBV is no more perceived as a normal way of life nor tolerated by all means.

The project also improved service delivery by improving understands and linkages between paralegals, police, paramilitary and market committees. This linkage helped to create community-based protection systems which will beer support VAW survivors. Market leaders have become more cooperative and proactive with LCS and Paralegals in making sure that VAW survivors are receiving services on time. There is now improved linkage between/amongst EfG, market leaders, paralegals, LCS and Police in preventing VAW

incidences and in assisting VAW survivors to access justice. Furthermore, in all six markets, market officials are continuing to involve paralegals and LCS in mediation and resolving of VAW cases.

Building the capacity among law enforcement, market leaders, paramilitary and legal providers to provide improved services and to better coordinate their activities is another way used to build linkages. The semi-annual VAW Committee meetings held to promote linkages between identified actors discuss VAW intervention progress and areas for improvement by each actor. The linkages also helped to build a good relationship between law enforcers and women traders in markets. During market VAW awareness sessions, campaigns police, paramilitary and market committee members were invited to actively participate and influence market traders to adhere to rules to protect women's rights.

Another strategy used by the project was to enhance the capacity of local government officials and decisions makers through the development of model market guidelines. The model is used at the market committee level to improve VAW handling. The model will further be shared to local councilors as a tool to open up discussion at local municipal level on the handling of VAW. The project also improved data collection on instances and tracking VAW cases, through a simple book which are used by market Committees, paralegals and LCS to record VAW cases. Media also, by providing coverage on VAW, helped to bring public awareness of the issue of VAW in market places. The Project Overall goal is to see women traders at Ilala and Temeke Districts operates in a market environment where there is greater freedom from sexual, verbal, physical and political violence and have better protection and support when violence does occur so that they may more fully exercise their economic rights.

**Outcome 1:** Market Traders (male and female) in 6 markets in Ilala and Temeke districts have improved attitudes and behaviors about female market traders' rights to live free of violence and VAW survivors have improved access to support.

**Output 1.1** Newly recruited groups of Paralegals and Legal Community Supporters (LCS) have greater knowledge and skills needed to carry out VAW prevention and response work in the six markets.

Main Activities are conducting introductory and consultative meeting with the municipalities and stakeholders to introduce and share the details of the projects and solicit for their support, recruiting of legal community supporters (LCS), and training of paralegal and LCS on VAW, legal and women's rights. Finally is the activity to identify CBOs and NGOs on assisting paralegal when handling VAW around market places.

**Output 1.2 Market traders in 6 markets have improved and have heard key messages related to VAW and female market traders' rights to live a life free of violence.**

Main Activities are production and dissemination of I EC materials such as booklets, hard cards and T-shirts. Launching of VAW campaign was done during the 16 Days of Activism against Gender Based Violence. Other VAW awareness campaigns were done at market level through the use of theatre performance, dissemination of information and public dialogue. Paralegal and LCS were organized and hold VAW awareness sessions at market level to ensure knowledge is disseminated to the wider community. Men and women were mobilized to report VAW cases and spearhead reforms. Hand bands were made carrying anti VAW messages and disseminated to market traders.

**Output 1.3 Media personal have increased awareness of VAW and female market traders' rights to live a life free of violence media outlets provide greater coverage of VAW.**

Main Activities The use of media both print and electronic to educate and empower communities, holding of press conferences and organizing media markets field visits were done to disseminate VAW knowledge to wider community, demand for policy reforms and increase media reportage on VAW happening in the markets. Media was used extensively to mobilize other municipalities in the country, policy makers and the public in general. TV and radio spots were produced and aired carrying messages on ending VAW.

**Outcome 2:** Authorities (market committees, paramilitary, police and municipal leaders) connected with 6 markets in Ilala and Temeke districts have improved capacity to prevent and respond to VAW.

**Output 2.1** local authorities, municipal leaders, market leaders, paramilitary and police connected to the 6 markets have improved knowledge and skills related to handling VAW cases.

Main Activities include three separate trainings that are focused to build the capacity of law enforcers, municipal officials and leaders, market committees and women associations on how to effectively handle VAW cases. Sessions were done separately to address concerns and responsibility for each category in ending VAW.

**Output 2.2** VAW guideline for markets is developed and adopted in the 6 markets to improve handling of VAW cases.

Main Activities relates to development of blue print anti - VAW (guideline) for markets which were reviewed by municipal officials including market committees before each market is consulted for adoption. A technical workshop was done to review the guideline followed by an adoption sessions which was conducted at market level to facilitate market committees to develop consensus for adoption and application of the guideline.

**Output 2.3** The market officials and VAW survivor's supporters increased collection, analysis and sharing of information related to VAW cases in market place, informal sector and public space.

Main Activities are develop tools for tracking VAW cases at markets, conduct semiannual VAW Committee meetings, conduct stakeholders model sharing meeting and produce newsletter on the project updates twice annually. VAW tracking system from market level involved collection of information on VAW cases happening/attended by committees, paralegals, LCS and women associations including those referred to police gender desks. Simple and easy to use M&E forms were designed and used by market committees and other relevant stakeholders.

### **1.3 The Geographical Context**

The project was implemented in six markets of Mchikichini, Gezaulole, Ferry, Tabata Muslim, and Kisutu for Ilala Municipality and Temeke Stereo for Temeke Municipality in Dar es Salaam region, Tanzania.

### **1.4 Total Resources Used by the Project**

The project is expected to have consumed an overall-total budget of USD 350,440.00 by 31 December 2017.

