Evaluation of Save the Children’s Child Rights Governance and Protection Projects in Tanzania – Zanzibar project
Final Report
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## Abbreviations and Acronyms

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<th>Abbreviation</th>
<th>Full Form</th>
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<tbody>
<tr>
<td>CC</td>
<td>Children Council</td>
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<tr>
<td>COWPZ</td>
<td>Catalyst Organisation for Women’s Progress in Zanzibar</td>
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<tr>
<td>CSO</td>
<td>Civil society organisation</td>
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<tr>
<td>DDA</td>
<td>Department of Disability Affairs</td>
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<tr>
<td>DPP</td>
<td>Department of Public Prosecutors</td>
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<tr>
<td>ILO</td>
<td>International Labour Organisation</td>
</tr>
<tr>
<td>KUKHAWA</td>
<td>Kupunguza Umasikini na Kuboresha Hali za Wananchi</td>
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<tr>
<td>OSC</td>
<td>One-Stop-Centre</td>
</tr>
<tr>
<td>PIRO</td>
<td>Pemba Island Relief Organisation</td>
</tr>
<tr>
<td>ZAPHA+</td>
<td>Zanzibar Association of People Living with HIV/AIDS</td>
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<tr>
<td>SCI</td>
<td>Save the Children International</td>
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<td>SC</td>
<td>Save the Children Tanzania/Zanzibar</td>
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<tr>
<td>SRHR</td>
<td>Sexual and reproductive health and rights</td>
</tr>
<tr>
<td>TAMWA</td>
<td>Tanzania Media Women’s Association</td>
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<tr>
<td>UN</td>
<td>United Nations</td>
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<tr>
<td>UNICEF</td>
<td>United Nations Children’s Fund</td>
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<tr>
<td>ZAFELA</td>
<td>Zanzibar Female Lawyers Association</td>
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<tr>
<td>ZANECRI</td>
<td>Zanzibar Network on Children’s Rights</td>
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This report constitutes the **External Final Evaluation of Save the Children project “Strengthening the Multi-Stakeholder National Child Protection System in Zanzibar”**, commissioned by The Embassy of Sweden in Dar es Salaam.

The evaluation assesses the project’s **effectiveness, sustainability, relevance and efficiency**. Using the same Terms of Reference, the **Giving Rights to the Silent Majority Children in Tanzania (2009-2014)** was conducted in parallel to this evaluation. While the two evaluation processes were linked throughout, a separate report has been produced for each project.

The evaluations were undertaken between July and December 2014 by an independent evaluation team consisting of:
- Cecilia Ljungman (Team Leader)
- Koshuma Mtengeti (Mainland team member)
- Annika Nilsson (Team Leader Zanzibar)
- Clement Mashamba (Zanzibar team member)

Quality assurance of the methodology and reports was provided by Ian Christoplos. Jessica Rothman was the Project Manager at Indevelop responsible for coordination and management of the evaluation’s implementation.

The evaluation was managed by Indevelop and implemented jointly with Tana Copenhagen, commissioned through Sida’s Framework Agreement for Reviews and Evaluations with Indevelop. Joyce Tesha was the Evaluation Manager at the Embassy of Sweden in Tanzania.

The evaluation team would like to extend its appreciation to the Save the Children staff in Zanzibar for the constructive involvement throughout the evaluation process, the excellently facilitated field programme and the open and self-critical positions taken. This was of great help to the evaluators.
Executive Summary

The Embassy of Sweden in Tanzania commissioned external final evaluations of two Save the Children (SC) projects in Tanzania – namely Giving Rights to the Silent Majority – Children in Tanzania Mainland (2009-2014) and Strengthening the Multi-Stakeholder National Child Protection System in Zanzibar (2011-2014). The objectives of the evaluations are to:

1. Measure achievements and outcomes of the two projects;
2. Explore potential for sustainability and scale-up of developed approaches, practices and services;
3. Provide recommendations for improving project quality and accountability to beneficiaries (especially children) and contribute to wider learning within Save the Children and among child rights actors in Tanzania.

This is the Zanzibar project evaluation report.

Save the Children’s project has contributed to the fact that violence against children and child sexual abuse are now on the agenda in the media, among decision makers and even in communities in Zanzibar. Children’s rights are increasingly being discussed from various angles and government departments are engaging with Save the Children in development of policies and guidelines. The support from Save the Children has also contributed to the establishment of a range of formal institutions responsible for child protection and child participation, including:

- A Children’s Court has been opened in Stone Town. It supports young offenders and custody related hearings in the justice system. So far 54 cases have been addressed and 3 have been concluded.
- A Children’s Unit at the Department of Public Prosecutors has been established. It supports both young offenders and victims.
- Police Gender and Children’s Desks, which assist victims of abuse, have been capacitated. These are operational in 3 out of 5 regional police stations. There are trained police officers in most of the 36 police stations following a SC training of 60 officers.
- A Child Protection Unit within the Department of Social Welfare and a multi-sectoral National Child Protection Committee have been established at national level along with 10 district level committees. These committees are responsible for coordination between Ministries.
- Six One-Stop Centres have opened at selected health facilities, which are expected to provide coordinated police, medical and social services to victims of sexual abuse.
- 215 children’s councils and 104 parental groups have been established in the 335 Shehias (local communities) with a purpose of raising awareness on children’s
rights and create channels for child participation and reporting on child rights violations. In addition Save the Children has supported the establishment of 3 district Children’s Councils and one National Children’s Advisory Board. Children in these councils are now aware of their rights.

- 20 schools are piloting “Alternative Forms to Physical & Humiliating Punishment”. In these schools, there is a friendlier and more open learning environment. Even if corporal punishment is still prevalent, teachers are focussed on finding “alternative” punishments. Schools outside the pilot areas have also reduced the use of corporal punishment as a result.

- Around 5000 children (mainly boys) have been assisted to return to school from harmful work and 700 children affected by HIV and other stigma have received counselling with support from Save the Children.

In conclusion, thousands of children in vulnerable situations have been assisted and are aware of their rights through the project and a wide range of structures have been established. Also, SC has contributed to putting violence against children on the government and media agenda. These results are impressive considering the short timeframe of the project. The project is highly relevant to the context, as violence and sexual abuse against girls and boys in Zanzibar are a recognised and major problem. However, the rapid expansion of the project has negatively influenced its effectiveness and sustainability. Very few children reach the formal justice system and those who do are often not helped. Children in child councils are indeed aware of their rights, but the councils still have limited legitimacy and influence.

The project has managed to lay a foundation for a future child protection system, but the quality of the present approaches, structures and services need to be improved before scaling-up further. The major challenges observed were:

- The initial limited attention by the project to prevention of violence and the structural and cultural obstacles facing children in their access to justice and rights, have meant that so far few children have accessed the new structures and opportunities.

- The project driven approaches (due to donor funding practices) and limited synergies/harmonisation among stakeholders are leading to short-term, isolated interventions rather than to long-term inclusive and sustainable development processes.

- Although showing great commitment to the development of a child protection system, the government has still to reform legislation, make adequate budgetary allocations, develop sufficient human resource capacity and improve coordination to underpin the functioning of the established structures and programmes.

- The lack of an active, strong and coordinated local child rights movement that can advise and monitor the government and donors such as Save the Children and UNICEF presents a risk for the future development and sustainability of the child protection system.
EXE CUTIVE SUMMARY

It is recommended that the Swedish Embassy continues to support Save the Children, but in the context of a longer-term comprehensive child protection and child governance strategy. Such a strategy should take into consideration a) the underlying causes of violence and other child rights violations; b) the structural and cultural obstacles facing girls and boys in accessing justice (as both victims and offenders) and their rights to be heard; and c) the need for duty-bearers to enhance their capacity to address issues of legislative reform, policy guidance, coordination and budgeting in accordance with the Children’s Act and international commitments.

In a future partnership between the Embassy and SC, SC should be supported in its role as capacity builder and facilitator of local processes and civil society organisations, thereby contributing to the general support of the wider Tanzanian/Zanzibar efforts to implement the commitments made to children under international law, and specified in domestic legislation. The future support should aim to improve indigenous capacity of various stakeholders (duty-bearers/government, rights holders/children, private sector, civil society - including religious leaders, local communities, parental groups) to promote, respect, fulfil and monitor children’s rights. The embassy should be open to basket funding arrangements, but avoid project based funding.

Save the Children on its part should consider:
1. further refining its niche role as facilitator of child rights processes and active partner of domestic CSOs with an aim to develop and nurture the capacity of the Zanzibar child rights movement
2. defining its strategy for harmonisation and cooperation in the child rights area (Paris/Busan agenda) and balancing it against branding demands
3. developing a longer-term, comprehensive, child protection and child governance strategy – based on a realistic theory of change – with focus on capacity development of strategic partners and synergies between components
4. increasing the focus on prevention of violence, traditional gender norms and existing practices of settling disputes and enhancing the involvement of communities, religious leaders, teachers and parents (especially men)
5. ensuring that the investment in structures for child protection is followed by efforts to equip these with appropriate tools and capacities and de facto inclusion in regular government plans, structures and budgets
6. make use of SCI’s experience of child rights work in Muslim contexts
7. reviewing its support to the Children’s Councils to ensure that they are in line with the provisions in the Children’s Act and government guidelines, make systematic use of paralegals to support CCs and draw on lessons from SC’s Mainland (e.g. reaching out to children in a wide range of educational settings and inviting them to the democratic processes)
8. working more strategically to abolish corporal punishment in schools, by linking to general educational reform programmes and involving teachers unions and parent groups
9. applying an outcome mapping methodology for planning, monitoring, evaluation and learning

1 Introduction

1.1 BACKGROUND AND PURPOSE

Save the Children (SC) began working in Zanzibar in 1986 and in mainland Tanzania in 1994. The head office is located in Dar es Salaam and there is a sub-office in Stone Town, Zanzibar. SC works in 21 (out of 25) regions on the Tanzanian Mainland and all 10 districts of Zanzibar Isles in the thematic areas of Child Protection, Child Rights Governance, Health and Nutrition, Food Security and Livelihoods and Emergencies. The Swedish Embassy is one of its most important donors, providing about 30 to 40 percent of SC’s programme budget. Other donors – who mostly provide one-year grants – include USAID, the Centre for Disease Control, Irish Aid, EU, UNICEF, WHO, SC Member own funds and a few trusts and foundations.