### **1.5 Key Partners involved in the Project**

The Key Implementing Partners were: Ilala and Temeke Regional Police office, Police Gender desk at police posts and stations, Women's Association, Community – Based

Organizations, Non- Government Organizations (NGOs), Local Government: Ilala and Temeke Municipalities and Media.

## **2. Purpose of the evaluation**

The purpose of the end of project evaluation is to assess the relevance ,effectiveness, performance, efficiency, relevance and sustainability of objectives and process towards achievement of results (impact) of the project titled **“Give Payment not Abuse”: Protecting Informal Women Traders in Dar es Salaam from Violence against Women.**

### **2.1 Why the Evaluation need to be done**

This is a mandatory final project evaluation required by the UN Trust Fund to End Violence against Women.

### **2.2 How the evaluation results will be used**

The evaluation should provide information that is credible and useful; enabling the incorporation of lessons learned that will inform the development of the next project. In addition to this survey, a stakeholders meeting will be convened to share the model and develop a framework to support municipalities that will be ready to replicate the models. Participants will be drawn from selected councils and municipalities from 9 regions which are part of EfG focus areas for the period beginning 2014-2018. This will also allow for project transition and solicitation of additional funding. Success stories will be produced in documentary, newsletters and website.

## **3. Evaluation objectives and scope**

The overall objectives of the evaluation are to:

- a) To evaluate the entire project in terms of effectiveness, relevance, efficiency, sustainability and impact, with a strong focus on assessing the results at the outcome and project goals;
- b) To generate key lessons and identify promising practices for learning;

### **3.1 Scope of Evaluation**

The evaluation needs to cover the implementation period of three years from January 2015 to December, 2017 in six markets of Mchikichini, Gezaule, Ferry, Tabata Muslim, Kisutu for Ilala Municipality and Temeke Stereo for Temeke Municipality in Dar es Salaam region, Tanzania.

The targeted group which should be covered is market women traders in Dar es Salaam, specifically in Temeke and Ilala. The secondary beneficiaries of this project include male and boys market traders, media, paralegals, paramilitary, police gender-desk, market councilors and municipal officials.

#### **4. Evaluation Questions**

The following key questions will guide the end of project evaluation:

**i) Effectiveness** - Describe the management processes and their appropriateness in supporting delivery

- To what extent were the intended project goal, outcomes and outputs achieved and how?
- To what extent did the project reach the targeted beneficiaries at the project goal and outcome levels? How many beneficiaries have been reached?
- To what extent has this project generated positive changes in the lives of targeted (and untargeted) women and girls in relation to the specific forms of violence addressed by this project? Why? What are the key changes in the lives of those women and/or girls? Please describe those changes.
- What internal and external factors contributed to the achievement and/or failure of the intended project goal, outcomes and outputs? How?

**ii) Policy level**

- To what extent was the project successful in advocating for new GBV Guideline legal or policy change? If it was not successful, explain why.
- In case the project was successful in setting up new policies/guideline and/or laws, is the legal or policy change likely to be institutionalized and sustained? If it was not successful, explain why.

**iii) Relevance** - Assess design and focus of the project

- To what extent was the project strategy and activities implemented relevant in responding to the needs of women and girls?
- To what extent do achieved results (project goal, outcomes and outputs) continue to be relevant to the needs of women and girls?
- To what extent were the results (impacts, outcomes and outputs) achieved?



- Were the inputs and strategies identified, and were they realistic, appropriate and adequate to achieve the results? - Was the project relevant to the identified needs?

#### **iv) Efficiency of Project Implementation**

- How efficiently and timely has this project been implemented and managed in accordance with the Project Document?
- How efficient were the management and accountability structures of the project?
- How did the project financial management processes and procedures affect project implementation? - What are the strengths, weaknesses, opportunities and threats of the project's implementation process?

#### **v) Sustainability**

- How are the achieved results, especially the positive changes generated by the project in the lives of women and girls at the project goal level, going to be sustained after this project ends?
- How effective were the exit strategies, and approaches to phase out assistance provided by the project including contributing factors and constraints?
- Describe key factors that will require attention in order to improve prospects of sustainability of Project outcomes and the potential for replication of the approach?

#### **vi) Impact**

What are the unintended consequences (positive and negative) resulted from the project? Knowledge Generation

#### **vii) Knowledge Generation**

- What are the key lessons learned that can be shared with other practitioners on Ending Violence against Women and Girls?
- Are there any promising practices? If yes, what are they and how can these promising practices be replicated in other projects and/or in other regions/countries that have similar interventions?

### **5. Evaluation Methodology**

The EfG Executive Director shall guide and oversee the overall direction of the consultancy. The evaluation will provide quantitative and qualitative data through the following methods: (Some details may change upon further discussion with the selected Evaluator).

- Desk study and review of all relevant project documentation including project documents, annual work-plans, project progress reports , annual project, National Plan of Action to end Violence Against Women and Children in Tanzania 2017/18 – 2021/22, Women and Gender Development Policy 2000.
- In depth interviews to gather primary data from key stakeholders using a structured methodology
- Focus Group discussion with project beneficiaries and other stakeholders.
- Interviews with relevant key informants (see attached list of relevant institutions)
- Observations (field visits using checklist)

## **5. Evaluation Ethics**

The evaluation must be conducted in accordance with the principles outlined in the UN Evaluation Group (UNEG) ‘Ethical Guidelines for Evaluation. <http://www.unevaluation.org/ethicalguidelines>.

It is imperative for the evaluator(s) to:

- Guarantee the safety of respondents and the research team.
- Apply protocols to ensure anonymity and confidentiality of respondents.
- Select and train the research team on ethical issues.
- Provide referrals to local services and sources of support for women that might ask for them.
- Ensure compliance with legal codes governing areas such as provisions to collect and report data, particularly permissions needed to interview or obtain information about children and youth.
- Store securely the collected information.

The evaluator(s) must consult with the relevant documents as relevant prior to development and finalization of data collection methods and instruments. The key documents include (but not limited to) the following:

- World Health Organization (2003). Putting Women First: Ethical and Safety Recommendations for Research on Domestic Violence Against Women.  
[www.who.int/gender/documents/violence/who\\_fch\\_gwh\\_01.1/en/index.html](http://www.who.int/gender/documents/violence/who_fch_gwh_01.1/en/index.html)
- Jewkes, R., E. Dartnall and Y. Sikweyiya (2012). Ethical and Safety Recommendations for Research on the Perpetration of Sexual Violence. Sexual Violence Research Initiative. Pretoria, South Africa, Medical Research Council. Available from [www.svri.org/EthicalRecommendations.pdf](http://www.svri.org/EthicalRecommendations.pdf)
- Researching violence against women: A practical guide for researchers and activists November 2005  
[http://www.path.org/publications/files/GBV\\_rvaw\\_complete.pdf](http://www.path.org/publications/files/GBV_rvaw_complete.pdf)
- World Health Organization (WHO), 'Ethical and safety recommendations for researching documenting and monitoring sexual violence in emergencies' 2007,  
[http://www.who.int/gender/documents/OMS\\_Ethics&Safety10Aug07.pdf](http://www.who.int/gender/documents/OMS_Ethics&Safety10Aug07.pdf)

## **6. Key Deliverables of evaluators and timeframe:**

The following deliverables are expected:

1. An inception report should be submitted on 05<sup>th</sup> December, 2017, outlining the key scope of the work and intended work plan of the analysis, and evaluation questions, shall be submitted after 5 working days of commencing the consultancy. The evaluators will prepare an inception report which will outline the scope of work, intended work plan and analysis. The inception report will provide EfG and key stakeholders the opportunity to verify that they share the same understanding about the evaluation objectives. The inception report should detail the evaluators' understanding of what is being evaluated and why, showing how each evaluation question will be answered by way of: proposed methods, proposed sources of data and data collection procedures. The inception report should include a proposed schedule of tasks, activities and deliverables, designating a team member with the lead responsibility for each task or product. The structure must be in line with the suggested structure of the annex of TOR. The inception report will be discussed and agreed upon with all stakeholders.

2. A draft comprehensive report that will inform all the key stakeholders including: Women and girls, market traders, community based groups, government ie Municipal officials, councilors, ward executive officers, Ministry of Constitution and Legal Affairs, National Gender Machinery, officials; men market traders, peace keeping officers - police and paramilitary. The report will be produced in English language and submitted to EfG on 15<sup>th</sup> January, 2018. The report should provide options for strategy and policy as well as recommendations and follow the prescribed structure as per Appendix (insert appendix number as applies) Equality for Growth will provide comments within 10 working days after the reception of the Draft Report. The programme unit and key stakeholders in the evaluation should review the draft evaluation report to ensure that the evaluation meets the required quality criteria.
  3. The Final Report: This will be submitted on 05<sup>th</sup> February, 2018 after receiving comments from the Advisory Group. The final report shall be written in Word for Windows and a CD Rom shall be submitted together in two copies in a way that directly enables publication without editing. The CD may also contain other related documents. The content and structure of the final analytical report with findings, recommendations and lessons learnt covering the scope of the evaluation should meet the requirements of the EfG and should follow the prescribed structure as per Appendix (insert appendix number as applies)
15. Annexes (mandatory) the following annexes must be submitted to the UN Trust Fund with the final report.
- 1) Final Version of Terms of Reference (TOR) of the evaluation
  - 2) Evaluation Matrix [see Annex 4A for the template] please provide indicators, data source and data collection methods per evaluation question.
  - 3) Final version of Results Monitoring Plan [see Annex 4B for the template] please provide actual baseline data and end line data per indicator of project goal, outcome and output
  - 4) Beneficiary Data Sheet [see Annex 4C for the template] please provides the total number of beneficiaries reached at the project goal and outcome levels.
  - 5) Additional methodology-related documentation, such as data collection instruments including questionnaires, interview guide(s), and observation protocols, etc.

- 6) Lists of persons and institutions interviewed or consulted and sites visited [As appropriate, specification of the names of individuals interviewed should be limited to ensure confidentiality in the report but rather providing the names of institutions or organizations that they represent.]
- 7) List of supporting documents reviewed
- 8) CVs of evaluator(s) who conducted the evaluation

## **7. Evaluation Team Composition and Roles and Responsibilities**

The Evaluation Team will be consisting of national consultant/International.

Senior evaluator will be responsible for undertaking the evaluation from start to finish and for managing the evaluation team under the supervision of evaluation task manager from the grantee organization, for the data collection and analysis, as well as report drafting and finalization in English.