The Embassy of Sweden in Tanzania commissioned external final evaluations of two Save the Children projects – namely Giving Rights to the Silent Majority – Children in Tanzania (2009-2014) in mainland Tanzania and Strengthening the Multi-Stakeholder National Child Protection System in Zanzibar (2011-2014) in Zanzibar, in June 2014. The objectives of the evaluation can be summarised as:

- Measure achievements and outcomes of the two projects;
- Explore potential for sustainability and scale-up of developed approaches, practices and services;
- Provide recommendations for improving project quality and accountability to beneficiaries (especially children) and contribute to wider learning within Save the Children and among child rights actors in Tanzania.

By assessing relevance, efficiency, effectiveness, sustainability and, if possible impact, the evaluation is expected to generate findings, lessons, and recommendations which will inform future programme design in the thematic areas of Child Rights Governance and Child Protection in mainland Tanzania and Zanzibar and advise the Embassy on future funding modalities.

The two projects cover different topics in different geographical areas with distinct structures and contextual situations. Nevertheless, Save the Children, the Swedish Embassy and the evaluation team recognised that there were some commonalities between the two projects and potential prospects for future linkages. As a result, the data collection of the two projects was undertaken in parallel, and the teams interacted closely while analysing and synthesising the data – allowing for comparisons and identification of areas for linkages and cross-learning.

This is the Zanzibar project evaluation report.
1.2 METHODOLOGICAL APPROACH

1.2.1 Data collection

Data was collected from four main sources:

- **Reports and documentation** e.g. policies, plans, progress reports, financial statements. The annual reporting from SC contains considerable amounts of data. They have constituted a primary source for the evaluation in relation to the outputs.

- **The recent UNICEF Child Justice Assessment and the SC assessment of the one-stop centres (2014)** have provided valuable insights related to the present challenges.

- **On site visits** to e.g. schools, one-stop-centres, the child friendly court, a police station, village and district level administrations, parental groups and child council meetings. The on-site visits were critical to get a concrete and realistic sense of the projects. These visits served as a useful way of verifying/spot checking progress, challenges and results reported on. Not least, they also allowed for child participation in the evaluation process – albeit limited (see section on limitation below).

- **Interviews/group discussions** with key stakeholders at village, district and national Dar es Salaam/Zanzibar levels. Interviews with national level stakeholders (e.g. other child-rights related CSOs, strategic partners and national level duty bearers/government departments) have been an important source of information on the overall performance and relevance of the Multi-Stakeholder National Child Protection project, and a means of triangulating data.

In Zanzibar, the sample districts were chosen by SC to ensure coverage of all project components and geographic considerations (Urban/rural and Pemba as a distinct area). SC also considered examples of strengths, challenges and special qualities to enhance learning opportunities:

- Stone Town/ Urban District (Unguja)
- South District (Unguja)
- West District (Unguja)
- Chake Chake District (Pemba)

All in all the evaluation met with the following stakeholders in Zanzibar (a full schedule of the field visit is annexed):

- Four key government partners at central level, 2 district level authorities, 2 one-stop centres (out of six), one police gender desk (out of five), two attorneys at the public prosecutor and one magistrate at the children's court (25 persons)
- Civil society partners (5 organisations)
- Three child councils at Shehia/village level, one at district level and the National Advisory Board members (50 girls and boys – majority girls)
- Three parent groups at Shehia level (90 men and women – equal gender distribution)
- External stakeholders (4 organisations)
1.2.2 Analysis and verification
In Zanzibar, verification and validation were addressed through daily debriefing sessions with the SC staff and through joint discussions with selected stakeholders. The evaluation was thus organised as joint learning process where both the evaluators and the staff contributed their respective experiences. The extensive experience of the Tanzanian team member in the Zanzibar/Tanzanian child rights context was a valuable resource in these discussions.

At the end of the field mission, the two evaluation teams met to analyse findings and draw conclusions. It was then decided that, because the contexts and projects were so different, two separate reports would be drafted. The teams have been in dialogue throughout the analysis and report writing phase and have identified both similarities and differences. Some of the overall conclusions and recommendations from the two evaluations are very similar.

At the end of the field mission a validation and debriefing session was held with SC and the Swedish Embassy in Dar es Salaam.

1.2.3 Limitations
The Zanzibar SC staff were very open and self-critical, which helped the evaluators a lot. The geographical distances were short and the team therefore managed to cover a range of respondents from the various components of the project. The few limitations in the Zanzibar assessment were:

- The difficulties in getting the views of children, as some of them were intimidated by the presence of the adult coordinators or teachers, and also to some extent by the presence of the evaluators. This was dealt with by staying behind and talking casually to children after the ‘formal’ meeting and by splitting up groups into smaller sizes, where they could interact directly with the Tanzanian team member.
- The gratefulness of some partners towards SC (and fear of losing support), which made them less willing to criticise. This was dealt with by means of providing scenarios for comment. Also SC staff were proactive to encourage partners to share their views.
- The limited sample of respondents met in communities (Children Councils, parent groups, police stations and pilot schools) could not provide a solid evidence base, but the visits were used mainly to verify and exemplify what had been reported on in SC annual reports and in the assessment reports.
- The progress reports provided by SC were from December 2013 and information regarding the progress in 2014 was not yet consolidated. Thus some of the figures and activities referred to in this report are based on SC comments and corrections of the draft report.
1.3 STRUCTURE OF THE REPORT

The report consists of the following sections:

- **Project context and overview.** This chapter describes the Zanzibar context and how this is affecting the child rights work. It also presents an overview of the objectives and expected results of the project and analyse the theory of change. It analyses how well the project has been designed, i.e. if the theory of change is logical and if the activities carried out have or will be able to contribute to the desired changes.

- **Effectiveness.** This chapter analyses how well the project has managed to contribute to the improvements aimed for. It looks at capacities and systems built by the project and how they function. The chapter finally concludes the findings and answers the evaluation questions on effectiveness.

- **Efficiency.** This chapter looks at the costs of the various outputs and the organisational and administrative setup of the project. It concludes the findings and answers the evaluation questions on efficiency.

- **Relevance.** This chapter analyses the relevance of the project in relation to the situation of children, the local context, the Swedish results strategy for Tanzania and international instruments on child protection. It concludes the findings and answers the evaluation questions on relevance.

- **Sustainability.** This chapter analyses the degree of local ownership, the human and financial capacity of stakeholders involved (duty bearers, rights holders) to sustain the systems and structures established with sufficient quality. It finally concludes the findings and answers the evaluation questions on sustainability.

- **Overall conclusions and recommendations.** This chapter summarises the conclusions and suggests a way forward for Sida/the Embassy and SC.
2 Project Context and Overview

2.1 ZANZIBAR CONTEXT

The Revolutionary Government of Zanzibar (RGZ) is a semi-autonomous state within The United Republic of Tanzania, with its own government, laws and policies. The issues addressed by the United Government of Tanzania (referred to as “Union matters”) are mainly limited to foreign policy, immigration, and the military and police forces. Zanzibar has a population of approximately 1.3 million with approx. 40% below the age of 16\textsuperscript{1}.

Zanzibar consists of two major islands - Pemba with two regions and Unguja with three. Each region has two districts. There is a total of 335 Shehias (villages in rural areas or hamlets in urban areas). Approximately 58% of the population lives on Unguja where the capital Stone Town is situated.

In Zanzibar, children’s rights are guaranteed in accordance with the UN Convention on the Rights of the Child (CRC), the African Charter on the Rights and Welfare of the Child (ACRWC) and the Zanzibar Children’s Act (No. 6 of 2011). The Children’s Act which was enacted on 6th July 2011 and formally gazetted in May 2012, incorporates key international child rights standards (particularly those contained in the UNCRC and ACRWC) into domestic law and is the principal legislation relating to children in Zanzibar. Furthermore, the Children’s Act introduced a number of far-reaching reforms that establishes a national framework of legal standards and procedures that specifically apply to children in need of care and protection and children in conflict with the law.

Zanzibar is a largely Muslim society (approximately 98% of the population are Muslim), and religious leaders/institutions play a significant role in society and in people’s lives. In parallel with the formal justice system, Zanzibar also has traditional and religious legal systems\textsuperscript{2}:

- At the community level, the Shehia is afforded the authority of dealing with ‘the reconciliation and settlement of all social and family disputes arising within the Shehia in accordance with the cultural and customary values of that area and wis-

\textsuperscript{1} Household census 2012, UNFPA report
\textsuperscript{2} UNICEF Child justice assessment 2013
dom’. Therefore, crimes against children committed within communities and families are rarely reported to the formal justice system.

- At the district and national level there is a parallel Islamic justice system, the Kadhis’ Courts. Kadhis’ Courts exercise jurisdiction that is restricted to Islamic law relating to personal status, marriage, divorce, maintenance and inheritance, in proceedings in which all parties profess to the Muslim religion. All these matters affect children in one way or another. The Kadhis’ courts are yet to be involved in discussions on children’s rights and child friendly approaches. Children are rarely heard in the Kadhis’ Courts.

When it comes to sexual abuse of children there is a strong social stigma and lack of faith in the justice system that prevents children and their families from reporting cases even to these traditional and religious systems. Cases of sexual violence involving children are typically dealt with among communities in three types of ways:

- Marriage is arranged between the girl victim and male perpetrator.
- Compensation is paid by the perpetrator or the perpetrator’s family to the family of the victim.
- The matter is settled by discussion (without payment) between the family of the victim and the perpetrator or the perpetrator’s family.

Since the adoption of the Children’s Act in 2011, Zanzibar has worked to implement its provisions in practice. Both UNICEF and SC have taken a keen interest in supporting the government in this respect – with policy development, setting up of structures and capacity building.

Situation analyses show that violence against children is still a serious problem in Zanzibar, i.e. approximately 6-9% of females and 9-13% of males have experienced sexual violence prior to the age of 18. For children with disabilities the situation is worse. The most common form of violence in Zanzibar is physical and humiliating punishment. Over 70 percent of children experienced some kind of physical and humiliating punishment. Over 7 in 10 girls and 6 in 10 boys experience physical violence by teachers in both government and religious schools.

3 Kadhis’ Courts are established and regulated under the Kadhis’ Courts Act (1985) and operate within a constitutional framework in terms of Article 99(b) of the 1984 Zanzibar Constitution (as last amended in 2010). The Kadhis’ Courts are of particular relevance for child protection. They have jurisdiction over a number of matters affecting (positively or negatively) issues relating to children – divorce, custody, maintenance, inheritance and trusts/\textit{waqf}.