## **8. Required expertise and qualification**

The Evaluator shall have the following expertise and qualification:

- Evaluation experience at least 5 years in conducting external evaluations, with mixed-methods evaluation skills and having flexibility in using non-traditional and innovative evaluation methods.
- Expertise in gender and human-rights based approaches to evaluation and issues of violence against women and girls
- Specific evaluation experiences in the areas of ending violence against women and girls
- Experience in collecting and analyzing quantitative and qualitative data
- In-depth knowledge of gender equality and women's empowerment
- A strong commitment to delivering timely and high-quality results, i.e. credible evaluation and its report that can be used
- A strong team leadership and management track record, as well as interpersonal and communication skills to help ensure that the evaluation is understood and used.
- Good communication skills and ability to communicate with various stakeholders and to express concisely and clearly ideas and concepts
- Regional/Country experience and knowledge: in-depth knowledge of Tanzania is required.

- Language proficiency: fluency in English is mandatory; good command in Kiswahili is desirable.
- At least masters degree in Gender and Development Studies, Public Policy, International Development, Development Economics/Planning, and Economics, International Relations / Diplomacy or any other relevant university degree.
- Extensive expertise, knowledge in gender and human-rights based approaches to evaluation and issues of violence against women and girls
- At least 5 years of experience in working with international organizations and donors.
- Extensive experience in the areas of ending violence against women and girls, collecting and analyzing quantitative and qualitative data, In-depth knowledge of gender equality and women's empowerment, strong commitment to delivering timely and high-quality results and strong team leadership and management track record, as well as interpersonal and communication skills to help ensure that the evaluation is understood and used.
- Regional/Country experience and knowledge: in-depth knowledge of country is required. Language proficiency: fluency in English and Kiswahili.

## 9. Management Arrangement of the evaluation

<b>Name of Group</b>	<b>Role and responsibilities</b>	<b>Actual name of staff responsible</b>
<b>Evaluation Team</b>	External evaluators/consultants to conduct an external evaluation based on the contractual agreement and the Terms of Reference, and under the day-to-day supervision of the Evaluation Task Manager	External evaluators
<b>Evaluation Task Manager</b>	Someone from the grantee organization, such as project manager and/or M&E officer to manage the entire evaluation process under the overall guidance of the senior management, to: <ul style="list-style-type: none"> <li>• lead the development and finalization of the evaluation TOR in consultation with key stakeholders and the senior management;</li> <li>• manage the recruitment of the external evaluators;</li> <li>• lead the collection of the key documents and data to be share with the evaluators at the beginning of the inception stage;</li> <li>• liaise and coordinate with the evaluation team, the reference group, the commissioning organization</li> </ul>	Jane Magigita, Susan Sitta and Shaaban Rulimbiye



	<p>and the advisory group throughout the process to ensure effective communication and collaboration;</p> <ul style="list-style-type: none"> <li>• provide administrative and substantive technical support to the evaluation team and work closely with the evaluation team throughout the evaluation;</li> <li>• lead the dissemination of the report and follow-up activities after finalization of the report</li> </ul>	
<b>Commissioning Organization</b>	<p>Senior management of the organization who commissions the evaluation (grantee) – responsible for:</p> <ol style="list-style-type: none"> <li>1) allocating adequate human and financial resources for the evaluation;</li> <li>2) guiding the evaluation manager;</li> <li>3) preparing responses to the recommendations generated by the evaluation</li> </ol>	Jane Magigita
<b>Reference Group</b>	<p>Include primary and secondary beneficiaries, partners and stakeholders of the project who provide necessary information to the evaluation team and to reviews the draft report for quality assurance</p>	Beneficiary groups and stakeholders who need to be in Reference Group.
<b>Advisory Group</b>	<p>Must include a focal point from the UN Women Regional Office and the UN Trust Fund Portfolio Manager to review and comment on the draft TOR and the draft report for quality assurance and provide technical support if needed.</p>	Lucy Tesha, Jane Magigita and UNTF Portfolio Manager

## 10. Time line of the Evaluation

The evaluation is expected to start on **06<sup>th</sup> December, 2017** for an estimated duration of 37 working days. This will include desk reviews, field work - interviews, data collection and analysis and report writing. The final evaluation report must be delivered by **05<sup>th</sup> February, 2018** as shown in the table below;

	<b>Deliverables</b>	<b>Description of Expected Deliverables</b>	<b>Timeline of each deliverable</b>
1.	<p><b>Evaluation inception Report</b></p> <p>(The Report should be written in English Language)</p>	<p>The inception report provides the grantee organization and the evaluators with an opportunity to verify that they share the same understanding about the evaluation and clarify any misunderstanding at the outset.</p> <p>An inception report must be prepared by the evaluators before going into the technical mission and full data collection stage. It must detail the evaluators' understanding of what is being evaluated and why, showing how each evaluation question will be answered by way of: proposed methods, proposed sources of data and data collection/analysis procedures.</p>	05/12/2017

		<p>The inception report must include a proposed schedule of tasks, activities and deliverables, designating a team member with the lead responsibility for each task or product.</p> <p>The structure must be in line with the suggested structure of the annex of TOR.</p>	
2.	<p><b>Draft Evaluation Report</b></p> <p>(The Report should be written in English Language)</p>	<p>Evaluators must submit draft report for review and comments by all parties involved. The report needs to meet the minimum requirements specified in the annex of TOR.</p> <p>The grantee and key stakeholders in the evaluation must review the draft evaluation report to ensure that the evaluation meets the required quality criteria.</p>	15/01/2018
3.	<p><b>Final Report</b></p> <p>(The Report should be written in English Language)</p>	<p>Relevant comments from key stakeholders must be well integrated in the final version, and the final report must meet the minimum requirements specified in the annex of</p> <p>The final report must be disseminated widely to the relevant stakeholders and the general public.</p>	05/02/2018

## 11. Compensation

The assignment will commence immediately on signing of this contract, the completion date for all deliverables is 05<sup>th</sup> February, 2018. Equality for Growth shall pay total consultancy fee amounting to Tshs **15,500,000/=** (TZS). The consultant shall be responsible for individual tax compliance based on Tanzania Income Tax regulations, however, EfG will retain 5% withholding tax (TZS **775,000,000 -**) for remittance to Tanzania Revenue Authority (TRA) as prescribed by law (A TRA tax receipt shall be issued ).

The consultancy fee will be paid in three installments as follows:

- i. First installment (**20%**) amounting to TZS **3,100,000/-** payable immediately on signing of the contract by both parties.
- ii. Second installment (**35%**) amounting to TZS **5,425,000, /-** payable on delivery of the Draft evaluation report.
- iii. Third installment (**40%**) amounting to TZS **6,200,000/-** payable on delivery of the Final evaluation report.
- iv. Remittance of tax withheld TZS **775,000/-** (5% of total fee) processed together with the third installment.

## **12. Annexes**

### **1. Key stakeholders and partners to be consulted**

- A list of key stakeholders and other individuals who should be consulted, together with an indication of their affiliation and relevance for the evaluation and their contact information.
- This annex can also suggest sites to be visited.

### **2) Documents to be consulted**

A list of important documents, data set and web pages that the evaluators should read and understand at the outset of the evaluation and before finalizing the evaluation design and the inception report. This should be limited to the critical information that the evaluation team needs. Data sources and documents may include

- Relevant national strategy documents.
- Strategic and other planning documents (e.g. project documents).
- Baseline data of the project (i.e. Results Monitoring Plan, GBV National Statistics and Baseline Report).
- Monitoring plans, indicators and summary of monitoring data.
- Progress and annual reports of the project.
- Reports from previous evaluations of the project and/or the organization, if any.

3) Required structure for the inception report (see attached sample) 4) Required structure for the evaluation report (see attached sample)

Please make sure you include as Appendix the required structures for both the Inception and Final Evaluation report

## **Appendixes**

### **1. Structure of Inception Report**

- 6) Background and Context of Project
- 7) Description of Project
- 8) Purpose of Evaluation

9) Evaluation Objectives and Scope

10) **Final version of Evaluation Questions with evaluation criteria**

11) **Description of evaluation team, including the brief description of role and responsibilities of each team member**

12) **Evaluation Design and Methodology**

a. Description of overall evaluation design [please specify the evaluation is designed from: 1) post-test only without comparison group; 2) pre-test and post-test without comparison group; 3) pre-test and post-test with comparison group; or 4) randomized control trial.]

b. Data sources (accesses to information and to documents)

c. Description of data collection methods and analysis (including level of precision required for quantitative methods, value scales or coding used for qualitative analysis; level of participation of stakeholders through evaluation process)

d. Description of sampling (area and population to be represented, rationale for selection, mechanics of selection, limitations to sample); reference indicators and benchmarks, where relevant (previous indicators, national statistics, human rights treaties, gender statistics, etc.)

e. Limitations of the evaluation methodology proposed

13) Ethical considerations: a) Safety and security (of participants and evaluation team); and

b) Content strategy and follow up

14) Work plan with the specific timeline and deliverables by evaluation team (up to the submission of finalized report)

15) Annexes

a. Evaluation Matrix [see Annex 4A for the template]

b. Data collection Instruments (e.g.: survey questionnaires, interview and focus group guides, observation checklists, etc.)

c. List of documents consulted so far and those that will be consulted

d. List of stakeholders/partners to be consulted (interview, focus group, etc. )

e. Draft outline of final report (in accordance with the requirements of UN Trust Fund)

## **2. structure for the evaluation report**

### **1. Title and cover page**

- Name of the project
- Locations of the evaluation conducted (country, region)
- Period of the project covered by the evaluation (month/year – month/year)
- Date of the final evaluation report (month/year)

- Name and organization of the evaluators
- Name of the organization(s) that commissioned the evaluation
- Logo of the grantee and of the UN Trust Fund

## **1. Table of Content**

## **2. List of acronyms and abbreviations**

## **3. Executive summary**

[A standalone synopsis of the substantive elements of the evaluation report that provides a reader with a clear understanding of what was found and recommended and what has been learnt from the evaluation. It includes:

- Brief description of the context and the project being evaluated;
- Purpose and objectives of evaluation;
- Intended audience;
- Short description of methodology, including rationale for choice of methodology, data sources used, data collection & analysis methods used, and major limitations;
- Most important findings with concrete evidence and conclusions; and
- Key recommendations.

## **4. Context of the project**

- Description of critical social, economic, political, geographic and demographic factors within which the project operated.
- An explanation of how social, political, demographic and/or institutional context contributes to the utility and accuracy of the evaluation.

## **5. Description of the project**

(The project being evaluated needs to be clearly described. Project information includes:)

- Project duration, project start date and end date
- Description of the specific forms of violence addressed by the project
- Main objectives of the project
- Importance, scope and scale of the project, including geographic coverage
- Strategy and theory of change (or results chain) of the project with the brief description of project goal, outcomes, outputs and key project activities
- Key assumptions of the project

- Description of targeted primary and secondary beneficiaries as well as key implementing partners and stakeholders
- Budget and expenditure of the project

#### 6. Purpose of the evaluation

- Why the evaluation is being done
- How the results of the evaluation will be used
- What decisions will be taken after the evaluation is completed
- The context of the evaluation is described to provide an understanding of the setting in

which the evaluation took place

#### 7. Evaluation objectives and scope

- A clear explanation of the objectives and scope of the evaluation.
- Key challenges and limits of the evaluation are acknowledged and described.