4 There are various violence against children (VAC) studies carried out by e.g. UN, Handicap International and Save the Children, indicating that sexual abuse of boys range from 9-13% and girls 6-9%
Approximately 24% of girls of 18 years are already mothers\(^5\) or pregnant, while according to the Children’s Act, the age of consent (for sexual activities) is 18 years. HIV/AIDS has a low prevalence rate of 1.2%.

### 2.2 THE PROJECT OBJECTIVES

Strengthening the Multi-Stakeholder National Child Protection System in Zanzibar Project (2011 – 2014) is a three-year programme implemented from 1 September 2011 – 31 December 2014, covering the four districts of Pemba and the six districts in Unguja (all districts in Zanzibar). The overall objective of the project is to ensure that “all children, especially 10% of the most-vulnerable children, in Zanzibar are protected from all forms of abuse and exploitation by 2014”, through implementation of a State-wide multi-sectoral collaboration, with civil society. The project has two specific objectives and a results framework linked to each of them as follows:

<table>
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<tr>
<th>Objective 1: By 2014 Zanzibar is implementing an integrated, functioning and well-coordinated child protection system using national guidelines on fulfilling the rights of and protecting children from all forms of abuse.</th>
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<tr>
<td><strong>Expected Outcomes</strong></td>
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</table>
| Increased access and utilization of quality child protection services and mechanisms for responding to crimes of sexual exploitation in 10 Districts (6 in Unguja and 4 in Pemba) for children and communities. | **Output 1**: Three new child protection desks established and functional at regional police stations in Zanzibar - two in Unguja & one in Pemba (there are five regions in total)  
**Output 2 and 3**: 25 police officers oriented on the usage and application of “child protection police training manual”, and 30 Police Officers in charge of the child protection desks improved capacity to address child protection cases  
**Output 4**: One national “pilot child friendly closed court” established, strengthened and functional in Zanzibar  
**Output 5**: Improved coordination of child service providers in Zanzibar  
**Output 6**: Three District Children Councils (DCC) formed and trained on child rights and child protection in three Districts (one in Pemba & two in Unguja)  
**Output 7**: Improved capacity of “Children advisory

\(^5\) Save the Children/Plan International draft Child Rights Situation Analysis (CRSA) 2014
**Objective 2:** To protect and withdraw children from worst forms of child labour in 50 communities of all 10 districts in Zanzibar through strengthening national and local policies, frameworks, strategies and institutions through piloting multi-sectoral programmatic work by the end of the project.

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<th>Expected Outcomes</th>
<th>Expected Outputs</th>
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<td>An improved legal framework for the elimination of child labour- and improved coordination among project beneficiaries and other stakeholders.</td>
<td><strong>Output:</strong> Formation of two multi sectoral steering committees of 15 members each in Unguja and Pemba</td>
</tr>
<tr>
<td>5000 children withdrawn from labour, or who were at risk of entering into child labour in 6 districts of Unguja and 4 districts of Pemba are enrolled in regular schools, alternative education, or vocational training.</td>
<td><strong>Output:</strong> Children enrolled in vocational centres provided with training equipment and materials</td>
</tr>
<tr>
<td>1,000 Households in the selected communities’ households with ex-child labourers are involved in the income generating activities programme.</td>
<td><strong>Output:</strong> 1000 families that depended on income from their working children can receive economic support</td>
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2.3 RESULTS FRAMEWORK AND THEORY OF CHANGE

The SC results framework has identified ambitious objectives, but there is no explicit theory of change explaining how each of these will be achieved. The results chain has a rather large gap between outputs/activities and the expected outcomes for children. It is not clearly shown how the outputs will lead to or contribute to the desired changes. For example, how will the training of paralegals lead to a situation where children can access their services? What steps are needed for that to happen beyond the training? These gaps in the results chain make monitoring of progress for children difficult and reports therefore tend to focus mainly on completion of activities and delivering outputs. Another problem in the logic is the mix of activities (e.g. orienting 25 police officers) and outcomes (e.g. improved coordination), listed as outputs in the results framework. A coherent and robust theory of change could close these gaps, address the inconsistencies and better help SC to prioritise initiatives that are most effectively contributing to the expected outcomes.

Furthermore, the activities and outputs selected are not sufficiently linked to the obstacles in terms of underlying causes of child abuse and exploitation and the cultural and structural obstacles facing children in accessing justice and rights. As mentioned above, religious and community leaders/institutions play a significant role in family matters and disputes settlement. Despite this, the results framework has mainly targeted the formal justice response systems. Therefore, the activities and outputs produced could not effectively contribute to the expected outcomes.

Finally the results framework has not been systematically informed by Save the Children’s own model for child protection. According to this model\(^6\), a child protection system is a set of coordinated formal and informal elements working together to prevent and respond to abuse, neglect, exploitation and other forms of violence against children. It is composed of different governmental, non-governmental and community based structures and mechanisms which in turn coordinate and facilitate the work and information flow among them from the community to the district and national levels. Save the Children often refer to 11 components required in a child protection system.

\(^6\) SC Power Point presentation, “Creating a comprehensive and sustainable child protection system in Zanzibar”, 16 September 2014
**Child Protection System Components according to SC**

1. National Strategy
2. Legal framework
3. Coordinating agency
4. Local prevention and response services
5. Child friendly justice system
6. Child participation
7. An aware and supportive public
8. Committed and skilled workforce
9. Adequate resources
10. Standards, regulations, monitoring and oversight
11. Data collection system

An analysis of the results framework shows that it has not been systematically linked to these 11 components, although the project has touched briefly on almost all of them in a piecemeal manner. This has led to some gaps in the approaches taken. For example, local prevention and response services were initially overlooked.

**Conclusion:**
Although many of the outputs/activities may serve as a foundation for a future child protection system, the results framework is not clear on how this is going to happen. The theory of change has gaps and lacks coherence. The activities have not always been selected because they are found to be the best means to reach the expected outcomes.
3 Effectiveness

1. To what extent have/are the projects achieved/achieving targeted objectives according to plan? What have been key challenges? Have objectives been modified along the way, including adapting to changing needs? What are/were the major factors influencing the achievement or non-achievement of the objectives?

2. What are the main achievements of the projects? To what extent are there indications that beneficial changes have occurred at micro, meso and macro levels (micro – individual/family; meso – community/local governance; macro – society/national)?

3. To what extent are there unplanned positive/negative effects and if so, to what extent are they affecting the project results? To what extent have the projects mitigated negative effects?

4. To what extent have the projects achieved child rights based process objectives during implementation, including:
   - Voluntary, safe and inclusive participation
   - The best interest of the child
   - Non-discrimination - has the projects work resulted in more equitable, inclusive and non-discriminatory policies and interventions for children at local, district, regional and national levels?

3.1 EXPECTED OUTCOME 1 – CHILD PROTECTION

Expected outcome 1: Increased access and utilization of quality child protection services and mechanisms of crimes of sexual exploitation in 10 Districts (6 in Unguja and 4 in Pemba) for children and communities

Under this objective Save the Children has supported a range of initiatives as summarised under each heading below, where also the findings relating to each output are presented.

3.1.1 Children and Gender Affairs Desks at the Police
The establishment and capacity development of Police Gender and Children’s Desks (PGCD) in police stations aims to provide child and gender sensitive services to children and victims of gender based violence. With support from Save the Children and UNICEF, Police Gender and Children’s Desks have been established in three out of the five regional police stations and a total of 60 police officers – 25 in Pemba and 35
in Unguja – have been trained in line with the Gender Based Violence and Child Protection Manual (which originates from Tanzania Mainland and has been adapted). Out of these police officers, 35% were women and 65% men. In total there are 36 police stations in Zanzibar (including the five regional) and the training drew on participants from most of them. The intention is to have at least one designated, responsible police officer for children in each of these police stations.

The training efforts were appreciated and enabled the 60 police officers to better support child victims. However, there have been frequent staff changes since the training. According to the respondents at the Police Gender and Children’s Desk visited, there has been limited follow-up after the initial training to ensure understanding and proper implementation. New staff have not yet received training. Training opportunities depend on UNICEF and SC (project related) plans and budgets and have therefore not been regular. In the Desk visited, two of the officers had not participated in any trainings. The training and guidelines provided so far have focussed mainly on child and women victims of gender based violence (GBV) while protection of child offenders has not been highlighted as much. This was confirmed by the police officers at the Desk visited. They did not regard young offenders as their area of responsibility. They also mentioned that they have no obligation to help child victims (or offenders) to access legal aid, although the police are aware of ZAFELA legal aid services. Sometimes they do, however, refer victims to a safe house run by Action Aid.

The Desks take statements from victims and witnesses, but the Criminal Investigation Department have limited resources to assist with investigations. Mostly the police rely on medical evidence provided by doctors in order to forward a case. DNA testing is not yet available in Zanzibar. In a few exceptional cases, DNA samples have been sent to Dar es Salaam. Despite national guidelines, the respondents complained that there is no systematic cooperation between the police officers working at the Desks and the Department of Public Prosecutors, nor with the Department of Social Welfare. The conviction rate in child sexual offences is very low, almost non-existent (five convictions during the period of review). The police confirm that some cases “fail” due to bribing of police or doctors. However, mostly they fail because

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7 SC annual report 2013
8 Child Justice Assessment (UNICEF) and respondents at the Desk
9 Zanzibar Female Lawyers Association (ZAFELA) is a CSO which provides free legal aid. It is presently not a Save the Children partner
10 Also mentioned in the Child Justice Assessment, 2013
11 The police officers interviewed referred to cases where medical reports were altered in favour of the offenders
of settlements between families (often forced marriages) and the cases are therefore withdrawn.

**Conclusion:** The training of the Police Women and Children’s Desks supported by Save the Children is a good start but has so far been insufficient to enable the police to effectively protect children’s rights (victims and offenders) in line with Zanzibar’s commitments to children’s rights. The main challenges are: a) the complex line of command for the police (a Union matter - which is required to coordinate with Zanzibar legal provisions, guidelines and programmes); b) the limited support to the officers manning the Desks from prosecutors, investigating police officers and social welfare officers; c) the dependence of donors for capacity building and system development; and, d) the lack of faith in and use of the formal justice system by the public.