#### 8. Evaluation Team

- Brief description of evaluation team
- Brief description of each member's roles and responsibilities in the evaluation
- Brief description of work plan of evaluation team with the specific timeline and
- deliverables

#### 9. Evaluation Questions

- The original evaluation questions from the evaluation TOR are listed and explained, as well as those that were added during the evaluation (if any).
- A brief explanation of the evaluation criteria used (e.g. relevance, efficiency, effectiveness, sustainability and impact) is provided.

#### 10. Evaluation Methodology

Sub-sections	Inputs by the evaluator(s)
Description of evaluation design	[Please specify if the evaluation was conducted by one of the following designs: 1) post-test5 only without comparison group; 2)



	pre-test and post-test without comparison group; 3) pre-test and post-test with comparison group; or 4) randomized control trial.]
<b>Data sources</b>	
<b>Description of data collection methods and analysis</b> (including level of precision required for quantitative methods, value scales or coding used for qualitative analysis; level of participation of stakeholders through evaluation process, etc.)	[Please refer to the evaluation matrix (template Annex 4A
<b>Description of sampling</b> <ul style="list-style-type: none"> <li>• Area and population to be represented</li> <li>• Rationale for selection</li> <li>• Mechanics of selection limitations to sample</li> </ul> <b>Reference indicators and benchmarks/baseline, where relevant (previous indicators, national statistics, human rights treaties, gender statistics, etc.</b>	
<b>Description of ethical considerations in the evaluation</b> <ol style="list-style-type: none"> <li>1. Actions taken to ensure the safety of respondents and research team</li> <li>2. Referral to local services or sources of support</li> <li>3. Confidentiality and anonymity protocols</li> <li>4. Protocols for research on children, if required.</li> </ol>	
<b>Limitations of the evaluation methodology used</b>	

## 11. Findings and Analysis per Evaluation Question

[The template below must be used per evaluation question in order to provide direct answer to the question, key findings and analysis, and quantitative and qualitative evidence per evaluation question. Evaluators may add additional paragraphs/sub-sections in narrative format to describe overall findings and analysis if they wish.]

<b>Evaluation Criteria</b>	Effectiveness
<b>Evaluation Question 1</b>	To what extent were the intended project goal, outcomes and outputs achieved and

	how?
<b>Response to the evaluation question with analysis of key findings by the evaluation team</b> <b>Quantitative and/or qualitative evidence gathered by the evaluation team to support the response and analysis above</b>	
<b>Conclusion</b>	
<b>Others</b>	

<b>Evaluation Criteria</b>	<b>Effectiveness</b>
<b>Evaluation Question 2</b>	<ul style="list-style-type: none"> <li>To what extent did the project reach the targeted beneficiaries at the project goal and outcome levels?</li> <li>How many beneficiaries have been reached?</li> </ul>
<b>Response to the evaluation question with analysis of key findings by the evaluation team</b>	
<b>Quantitative and/or qualitative evidence gathered by the evaluation team to support the response and analysis above</b>	
<b>Conclusions</b>	
<b>Other</b>	*For this specific question on beneficiaries, please complete the Beneficiary Data Sheet in Annex 4C

\*Please repeat the same template per evaluation question

#### Instruction for Findings and Analysis

- Findings cover all of the evaluation objectives and the key evaluation questions agreed in the evaluation TOR and during the inception stage (inception report).
- Outputs, outcomes and goal of the project are evaluated to the extent possible (or an appropriate rationale given as to why not).
- Outcomes and goal include any unintended effects, whether beneficial or harmful.
- The report makes a logical distinction in the findings, showing the progression from implementation of the activities to the results (outputs, outcomes and project goal) with an appropriate measurement and analysis of the results chain, or a rationale as to why an analysis of results was not provided.
- Findings regarding inputs for the completion of activities or process achievements are distinguished clearly from the results of the projects (i.e. outputs, outcomes and project goal).

- Results attributed to the success/failure of the project are related back to the contributions of different stakeholders.
- Reasons for accomplishments and difficulties of the project, especially constraining and enabling factors, are identified and analyzed to the extent possible.
- Based on the findings, the evaluation report includes an analysis of the underlying causes, constraints, strengths on which to build on, and opportunities.
- An understanding of which external factors contributed to the success or failure of the project helps determine how such factors will affect the future initiatives, or whether it could be replicated elsewhere.

For evaluation questions related to lessons learned and promising practices

- Lessons and promising practices that contributes to general knowledge in the context of Ending Violence against Women, including innovative and catalytic methodologies/approaches.
- The analysis presents how lessons and promising practices can be applied to different contexts and/or different actors, and takes into account evidential limitations such as generalizing from single point observations.
- They are well supported by the findings and conclusions of the evaluation and are not a repetition of common knowledge.

## 12. Conclusions

[The template below must be used to provide conclusions organized per evaluation criteria, in addition to those for overall. Evaluators may add additional paragraphs/sub-sections in narrative format if they wish.

Evaluation Criteria	Conclusions
Overall	
Effectiveness	
Relevance	
Efficiency	
Sustainability	
Impact	
Knowledge Generation	
Others(if any)	

Instruction

- The logic behind the conclusions and the correlation to actual findings are clear.
- Simple conclusions that are already well known are avoided.
- Substantiated by findings consistent with the methodology and the data collected.
- Represent insights into identification and/or solutions of important problems or issues.
- Focus on issues of significance to the project being evaluated, determined by the evaluation objectives and the key evaluation questions.