### 3.1.2 Child friendly court
The establishment of “pilot” child friendly courts at the High Court in Stone Town (in 2013) and in Chake Chake, Pemba (in late October 2014) aims at providing children with the support and security that they need when they make their appearance in court either as victims, witnesses or offenders. The court is presently used only in cases where the offender is a child and in some custody matters. All other cases involving children are still held at the ordinary regional courts where no provisions are made for children\(^\text{12}\). The child friendly court also does not deal with cases of murder, rape and treason or with cases that are referred to the Khadis court. So far very few cases have been successfully completed by the child friendly court, due to delays in evidence gathering, withdrawals of cases, witnesses not showing up and lack of awareness among the police, prosecutors and magistrates. Only three out of 54 cases brought before the court in Stone Town have been finalised so far. The Pemba court was inaugurated after the completion of the evaluation field visit. The courts serve two of Zanzibar’s five regions.

Due to these challenges, Zanzibar children have had limited benefits from the child friendly courts. Furthermore, the court lacks alternative sentencing options because there are no rehabilitation services for young offenders in Zanzibar\(^\text{13}\). Sentencing options are restricted to prison or release. Therefore, the three children so far sentenced have all been released. Finally, there are still laws that prevent children from accessing justice, such as the Penal Code, Education Act, Family Decree and the Evidence

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\(^{12}\) All regional magistrates have been designated to hear and determine cases involving children in the context of the Zanzibar Children’s Act (2011). However, they have not yet received adequate training.

\(^{13}\) UNICEF is reported to be piloting a rehabilitation project, but this was not known to any of the respondents met
Act. This means, for example, that video-recorded witness statements from children may not be used in courts.

Conclusion: It is an achievement that the pilot Child Friendly Courts are in place, and they show in practice how premises can be designed to keep victims and offenders separated. However, the courts are not yet effective due to other obstacles in the justice system such as lack of awareness among the police, prosecutors and magistrates, old laws and limited of sentencing options. In order to be accessible to children, all five regional courts need to have child friendly procedures for child victims, witnesses and offenders. This can be achieved to a great extent without replicating the high tech model of the pilot court.

3.1.3 Capacity Development of the Department of Public Prosecutors (DPP)
With the aim of strengthening the child justice system, the project has contributed to establishment of a Child Protection Unit at the Department of Public Prosecutors (DPP) and the training of 26 regional and district magistrates (10 female and 16 male), seven prosecutors (three female and four male) and two judges (one female and one male). The training has sought to guide law enforcing agencies that deal with children (as victims, witnesses or offenders) to understand the standard procedures and guidelines that are in place. It also focused on how best they can collaborate to ensure that children who come into contact with the law are given the appropriate support and guidance in the best interest of each child.14

The Child Protection Unit at the DPP was established early 2014, with joint support from SC and UNICEF. The unit works closely with the Child Friendly Court in Stone Town (described above). The unit does not yet have a plan of action and depends on financial support from SC for its activities, while the Ministry of Justice pays for salaries and rent. A prosecution manual to guide the prosecutors involved in the prosecution of cases involving children is planned for.

According to the DPP unit15, the training for law enforcement agencies supported by Save the Children has not yet been sufficient to make a difference for children. Few prosecutors have been reached by the trainings and the level of awareness among judiciary staff of the Children’s Act (now in force for over two years) is still very limited. Most have not received a copy of the law. There has been no systematic training of magistrates or court personnel on the Children’s Act, only ad-hoc donor

14 SC Zanzibar annual report 2013
15 And the UNICEF Child Justice Assessment
financed events. The evaluation team could confirm that the awareness of children’s rights among prosecutors is indeed very low. There is also poor gathering of evidence and investigation in cases relating to children, as the police have not been specifically trained on this subject (see above). As a result the prosecution cases are sometimes weak. The most urgent needs according to the DPP children’s unit are:

- Capacity building of magistrates and prosecutors.
- A database on the reported crimes by children and against children (in order to profile the perpetrators so that prevention measures can be designed).
- Counselling services and legal aid for both victims and perpetrators.
- Establishing rehabilitation centres for young offenders.
- Improved coordination between institutions of Social Welfare, DPP and police.

Conclusion: It is an achievement that the unit in DPP is in place, but it is not yet effective. The training supported by SC was needed and appreciated, although not yet sufficient to build the capacities required to make the justice system more child friendly.

3.1.4 National child protection database

The national child protection database is meant to include information on children who have been abused and the services they receive, as well as most suitable follow up action needed for each child. It was set up with support from Save the Children. Training on how to use the database was provided to 40 officials (50% women and 50% men) from social welfare, the police and the one-stop centres. The database is presently not working due to limited computer literacy among the officers who were intended to register the data. Another obstacle is the internet access. Modem credits are not supplied by the government, so staff would have to pay for credits themselves.

Conclusion: The database system was not adapted to the realities on the ground and is therefore not functioning.

3.1.5 Child participation

The establishment and capacity building of Children Councils (CCs) at Shehia, district and national levels, aims to give children voice and influence in accordance with the Children’s Act. This component was already on-going at the start of the present project period in 2011. During the period of review, Save the Children has supported the establishment of additional CC’s at Shehia level, and three at district level. CCs

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16 Six prosecutors were using Children’s High Court as a meeting room at the time of the evaluation visit and none of them had any idea of the room’s aim or use.
17 SC Zanzibar annual report 2013
have now been established in 218 of 335 Shehias and in three out of ten districts. With support from the Shehia Women and the Children Coordinator, each Shehia CC meets once a month. The district CCs meet quarterly with support of the district social welfare officer, when SC funds are available. The National Advisory Board (CC at the national level) meet once each month – mostly at the Save the Children premises. Save the Children supported the election of the new Children’s Advisory Board in 2014 (this takes place every fourth year). It was not clear to the evaluators how this election process was organised in the 7 districts where no district level CC has been established. This also means that children from these districts have difficulties interacting with or reporting to their constituencies.

The evaluators found that the CCs visited at Shehia level (three out of 218) have not been established according to the government guidelines. The CC members at the Shehia level were mostly handpicked by the Women and Children Coordinators (who work as volunteers under the Department of Women and Children and are appointed by Shehia leaders). Children selected for the Councils were those regarded as “the good children”, meaning that they are well behaved and that the coordinator knows them and their parents or teachers. Children who are not directly involved (and their closest friends) are generally unaware of the CCs. In the schools visited by the evaluation team, children had never heard of the structures, despite their existence since 2010. No specific terms of service has been applied in the CC structures and the children have often remained until they resign or turn 18. This may be beneficial to the effectiveness of the Councils but it also limits the number of children who can participate – unless there is more openness to expansion of the number of members in the CCs (at least at Shehia level).

In Zanzibar it has been difficult to recruit boys to the Children Councils. Boys felt that it is mainly girls that have their rights violated and that the Councils therefore were more interesting to girls. In most Children Councils girls amounted to around 70%. Most of the children are teenagers, but one Council in the sample had members as young as 5 years (picture below). There were no children with disabilities in the Shehia and district level councils. Children in one Shehia insisted that there were no such children in their community.

18 Different information from various Advisory Board members and SC staff
The evaluation team found that the training provided has indeed resulted in increased awareness of child rights among members of the CCs. Children are quite aware of their rights in principle and have recognised that they do not enjoy these rights in practice. For example, they can explain the “right to participate and be heard” and they are aware that they do not have this right. However, there is still some lack of understanding of what child rights really entail. For instance, children express that they have “the right to respect their parents” and that “children with disabilities have a right to be cared for”. The main child right violations identified by the CCs were:

- Violence against children
- Lack of parental care (fathers divorce or take new wives – leaving single mothers to take care of their children, orphans)
- Poverty and inequality
- Lack of participation and to be listened to
- Poor education
- In Pemba the councils also mentioned that children (mainly boys) dropped out of school to work at the market to get an income

CC members want to engage in work for children’s rights, but do not have functioning dialogue channels for their concerns and claims. The children report that they have not yet established dialogue with the parent groups in the Shehias and they do not feel free to directly approach decision-makers at Shehia or district levels or the police. The local Women and Children Coordinators (and the district level Social
Welfare officers) who facilitate the work of the CCs are seen as the only channel available. However, the evaluators noted that these coordinators seem to restrain the children from being overly assertive. Respect towards adults and responsibilities are stressed more than rights. In the three visited Shehia level CCs, the members did not intend to work with promoting and monitoring of children’s’ rights. Instead, they were planning to undertake some charity work for children in their communities. The Coordinators also encourage them to do “good” deeds and to be role models by doing things such as providing schoolbooks and clothes for poor children. In one of the CCs met, this was financed by weekly contributions of 200 TSH from the CC members, who feel pressured to contribute. The CCs did not know of the existence of paralegals in their communities and the possibility of getting support from them. The three CCs met by the evaluators all see themselves as being created by Save the Children and they turn to SC for support and guidance rather than to the local Shehias and district Social Welfare officers. One CC (in the picture) had taken steps towards creating an independent children’s CSO with its own logotype and action plan. It also had a large membership well beyond the minimum number stipulated for CCs.

At the district level, children are restrained by lack of a budget to conduct meetings and undertake activities. It would cost each child 2000 TSH to travel to a meeting (SEK 9). Neither the Ministry nor the Shehias where the children come from have budgeted for these minor costs (or been approached to contribute). Hence, the district CCs only meet when there is training or meetings organised by Save the Children.

At national level, the National Children Advisory Board (the national level CC) relies heavily on Save the Children for their operations, for keeping updated on important developments and for budgets. They produce annual reports and represent Zanzibar children at district, regional and national levels. There seems to be limited interactions with their constituencies (for logistical and practical reasons). Although formally linked to the government, the board members see Save the Children as their “mother”. The National Advisory Board has one youth with a disability. He is not clear about his constituency, but he sees his role as an advocate for the rights of children and youth with disabilities. He has not been provided with equipment to take notes (he is blind) such as tape recorder or Braille machine, which limits his possibilities to fulfil his role. The National Advisory board also has a “MVC” representative selected by ZAPHA+. She reports to and represents the organisation. The evaluators

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19 According to Department of Disability Affairs, he was identified and appointed by them, but according to SC he was a member of a Shehia CC and appointed by the Zanzibar Organisation of Disabled People (UWZ).

20 Most Vulnerable Children, such as children without parental care, children with HIV, children with disabilities etc.
also noted that other ongoing community programmes targeting children, including those supported by SC (e.g. positive disciplining, child counselling, etc.), are not making use of the children’s structures.

**Conclusion:** The training provided has resulted in increased awareness among CC members on children’s rights and created a willingness to engage to promote children’s rights. At national level the National Advisory Board has direct channels to the decision makers and produces an annual report, although it still relies on SC funding for this. This is a good basis for the future. However, local communities and districts do not yet regard the councils as their responsibility, and local-led community fundraising has not taken place. CCs at Shehia level are not yet widely known, democratic and inclusive and they still have limited opportunities to voice the concerns of their peers and influence practices. Paralegals are not systematically used to support the CCs. CCs have been established too quickly without sufficiently involving the local communities and without linking the CCs to other children’s programmes. The CCs are still considered by members and observers to be a Save the Children project rather than a government (much less governance) project.

### 3.1.6 Parental groups

Save the Children has also supported the establishment of parental groups (not mentioned in the results framework) with an aim to address prevention of child abuse, increase community involvement and support the Children Councils. So far 104 parental groups have been formed in Shehias where there are Children Councils.

The parental groups are new and still have relatively low awareness on children’s rights. Typical answers to questions on child rights were “children have a right to respect their parents”, “children have a right to be beaten” (as it will help them grow up to be good and respectful). It seemed that the parent groups mostly discussed parental problems (e.g. how to control their children and protect them from bad influences on the internet) rather than children’s rights. This reflects the cultural context and can provide a starting point for dialogue. There was an interest among parents in the groups to learn more about parenting, without necessarily copying northern/western models. The parental groups had received some initial training on roles and functions, but it was not clear if or how the training has been followed up. So far they do not have a sufficiently clear understanding of the purpose and role of the groups. There are no particular guiding principles for their function and they have not been made aware about their mandates, roles,
responsibilities and limits (and relation to other existing committees and structures in the community).

Conclusion: Parental groups have been established quite recently and are still trying to find their roles and functions. Because of the great expansion of the number of groups, there has been limited time for support and guidance to the groups. Existing norms and practices that violate children’s rights are therefore not yet discussed and challenged. Parental groups may, however, have a great potential to opening up to such discussions if properly guided—with the involvement of progressive religious leaders.

3.1.7 Coordination of child service providers
In Zanzibar, there are a number of related initiatives involving various ministries and donors, such as most vulnerable children (MVC) programmes, gender based violence (GBV) programmes, child protection programmes, violence against children (VAC) programmes, education reform programmes, youth programmes etc. So far, the government has been managing various donor programmes in parallel, resulting in a range of committees being established in districts and Shehias. The short term project funding from donors and the limited donor harmonisation contributes to the coordination difficulties for the government.

Being one of the major supporters of children’s rights in Zanzibar\textsuperscript{21} and being concerned about the need for coordination, SC has made efforts to support UNICEF and the government to coordinate programmes focusing on children’s access to rights and justice. For example, Save the Children has supported the MESWYWC to coordinate programmes and processes in connection with the establishment of child protection committees at central and district levels. These efforts have resulted in the merging of some committees and opening up of dialogue between government departments. SC has also initiated dialogue with UNICEF to improve coordination.

Conclusions: Coordination is still a key challenge, despite some good efforts by SC and the work done by various government ministries and UNICEF. There is still a lack of clarity on the different roles, responsibilities and functions of various committees and government departments. The competition for funding, donor branding and dependence on project-based donor funding is making it difficult for stakeholders to harmonise and to work strategically and long-term.

\textsuperscript{21} UNICEF being the other major supporter
3.2 EXPECTED OUTCOME 2 – CHILD PROTECTION

Expected outcome 2: Child victims of sexual abuse and sexual exploitation in 6 Districts in Unguja and 4 in Pemba, access legal and paralegal services, psycho-social counselling, education, and are reintegrated into society.

Under this objective Save the Children has supported a range of initiatives as summarised under each heading below, where also the findings relating to each output are presented.

3.1.8 Training of paralegals

The project aimed to train paralegals (by the partner organisation Zanzibar Legal Services Centre - ZLSC\(^{22}\)) to enable them to provide legal counselling services to children and community members in all 10 districts of Zanzibar. Since 2007 ZLCS has trained in total 1500 paralegals. Presently 60 are being trained with support from SC. The paralegals are given the basic information on child rights, the Children’s law and other relevant laws and how to work together with partners in dealing with child cases. The paralegals are expected to support parent groups in communities; to raise awareness on child rights; and, when abuse happens, take steps to support the child by liaising with the Women and Children Coordinators at the Shehia level. The paralegals are also expected to provide monthly reports to the ZLSC and follow up on cases in which parents do not wish to report the violations\(^{23}\). In 2013, ZLSC identified the problem of the missing connection between paralegals and Shehia leaders and organised series of Seminars that brought together Shehias, paralegals and the Centre’s staff. Although reaching limited number of Shehia leaders, the seminars were considered as “a successful experiment” that enabled the Shehias to understand the role of paralegals in their areas. Since then, the task of covering all Shehias has been seen as too large and instead ZLSC tries to influence them via the District and Regional Commissioners.

\(^{22}\) ZLCS is active in many areas related to law reform and access to justice. It used to be one of the one of the key organisations in the child rights network of Zanzibar (the network has since become inactive). ZLSC is heavily supported by donors. It has a Basket Fund where Finland, Norway, Danida and Ford Foundation contribute. USAID has provided organisational development support (OCAT). Total budget of ZLSC is 2.6 billion TSH per year (SEK 13 million). Save the Children programmes (VAC and Sida) constitute a small proportion of the total. ZLSC is dealing with so many donors and projects, that they could not tell provide detailed information about who is supporting what.

\(^{23}\) SC Zanzibar annual report 2013 and ZLSC annual report 2013.
The evaluation found that the training of paralegals has been implemented as planned. It is a two-year training course and participants are given a certificate. There is, however, no systematic follow-up or mentoring of the paralegals after the training and there is no data on how they use their skills to help children.\textsuperscript{24} None of the three CCs met had ever been supported by a paralegal. Interviewed stakeholders most often mentioned the organisation ZAFELA as the main legal aid service provider. However, during the course of the evaluation, the evaluators encountered a ZLSC paralegal who was part of a district child protection committee and another who was playing a key role in a parent group. According to the ZLSC report from 2013, paralegals of the Centre were able to provide advice to a total of 148 children in Unguja and 97 children in Pemba.

*Conclusion:* The project has produced a cadre of paralegals with knowledge of children’s rights and the Children’s Act. At least a couple of these have found a role in parent groups and district child protection committees. Some are providing legal advice to children. There is, however, no systematic plan for how to use the paralegals and there is no systematic support and follow-up of their work. This is an untapped potential.

### 3.1.9 HIV/AIDS Awareness

Outreach and media programmes on HIV/AIDS have been carried out for children and community members (conducted by partner ZAPHA+) in the 10 districts of Zanzibar, with an aim of reducing stigma and discrimination. ZAPHA+ has held psychosocial group meetings to support children affected and infected by HIV in all districts. A total of 700 children have attended or are attending these support group meetings. ZAPHA+ also carried out an anti-stigma campaign in three schools, three Shehias (community meetings) and three *madrasas* in South district of Unguja. Media programmes by children are also conducted through radio.\textsuperscript{25}

Due to its important work for children affected by HIV, ZAPHA+ was offered to appoint a MVC (Most Vulnerable Child) to represent the organisation and its target group by serving on the National Children Advisory Board.

The SC contribution to ZAPHA+ is small in relation to its other donors, such as UNICEF, Action Aid, Foundation for Civil Society, Bocar (USAID rapid funding envelope on HIV), etc. The other donor funding finances ZAPHA+’s projects such as

\textsuperscript{24} Interview with ZLSC

\textsuperscript{25} SC and ZAPHA+ reports
the Young Reporters Project\textsuperscript{26}, youth prevention on HIV and support to MVC committees. There is great potential for the SC supported initiatives on child participation and child protection to link up with these related initiatives.

\textit{Conclusion:} The activities carried out by SC partner ZAPHA+ have empowered the 700 children reached. They are more confident, have developed a social support network and are less stigmatised. Counselling services are almost non-existent in Zanzibar beyond this project. However, due to the fragmented project approach (sustained by all donors involved), ZAPHA+ has not been able to create synergies among its various initiatives – nor with the other parts of the SC Zanzibar programme.

3.1.10 Protection of Children with disabilities

This initiative intends to make sure that children with disabilities from all 10 districts in Zanzibar are aware of their rights and how to protect themselves from sexual violence. With support from the project, the Department of Disability Affairs (DDA) has conducted sensitization meetings. In 2013, a total of 283 children (65\% girls and 35\% boys) and 12 teachers were reached in six districts, in two children’s homes and in inclusive education pilot schools. The meetings were also an opportunity for children with disabilities to come together and discuss various issues affecting them, such as humiliation they suffer because of their condition, physical and sexual violence against them, neglect, etc. In West District, for example, the District Commissioner who attended meetings and heard the plight of children proposed that these issues should be given a lot of publicity in the communities and in the media as a way of exposing and ending such practices\textsuperscript{27}. The evaluation team were not able to ascertain whether there are any reports on the outcomes of this campaign. However, some news articles have been posted on the matter, which indicates increased visibility\textsuperscript{28}.

There has been some interaction between the Department of Disability Affairs and the Child Protection Unit at the Ministry of Social Welfare in relation to abuse of children with disabilities. However, despite the base line study\textsuperscript{29} indicating that children with disabilities are overrepresented as victims of all types of abuse, there are so far no deliberate measures in the child protection system to focus on children with disabilities. The Zanzibar Association of Parents of Persons with Developmental Disabili-

\textsuperscript{26} SC supports a similar Young Reporters Project in Temeke, Tanzania Mainland. There is opportunity to tap on this experience of how to leverage freedom of expression and access information to benefit other child rights efforts.

\textsuperscript{27} SC Annual report 2013

\textsuperscript{28} \url{http://allafrica.com/stories/201312040505.html} \url{http://allafrica.com/stories/201304240897.html}

\textsuperscript{29} Out of the Shadows, Study on sexual violence against children with disabilities (2011), which initiated the present SC child protection project in Zanzibar
ties has undertaken their own law review on the legal obstacles for their constituency and submitted proposed law changes to the Ministry of Justice (project funded by the Open Society Fund). Several respondents reported that disability organisations are still marginalised among CSOs working in the child rights and human rights area. For instance, they mentioned that they are not invited to trainings, not included in EU mapping of CSOs, not assisted with capacity development, not part of MVC and VAC programme planning, and therefore cannot play a meaningful role in advocacy and monitoring on their rights. The Department of Disability Affairs is presently drafting a new Disability Policy, which could form the basis for future action if accompanied by government financing and included in ministerial plans and donor support.