### 13. Key recommendations

[The template below must be used to provide recommendations per evaluation criteria. Evaluators may add additional paragraphs/sub-sections in narrative format if they wish.]

Evaluation Criteria	Recommendations	Relevant Stakeholders (Recommendation made to whom)	Suggested timeline
Overall			
Effectiveness			
Relevance			
Efficiency			
Sustainability			
Impact			
Knowledge Generation			
Others			

#### Instruction

- Realistic and action-oriented, with clear responsibilities and timeframe for implementation if possible.
- Firmly based on analysis and conclusions.

- Relevant to the purpose and the objectives of the evaluation.
- Formulated in a clear and concise manner.

### 13. How to apply

Interested Consulting firms are expected to submit a detailed expression of interest (technical and financial proposal) explaining how you're going to conduct the End of project evaluation to [magigitaj@yahoo.com](mailto:magigitaj@yahoo.com) and cc s\_\_inuka@yahoo.com before November 14, 2017

### LIST OF DOCUMENTS REFERRED

- EfG, Annual Report of 2015.
- EfG, Annual Report of 2016.
- EfG, Baseline Survey on Violence against Women in Ilala and Temeke Districts, April 2015.
- EfG, End Line Survey Report for the Project Titled 'Give Payment Not Abuse': Protecting Informal Women Traders in Dar es Salaam from Violence against Women, December 2017.
- EfG, Midline Survey on Violence against Women at Marketplaces in Temeke and Ilala Districts, March 2017.
- EfG, Mwongozo wa Kuzuia na Kupambana na Ukatili wa Kijinsia (UWAKI) Katika Masoko, Octoba 2016.
- EfG, Semi-Annual Report, July 2017.
- EfG's Audit Reports of 2015 and 2016.
- EfG's Board Meeting Papers of 2015, 2016 and 2017.
- EfG's Progress Reports of 2015, 2016 and 2017.
- EfG's Project Proposal of the Project on 'Give Payment no Abuse, Protecting Informal Women Traders in Dar es Salaam from Violence against Women' of 2015.
- EfG's Reports from Paralegals and Legal Community Supporters.
- EfG's Result Framework on the 'Give Payment no Abuse, Protecting Informal Women Traders in Dar es Salaam from Violence against Women' project, 2015-2017.
- EfG's Terms of Reference for End of the Project Evaluation of November 2017.
- Jewkes, R., E. Dartnall and Y. Sikweyiya (2012). Ethical and Safety Recommendations for Research on the Perpetration of Sexual Violence. Sexual Violence Research Initiative. Pretoria, South Africa, Medical Research Council.
- Legal Aid Act of 2016.
- Researching Violence Against Women: Practical Guide for Researchers and Activists, November 2005.
- Sheria Ndogo za (Uendeshaji na Ushuru wa Soko la Samaki Feri Magogoni) za Halmashauri ya Manispaa ya Ilala za Mwaka 2015 (G.N No. 591 of 25/12/2015).

- UNEG' Ethical Guidelines for Evaluation of 2008.
  - UNTF (Undated) The United Nations Trust Fund to End Violence against Women – Guidelines for Baselines/ Endline Data Collection and Final External Project Evaluations.
  - URT, Tanzania Demographic and Health Survey (THDS) of 2015-2016.
  - WHO (2003). Putting Women First: Ethical Safety Recommendations for Research on Domestic Violence Against Women.
- WHO (2007). Ethical and Safety Recommendations for Researching, Documenting and Monitoring Sexual Violence in Emergencies.

## LIST OF RESPONDENTS

Types/ Groups of Respondents Consulted:

- Individual Women Market Traders.
- VAW Committee Members.
- Women Association Leaders.
- Paralegals.
- Legal Community Supporters.
- Market Leaders.
- Law Enforcement Officials (paramilitary and police).
- Local Government Officials.
- Media.
- Like Minded CSOs.

Number of Respondents Met (*Anonymous Respected*)

Beneficiaries	Sub-Category	Total Number
VAW committee leaders.	Committee leaders.	4
Market leaders.	Chairpersons, Secretaries, etc.	14
Supporters.	Paralegals/ LCS	9
Market security officers.	1 Paramilitary; and, 2 police officer.	3
LGA officials.	1 municipal based; 1 street based.	2
Individual market traders.	42 females; and, 23 males.	65
Media practitioners.	Commercial media and bloggers.	3
2 likeminded organizations.	NGOs/ CBOs	2
Other during validation.	11 traders; 1 LGA official; and, 2 representatives of NGOs.	14



## DATA COLLECTION INSTRUMENTS

### Questions for the Women Market Traders (Primary Targets)?

The following are just some of (main) questions for FGDs and KII female/ women market traders:-

- What are kinds of supports you have received from EfG through this project between 2015 and 2017?
- To what extent were such supports relevant to your needs? Which ones were your needs? Which needs have not yet been met?
- How did you participate in EfG's project (this one)?
- How has the participation in the EfG's project (this one) affected your capacity/ welfare as market trader here (positive and negative)? [*Probe, among other things, their perception on attitudes on VAW and its impact on women; how do they handle VAW issues; trends of VAW issues in 2015, 2016 and 2017; etc*].
- Any added value you see or feel from being part of this project's implementation?
- How would you describe the EfG's approach to project implementation? [*General observation and specifically for each project activities in which the respondent participated*].
- In relation to above, what are the strengths of the EfG's project compared with any other ones you have participated or heard?
- What have been the most important achievements of the EfG's project to date? [*Here to discuss with them some success stories (if any) on (i) increased awareness on VAW; (ii) response to VAW; (iii) quality of services received from EfG or its implementing partners such as paralegals and LCS; (iv) changes in terms of prevalence of VAW in market places; (v) usefulness of paralegals/ LCS; (vi) opinion on VAW management model; etc*].
- What could be improved in the EfG's project?
- To what extent has EfG's project approaches established processes, mechanisms and systems that are likely to support the continued implementation and coordination of the same especially in this market setting?
- What do you regard as the major lessons learnt from this project by EfG?
- Any other comments or recommendations for future projects?