Conclusion: In many developing countries, development cooperation programmes in general, and child rights programmes in particular, are not yet inclusive of disability aspects. Disability organisations are weak and often excluded from the mainstream CSO and child rights arena. This is also true of Zanzibar. Nevertheless, the awareness of the vulnerability of children with disabilities has increased among decision-makers as a result of the SC support and the targeted 283 youth with disabilities are more aware of their rights now. Accessing justice is however a huge problem for children with disabilities and their families. They often do not have legal capacity and in many communities children with disabilities are still hidden.

3.1.11 One Stop Centres
The six one stop centres (OSC) were established to offer support to any child or adult who is physically and sexually abused in any way. Each OSC is expected to offer the following services to survivors of all forms of abuse:

- Medical services by health professionals who include a medical doctor
- Reporting of the case to police officers
- Psychosocial counselling provided by a social worker

The centres were expected to reduce travelling costs/time for victims, ensure quick access to all the needed services, and reduce the number of interrogations (re-traumatising victims – especially children). The centres are placed in health centres to have easy access to medical staff. Special rooms have been established for the police and the social welfare officer.

Save the Children has recently conducted an assessment of the functioning of the centres and concluded that there are many challenges. A Standard Operating Procedure (SOP) protocol is presently being drafted by Save the Children to deal with the shortcomings. Our spot-checking in two of the centres confirmed the challenges and revealed that:

- The police officer in the centre is not trained on how to interact with children and their parents in cases of sexual abuse. Sometimes questions are only posed to the parents. Due to the age of consent being as high as 18 years, many rape cases brought to the centre (more than half of the reported cases) are cases of consensu-
al sex between 15-18 year old teenagers, where parents have failed to get a settlement with the boyfriend’s family. The one stop-centre is sometimes used as a threat to get compensation 30.

- The police investigation of the alleged crime must be undertaken in the district where the crime was committed. This means that victims still need to be interrogated twice by the police. The police at the OSC merely issue a report which is needed for the medical examinations to be performed.

- The medical examination also includes an interrogation. There seem to be poor routines for evidence gathering. The doctors are rarely available when they are needed. There is no budget for overtime or travelling of the doctor outside office hours. The doctors are sometimes asked by parents to perform virginity tests 31 on their daughters, which they accept to do as they have not been informed otherwise.

- The social workers are only occasionally present in the one-stop centre. The coordinators from the Department typically support 2-3 one-stop centres. Even when they are present, the services have poor quality due to limited counselling skills.

- The police officers are sometimes out of the one-stop-centre office when called to other duties. When they are absent the doctor and social worker cannot proceed with cases.

- There is no overall coordination of the centres that can plan, budget and monitor services. The involved ministries do not have formal agreements on cooperation and cost-sharing.

- There is no budget for expenses from the involved ministries. There is therefore a low commitment from staff to be on stand-by or work after hours. There has been no capacity development apart from SC funded training and no supplies for the running of the centres (stationary, medical examination tools, evidence bags, toys for children, etc.).

- In one OSC visited (Pemba, Chaka Chaka) there is a fee of 2000 TSH to cover the medical examination cost. Victims are rejected if they cannot pay. The fee was sometimes used to perform the additional service of a pregnancy ultrasound, which is not a standard part of a rape investigation.

- There is no follow up of the victims after the visit and no assistance provided to get in touch with legal aid services.

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30 While the age of consent is 18 years, girls are permitted to marry from 15 years with parents’ consent (9 years according to Islamic law). Rape is not considered to be possible within a marriage.

31 A virginity test is the practice of determining whether a female person has engaged in sexual intercourse. The test involves an inspection of a female’s hymen, on the assumption that her hymen can only be torn as a result of sexual intercourse.
• Few cases are brought to the OSCs because: a) the traditional way of settling conflicts between families is seen as a better option for both parties; b) the low quality of services; and, 3) the fees introduced at some OSCs. The Pemba OSC visited by the team had received no case at all in the past 2 weeks and the Unguja centre (in Stone Town) had around 4-5 per day.

Conclusion: The one-stop centres are presently dysfunctional. There is an urgent need for revision of the model. Likewise, production of clear guidelines/procedures, proper and predictable staffing, capacity building of staff, and agreement between the ministries involved regarding coordination and budgeting are necessary. Save the Children is well aware of the challenges and efforts are being undertaken to address these issues.

3.3 EXPECTED OUTCOME 3 - CHILD PROTECTION

Expected outcome 3: Government and stakeholders buy in and continue the debate on the review and/or repeal of legislation and policies that inhibit effective implementation of the Children’s Act.

Under this objective Save the Children has supported a range of initiatives as summarised under each heading below, where also the findings relating to each output are presented.

3.1.12 Lobbying for policy review
The project set out to support the Women Development and Social Welfare Committee of the House of Representatives and the Zanzibar Network on Child Rights (ZANECRI) to lobby for an alignment of legislation and policies with the Children’s Act. Some of the current laws such as the Penal Code, Education Act, Family Decree and the Evidence Act need to be amended to comply with the Children’s Act (2011).

Despite initial support from Save the Children to ZANECRI for initiating and supporting meetings, the Network is not yet registered and has not been active on the child rights arena. A registration process is underway and meetings are planned for November 2014. However, none of the local CSO partners interviewed saw the Net-

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32 Respondents at the two visited OSC claimed that cases were gradually dropping as services were not seen as helpful.
work as an important priority. They were focused on the operations of their own CSOs and were uncertain regarding the role the child rights network could play in the Zanzibar context. SC reports that the initial support to the ZANERCI was stopped due to some disagreements over spending, but the support will be resumed with one of the main aims being to develop rules and regulations for using funds.

There was no reporting from SC on any activities related to the Committee of the House of Representatives.

According to UNICEF and SC reports, no progress has been made in terms of law reforms during the period of review (since adoption of the Children’s Act). However, with the support of UNICEF and SC, the following guidelines and policies have been developed:

- Rules and Regulations for the Children’s Act
- Strategy on Child Justice Reform 2013-2017 (developed by a UNICEF consultant)
- Gender Based Violence and Child Protection Manual
- Standard Operating Procedures for one-stop centres (on-going), and,
- Child Safeguarding Guidelines in Schools (on-going).

The Child safeguarding guidelines have been produced by a committee from within the Ministry of Education with support from SC staff. They have already been sanctioned by the Permanent Secretary and are expected to be finalised soon. These guidelines include prohibition of corporal punishment in all educational settings in Zanzibar.

Conclusion: There has been no progress in terms of legal reforms in the past three years. However, a range of guidelines, rules and regulations and policies have been established, with support of SC and UNICEF. The local Zanzibar CSOs have not yet developed a strong, joint advocacy voice on children’s rights.

3.1.13 Ending corporal punishment

The project aimed to establish safe learning environments in 20 primary/secondary schools (12 in Unguja and eight in Pemba), with a specific focus on ending corporal and degrading punishments. This has involved supporting the Ministry of Education and Vocational Training (MOEVT) to pilot work on creating a safe learning environment in schools by introducing positive forms of discipline and ending all forms

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33 It is not covering institutions run by other ministries or CSOs.
of corporal punishment. A unit called “Unit for Alternative Forms of Discipline” was established by the Ministry with support of SC. Salaries and offices are paid by the government, but operational costs are met by SC. It has operated for two years and has two employees.

In the first year, 10 schools were selected and headmasters trained (one in each district) and the second year 10 more schools were included (one in each district) to introduce positive disciplining. In these schools corporal punishment has been reduced but not completely abolished. Save the Children report that exclusively training headmasters was not sufficient. Moreover, all teachers and also parents must be included in the discussions and reasoning behind the changes. A consultative process involving the Ministry of Education staff and SC has been initiated, resulting in the development of draft “Child Safeguarding Guidelines”. These are still to be finalised (see above). Corporal punishment is still legal in Zanzibar, under certain conditions.

Spot checks by the evaluation team at one of the pilot schools (56 teachers—all but 5 were female - and 1623 students) confirmed that the teachers and students reported to have a better working relationship and a more open climate of discussion than before. The students confirmed that beating has indeed been reduced in school, and that other methods were being used. Teachers liked their jobs more than before and were more liked by children. Some parents actively placed their children in the school, because of the friendly climate. The Teachers Association also confirmed that the pilot schools have influenced other schools to reduce corporal punishment.

Still, teachers talked more about alternative punishments than a different approach to child development and inclusive teaching methods. Only a few alternative disciplining methods were mentioned (i.e. cleaning chores). Teachers complained that children were still tardy and a few continued to misbehave. Some of the remaining challenges mentioned by the respondents were:

- The pilot project focuses too much on alternative punishments rather than on promoting a positive learning environment. Save the Children acknowledges this, and the “Child Safeguarding Guidelines” is intended to address this.
- School inspections have not yet included the issue of disciplining methods and child friendly learning environment in their inspections. It could be included in the inspection form and inspectors could be trained.

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34 There are a total of 268 government schools in Zanzibar. In total there are 800 schools (including private and Madrassa).
35 The school visited by the team was also piloting many other projects such as inclusive education.
• Religious leaders are not engaged and sometimes oppose the concept of positive
discipline. *Madressa* schools are worse in using canes according to children.
• The Teachers Association is not engaged and members are uncertain of how to
position themselves. The Teachers Association (6000 members) wants to partici-
pate in any project that aims to improve the learning environment in schools, but
was not convinced that corporal punishment should be stopped completely.
• Private schools are still not reached, but according to the Unit positive disciplin-
ing could become a registration criterion for private schools.
• Teacher training colleges have not yet systematically included training on “child
development” and “child friendly learning environment”.
• The school counsellors (two in each school) have no special training to counsel
children. They are presently seen as the headmaster’s assistant “to deal with prob-
lematic children”.
• Positive disciplining is not yet included in the larger school reform programme
supported by donors (including Sweden).
• The Ministry has not yet abolished the circular allowing headmasters to hit chil-
dren, resulting in mixed messages to schools and teachers.

*Conclusion:* Targeted schools are working much better and in a child-friendly man-
nner. Furthermore, schools outside the pilot areas are reducing the use of physical pun-
ishment. However, there are many remaining challenges. Important preconditions for
broader results would be a) a complete ban of corporal punishment by the Ministry;
and, b) inclusion of religious leaders, the parents and the teachers association in the
efforts to replace corporal punishment with a child friendly and positive disciplining
approach.

### 3.4 EXPECTED OUTCOME 4 – CHILD PROTECTION

**Expected outcome 4:** Increased awareness and knowledge on child abuse and pro-
tection among religious leaders, visitors, tourists, public transport operators and or-
ganizations

Under this objective Save the Children has supported a range of initiatives as summa-
rised under each heading below, where also the findings relating to each output are
presented.

#### 3.4.1 Public awareness and child protection

SC has undertaken a number of efforts to raise awareness about child protection
among the public:

• Consultations with children in schools identified that public transport providers
i.e., the *Dala Dala* which children use to go and leave school do not provide a
safe setting for children. An awareness campaign with the *Dala Dala* drivers,
conduits and the public was undertaken, reaching 200 or 80% of the *Dala Dala* vehicles. The aim was to promote behaviour change of the transporters and their staff when dealing with child passengers. According to the SC annual report 2013 a few *Dala Dala* drivers became more child-friendly as a result.

- 11,000 footballs were distributed to schools in Unguja and Pemba, and 9,000 footballs were distributed to youth, juveniles and sport teams in Unguja and Pemba. This intervention provided entertainment for children and afforded them an opportunity to play.

- Efforts to raise child protection awareness among tourists were undertaken in collaboration with the Department of Immigration. 50,000 Arrival/ Departure cards were printed and dispatched. Each card contained a child protection message and information on where to call in case of suspicion regarding child abuse. The message also emphasised that perpetrators would be prosecuted and punished by law in Zanzibar.

- With SC support, ZLSC has undertaken 12 radio and TV programmes with Zanzibar Broadcasting Cooperation (ZBC) on child rights and child protection. The purpose of these has been to promote positive behaviour change to ensure that children are better protected from abuse and exploitation.

These awareness raising activities have led to increased visibility of Save the Children in Zanzibar. Many of the respondents in the evaluation mentioned the football distribution as a very popular public relations event. Furthermore, respondents maintain that there is an increased awareness on child sexual abuse in society. Clearly there was an openness to talk about these issues at the government at national and district levels and media has openly reported on cases, even in sensitive settings. These reported changes cannot be clearly attributed to the SC supported activities, but statements from key officials in the government point at the importance of SC presence in this regard.

**Conclusion:** Although not clearly attributed to the SC awareness raising activities per se, but rather to the increased visibility in media and in communities of child rights violations and child rights messages, many respondents maintain that there is increased awareness on child sexual abuse in society. As for the specific SC awareness-raising efforts, these have been disjointed and not accompanied by base lines or targets. Except for the few cases of *Dala Dala* drivers changing their way of working, there is no evidence on changes in attitudes or behaviours as a result of the SC awareness raising activities. Religious leaders were not targeted as envisaged in the expected outcome statement.

### 3.4.2 Child protection diploma course

Save the Children supported a certificate course on “child rights and child protection” at Zanzibar University with an aim of increasing the competency among local professionals dealing with children such as law enforcement professionals (police) and gov-
government civil servants like Social Welfare Officers. In total 75 students (50% women and 50% men) graduated from the Diploma Course in Child Protection at the Zanzibar University. They are now applying what they learnt during the course. In particular, students engage in community work with villages surrounding the university in Tunguu area. 10 students who recently graduated from the programme have so far been admitted to pursue law degree at the same university.

The programme faced a number of challenges and most likely could have achieved better results with higher quality and better focus. For example, the course did not include practical field experience and on-the job training opportunities. There was a lack of teaching aids and learning materials reflecting the local context. The course was designed to attract students that were form four graduates, which meant they did not master the medium of instruction (English). The financial support that Save the Children has been extending to the university to support the programme was reported to be insufficient for the number of students admitted into the course. It has so far not rolled out in Pemba, which means that there are few students from Pemba.

Conclusion: Although some graduates have been able to use the course as a bridge to further studies and better work opportunities, the general assessment is that the course has not achieved what it set out to do.

3.5 EXPECTED OUTCOME 1 - HARMFUL CHILD LABOUR

Expected outcome 1: An improved legal framework for the elimination of child labour

Save the Children has facilitated a number of meetings with the Government partners (Department of Labour and Ministries of Education and Social Welfare) to coordinate and manage action based on the National Action Plan for Elimination of Child Labour (developed with support of ILO). Still, the Children’s Act Regulations for working children have remained as work in progress for the past three years and the Government is yet to gazette the List of Worst Forms of Child Labour as envisaged in the Action Plan. There is divided leadership for addressing child labour, as the Department of Labour only takes responsibility for the formal sector (where children are mostly not working) while the Child Protection Unit at the Department of Social Welfare is responsible for child protection issues (covering the informal sector). It was not clear which of the two should monitor and report on the National Action Plan.

Conclusion: There has been limited progress towards this objective.

3.6 EXPECTED OUTCOME 2 - HARMFUL CHILD LABOUR
Expected outcome 2: 5000 Children withdrawn from labour, or who were at risk of entering into child labour in 6 districts of Unguja and 4 districts of Pemba are enrolled in regular schools, alternative education, or vocational training.

SC worked with the Ministries of Labour, Education and Social Welfare and with four CSO implementing partners, 2 based in Unguja and the other 2 in Pemba:

- TAMWA - Tanzania Media Women’s Association
- COWPZ - Catalyst Organisation for Women’s Progress in Zanzibar
- KUKHAWA - Kupunguza Umasikini na Kuboresha Hali za Wananchi
- PIRO - Pemba Island Relief Organisation

Partners have facilitated the return of children to school by supporting families and children to understand the dangers of work and by reducing economic barriers experienced by families - such as school fees, transport costs, school materials and livelihoods. More than 5000 children (mainly boys) in harmful, informal work have been reached and assisted with “school packages” to motivate them to return to schools. Families were also provided with some income generating support. So far the retention rates for the targeted youth have been very high (99%). However, the general drop-out trends (outside the project) are discouraging, especially among boys in Pemba. The reasons for this are: a) the poor learning environment in schools; b) the continued poverty of the families; and, c) the peer pressure on boys to “provide” for their girlfriends and siblings. Girls mainly drop out due to early pregnancies.

Children met by the evaluators in pilot schools complained that their peers who have returned back to school from child labour are given more favourable assistance under the project (i.e. scholastic materials) compared to those who have not participated in child labour. In effect, dropping out was seen as being rewarded. The evaluators also received reports of children deliberately going into harmful labour in order to be “saved” and given a free school package and income generation support for their families. The former working children also engage in “saving” their peers.

Conclusion: The objective has been reached and the project has effectively assisted more than 5000 children to return to school. Nonetheless, general drop-out rates are increasing due to the poor learning environment in schools, poverty and peer pressure. The incentive of being “saved” and “rewarded” after dropping out and returning is also a factor. The implementing partners (like KUKHAWA) have not built sufficient capacity to ensure that they can independently and effectively implement the project activities without SC involvement in the future.
3.7 EXPECTED OUTCOME 3 - HARMFUL CHILD LABOUR

Expected Outcome 3: 1,000 Households in the selected communities’ households with ex-child labourers are involved in the income generating activities programme.

Some 1085 families have been supported in various income generating activities (IGA) e.g. fishing, goat keeping, vending, bee keeping, poultry and seaweed farming. However, the viability and sustainability of these initiatives is uncertain. SC project monitoring reports and respondents confirmed that:

- the families lack entrepreneurship skills and technical skills in income-generating activities chosen by the families, despite the entrepreneurship training and mentoring made available by the project
- the projects selected are not based on market analysis and therefore are not always viable in the local context
- members of each IGA group only acquire skills in one type of business, so they cannot diversify when finding that the original idea is not viable
- the capital provided is too small to enable participants to start business which generate sufficient income
- synergies with available government and non-government micro credit and income generation activity programmes are not sought
- the members are not required to provide any inputs themselves, everything is paid for, leading to reduced commitment to the project

Conclusion: The objective has almost been reached, but the results will be difficult to sustain or lead to the intended outcomes with the present design of the support. It is furthermore questionable whether SC should get involved in developing and supporting IGA programmes, which is not within its core area of expertise.

3.8 OVERALL ASSESSMENT OF EFFECTIVENESS

3.8.1 Child Protection Assessment
Save the Children’s support has contributed to the fact that violence against children and child sexual abuse are now on the agenda in the media, among decision-makers and even in communities in Zanzibar. A national campaign against violence against women and children is being launched in December 2014. Children’s rights are increasingly being discussed from various angles and government departments are engaging with Save the Children in development of policies and guidelines. The support from Save the Children has also contributed to the establishment of the formal institutions responsible for protecting and supporting child victims, witnesses and offenders in Zanzibar, including building a Children’s Court, a Children’s Unit at the Public Prosecutors, Police Gender and Children’s Desks, a Child Protection Unit within the
Department of Social Welfare and One-Stop Centres at selected health facilities. Recently, a multi-sectoral National Child Protection Committee has been created (along with 10 district level committees). In addition, 218 children’s councils and 104 parental groups have been established in Shehias to raise awareness on children’s rights and create channels for child participation and reporting on child rights violations. Children in these councils are now aware of their rights and parents have started to discuss parenting practices. Also, 20 schools are piloting “positive disciplining” with support from SC. In these schools, there is a more friendly and open learning environment, even if corporal punishment is still prevalent. Hundreds of children have accessed legal support or counselling from SC partner organisations.

These results are impressive considering the short time-frame of the project. However, the structures are yet to produce significant outcomes for children. Child victims, witnesses and young offenders do not yet generally receive a child friendly/child sensitive response from the justice system – if they are able to access the system at all. Very few cases have been successfully finalised by the Child Friendly Court so far and the one stop centres have yet to become functional as intended. Children in general do not access legal aid and do not know they have a right to justice. The challenges still facing children in the justice system in Zanzibar include:

- Too little alignment with the new Children’s Act of old laws such as the Evidence Act, the Penal Code etc. Although major legislation is in place, a number of laws need reform to be in line with the Children’s Act.
- Lack of alternative sentences options such as detention centres, young offender’s rehabilitation centres/programmes.
- Lack of child friendly court procedures for child victims.
- Lack of child friendly courts for child offenders in the other four regions of Zanzibar (the pilot court is placed in Stone Town.36).
- Limited competency and experience of the magistrates and prosecutors. There are no rules of procedures to guide magistrates and prosecutors/defence lawyers in the conduct of the cases before the children’s court.37
- Break in the chain of evidence, victims do not show up in court, perpetrators or police delay cases.
- Police bribery.