### Questions for All Secondary Target Groups

The following are just some of (main) questions for FGDs and KII secondary target groups including male market traders:-

- How did you participate in EfG's project implementation?
- How did you benefit from the EfG's project? What kinds of benefits you gained between 2015 and 2017?
- What has changed as a result of the EfG's project for you? In the market setting? General public?
- How has the participation in the EfG's project (this one) affected your capacity/ welfare as market trader/ partner here (positive and negative)?

- Any added value you see or feel from being part of this project's implementation? [*Probe also about their perception on attitudes on VAW and its impact on women; how do they handle VAW issues; trends of VAW issues in 2015, 2016 and 2017; etc*].
- How would you describe the EfG's approach to project implementation? [*General observation and specifically for each project activities in which the respondent participated*].
- In relation to above, what are the strengths of the EfG's project compared with any other ones you have participated or heard?
- What have been the most important achievements (outcomes and impacts) of the EfG's project to date? [*Probe more on usefulness of paralegals; VAW management model; capacity building programs; IEC materials; etc*].
- To what extent has EfG's project approaches established processes, mechanisms and systems that are likely to support the continued implementation and coordination of the same especially in this market setting?
- What do you regard as the major lessons learnt from this project by EfG?
- What could be improved in the EfG's project?/ Any other comments or recommendations for future projects?

#### Questions for Paralegals and Legal Community Supporters (LCS)

The following are just some of (main) questions for FGDs and KII paralegal and LCS involved in the project implementation:-

- Roles, responsibilities and capacity of paralegals and LCS in handling market trading related cases?
- Model of legal aid services provision? Also, *modus operandi*?
- Usefulness of VAW management model devised?
- What kinds of support from EfG through this project?
- Relevancy of support given to specific needs of paralegal and LCS?
- How did you benefit from the EfG's project? What kinds of benefits you gained between 2015 and 2017?
- What has changed as a result of the EfG's project for you? In the market setting? General public? [*Probe in details about the trend of VAW especially in market places in 2015, 2016 and 2017*]
- How has the participation in the EfG's project (this one) affected your capacity/ welfare as legal aid service provider here (positive and negative)?
- Any added value you see or feel from being part of this project's implementation?
- How would you describe the EfG's approach to project implementation? [*General observation and specifically for each project activities in which the respondent participated*].
- In relation to above, what are the strengths of the EfG's project compared with any other ones you have participated or heard?
- What have been the most important achievements (outcomes and impacts) of the EfG's project to date? [*Probe more on legal aid services provides especially if there is any case study, statistics of clients attended, capacity building programs; IEC materials; etc*].
- What could be improved in the EfG's project?
- To what extent has EfG's project approaches established processes, mechanisms and systems that are likely to support the continued implementation and coordination of the same especially in this market setting?

- What do you regard as the major lessons learnt from this project by EfG?
- Any other comments or recommendations for future projects?

#### Questions for Key or Strategic Partners

The following are just some of (main) questions for KII key or strategic partner including NGOs, law enforcers, municipal council officers, etc:-

- What has been your contribution/role in the EfG's project?
- How is the EfG's project different from other projects you have been involved or knowing?
- How has the participation in the EfG's project affected your work/capacity/ performance (positive and negative)?
- How would you describe your cooperation with EfG in this project?
- What is the role and added value of EfG's project in your work or institution?
- To what extent have synergies been explored and developed?
- What are the strengths of the EfG's project?
- How would you describe the EfG's approach to project implementation? [*Probe more on the general observation on VAW management model; paralegals/ LCS; intervention strategies; etc*].
- What have been the most important achievements (outcomes and impacts) of the EfG's project to date? [*Probe in details about the trend of VAW especially in market places in 2015, 2016 and 2017*]
- To what extent has EfG's project approaches established processes, mechanisms and systems that are likely to support the continued implementation and coordination of the same especially in this market setting?
- What do you regard as the major lessons learnt from this project by EfG?
- What could be (generally) improved in the future EfG's project?

#### Questions for UN Trust Fund

The following are just some of (main) questions for KII UN Trust Fund:-

- Your views (specific or general) on significant outcomes (change) which EfG' have brought or influenced during this period under review (2015-2017)?
- Your opinion whether there was a better way (in terms of focus, strategy, model (e.g VAW management approach), capacity or even your support) which EfG would have used to achieve better outcomes?
- Your opinion on the way in which your grants were managed and utilized?
- Your reaction on whether the value for money has been realized?
- Your opinion whether there was a better way in which EfG would have used to realize greater efficiency (of your support)?
- Your suggestions on sustainability of program? Any possibility of future support?
- What do you regard as the major lessons learnt from the program (or through your partnership with EfG)?
- What general recommendations would you make to EfG to consider in its next project phase (if any)?