36 According to SC comments on this report there is a second Child friendly Court in Chake Chake in Pemba. This could not be verified by the evaluation mission.
37 Under the Children’s Act (2011) Rules of Procedure to regulate proceedings in the children’s courts are supposed to be promulgated. But since the Act entered into force there are yet to be adopted such rules.
The practice of “informal” or illegal out of court settlement of criminal cases where children are victims in the context of “muhali”\textsuperscript{38}. The prevention activities and the involvement of communities and parental groups have only been initiated recently and need more time and guidance.

- There is lack of schemes to provide legal and other assistance to children in contact with the law (both offenders and victims). The paralegal system could be more effectively and systematically utilised.
- The Children Councils are yet to develop their roles and mandates as stipulated by the government.

The structures that have been put in place are essential components for the child protection system, but they have been put in place too quickly, without sufficient support and guidance. In addition, some important parts of the child protection system were initially overlooked, e.g. violence prevention and the structural and cultural obstacles. Key stakeholders such as religious leaders and communities are not yet included in the processes. There is insufficient coordination between ministries, donors and various CSOs. Likewise, the capacity of the judiciary and other professionals in the child protection system is still weak. Legal reforms and budget allocations from the government are also preconditions for an effective and sustainable child protection system.

The evaluation team acknowledges that SC cannot address all of these issues alone, but it illustrates the scale of the challenge and areas where additional efforts by SC and others are needed.

\subsection*{3.8.2 Harmful Child Labour Assessment}

The overall assessment is that the project has indeed helped the targeted 5000 children (mainly boys) to return to and be retained in school by providing moral and financial support. This is a great achievement. The sustainability of the efforts could however be questioned as the underlying conditions – such as poor learning environment in schools\textsuperscript{39}, family poverty, lack of awareness on the negative consequences of child labour on the part of parents and children involved and peer pressure remain as challenges.

\textsuperscript{38} Muhali is a common practice in traditional dispute settlement in Zanzibar where members of the family of the offender and those from the victims tend to “settle” disputes out of court, including criminal matters, before courts on the basis they are related and so they cannot proceed with court proceedings that might bring about adverse results consequent to which there would be termination of harmony and relationship.

\textsuperscript{39} This takes place in forms of lack of adequate class rooms and scholastic materials as well schools that administer corporal punishment.
3 EFFECTIVENESS

The child labour project has been implemented by SC civil society partners. They depend heavily on Save the Children financial support and presence for their work – for example, the downsizing of the SC offices in Pemba was noted to have halted some of the outreach activities. This dependence will affect the sustainability of the results and the efforts to reach more children.

So far, there has been no comprehensive national effort to address harmful child labour as envisaged in the National Action Plan for Elimination of Child Labour. Important policy provisions still remain work in progress.

3.9 UNINTENDED POSITIVE AND NEGATIVE EFFECTS

The project has had both positive and negative unintended effects. To begin with, positive side effects have been noted in pilot schools where the focus on “alternative disciplining” also has contributed to a friendlier and more open working climate. Despite the narrow focus on finding alternative methods to punish children, the project has led to a broader improvement of relationships between teachers and students in the pilot schools. The positive reputation of these schools has also inspired schools outside the pilot project to use less corporal punishment.

There are also disquieting negative side effects. The One-Stop Centres are presently dysfunctional and the functioning may even violate children’s rights e.g. by insensitive/repeated interrogations and unrequired bodily examinations, despite the very good intentions. The lack of coordination and guidance along with the limited and unsystematic capacity building of staff (from the three service providers police, health and social welfare) means that children are not getting the intended quality services. Children’s access to support is also affected by the fact that doctors, social workers and police officers are often unavailable given their other duties. In at least one of the centres the levying of fees is making the services inaccessible to most families. These issues are already acknowledged by Save the Children and measures are being taken.

An unintended negative effect in the child labour component is that sometimes children have purposely entered into harmful work in order to be “saved” with the benefits offered by SC.

40 Noted at field visits and confirmed by SCs own assessment report
41 Interviews with children in the project area, Pemba
3.10 APPLICATION OF RIGHTS-BASED PRINCIPLES

The project has applied a human rights based approach in terms of its deliberate efforts to empower rights holders (children) to know their rights and enhance their voices and to support duty bearers (the government) to fulfil their obligations. It has demonstrated accountability and transparency in its practices and reporting (see more under efficiency).

An analysis of how the child rights principles have been applied in the project shows the following:

- **Voluntary, safe and inclusive participation.** While partner ZAPHA+ demonstrated a very good understanding of safe and inclusive participation in their practices, some other project components have yet to embrace these as important principles. The CCs for example can improve in terms of inclusiveness in their recruitment and election processes and address the way adults control these groups and discourage assertiveness. This is being said in full recognition of the difficulties posed by the context and that such changes may take time. One-stop centres and police can improve in terms of putting the child victims (rather than the family) in the centre of attention and assisting them to get safe, to get a voice and to participate in the legal process, with support of adults (e.g. from CSOs or paralegals).

- **The best interest of the child.** Generally, the best interest of the child has been a strong focus of the Zanzibar project. But a few of the project components have focussed more on the “interest of parents” than on the best interest of the child, for example, the present functioning of the one-stop-centres and the parental groups.

- **Non-discrimination.** Non-discrimination is understood as deliberate efforts to ensure inclusion of marginalised/vulnerable groups (based on an analysis of who are excluded and why). In Zanzibar these groups would be, for example, girls, poor children, children with disabilities, children affected by HIV, and children in conflict with the law, children who do not conform to traditional gender norms, religious minorities. The SC project and its partners have addressed the gender aspects rather systematically. Plans and reports mostly have disaggregated numbers on participating girls/women and boys/men. Although actions are not always systematically taken to analyse and address inequities discovered, SC is presently discussing why harmful child labour carried out by girls is not yet if focus and how to involve boys/men more effectively in the work on child protection and prevention of GBV.
Other discrimination aspects are not so visible in the various SC project components and analyses (except in the ZAPHA+). For example, children with disabilities are generally not included in CCs (except on national level), although this is a requirement according to the guidelines. Despite the initial study (SC/Handicap International) on children with disabilities being over-represented as victims of abuse and sexual assault, the child justice structures and systems developed with SC support have not yet specifically addressed this group. While recognising the good efforts made to raise awareness and empower children with disabilities to know their rights, children with disabilities have been separately dealt with rather than included in the general design of project. Furthermore, teachers still need to understand that behavioural problems may be caused by a disability or diagnosis (like ADHD) or by the socio-economic situation of the family and that punishment (even if it is “alternative”) in these cases may be unfair and unhelpful.

42 Out of the Shadows, Study on sexual violence against children with disabilities, 2011
4 Relevance

5. Was the overall project objective relevant to the specific needs of the girls and boys in the projects’ areas?

6. To what extent are the (implicit) theories of change of the projects relevant to the contexts?

7. What role has SC played among the child rights actors in Tanzania? What added value do SCT and the projects bring?

4.1 Relevance to context

As mentioned in the context section, violence against children is a serious problem in Zanzibar. The evaluation found that the extremely high levels of violence and sexual abuse are also considered by children and policy makers as one of the biggest violations of children’s rights in Zanzibar. Respondents also mentioned that not only were children violated by the offenders, they were subsequently violated again by their families in informal settlements.

Against this background, the evaluation team finds that the overall objectives of the projects were indeed very relevant to the context and the specific needs of girls and boys in Zanzibar. However, its strong focus on the formal response systems might not have been the most strategic as the crimes are usually settled informally. While a functioning and trusted formal system is a precondition for justice, it cannot provide outcomes for children unless it is accessible and provides quality services.

The harmful child labour initiative has been less relevant to girls as the type of work targeted were performed by boys. Furthermore, the IGA component of the child labour initiative was not so relevant to families as it did not address longer-term livelihood issues (due to its design).

The focus on child protection is also in line with the Zanzibar Children’s Act and the National Plan to Respond to Violence Against Children 2011-2015 – developed with support of Save the Children.

43 Report by UN, Centre for Disease Control & Prevention and the Tanzanian/Zanzibar Governments
http://www.unicef.org/media/files/VIOLENCE_AGAINST_CHILDREN_IN_TANZANIA_REPORT.pdf

44 Other important areas mentioned by the national Children’s Advisory Board include inequality and extreme poverty of children, discrimination of children with disabilities, poor learning environment in schools, and lack of participation and voice of most children.
4.2 Relevance to Swedish strategies and priorities
Furthermore, the child protection project is relevant to the new Swedish government results strategy for Tanzania. The strategy states that the main target groups should be women, children and youth (page 1) and that the areas to be covered by Swedish support should include “children’s rights and sexual and reproductive health and rights” (page 6). Also, Sweden shall contribute towards “increasing the quality of education and create opportunities and incitements for girls and children with disabilities to be included and access education” (page 5).

4.3 The theory of change
As discussed in section 2.3, the programme has lacked an explicit and logical theory of change. The implicit theory of change has been disjointed, lacked coherence and not fully relevant to the context. It did not sufficiently address underlying causes of abuse and exploitation and did not engage the structures of the existing parallel child justice systems. Many of the major obstacles for children in accessing protection and justice have yet to be addressed by the project. SC is aware of the gaps in the project and has already taken measures to address these, including increased focus on prevention, on involvement of parents, communities and religious leaders as well as addressing weaknesses in the structures established.

4.4 The role of Save the Children
Save the Children is seen by other stakeholders as a key actor for children’s rights in Zanzibar. SC has played a significant role in the development of a child rights agenda in Zanzibar in the past 5 years. It is appreciated for its consultative and grassroots approaches and is seen by many as one of the strongest child rights actors. “Save the Children helped Zanzibar to be aware of children’s rights” was one typical statement. SC has played a key role among the child right actors and added value both at the policy level and at grassroots level. The structures and systems established have high visibility, and will serve as a good basis for future child protection and participation systems.

The project design has not been fully in line with SC’s own core mission and to its own principles and guidelines on child protection and child participation. In the eagerness to make a difference and show visible outputs, SC has not kept to its important role as a rights based capacity builder and facilitator of local processes, but engaged directly in implementation of initiatives (albeit in formal partnership with the government). This may have been a strategic way to speed up the processes and overcome initial difficulties, but the approach poses a risk of limited sustainability.

When a strong actor like SC is directly and successfully operational in a developing country with a fledgling civil society, care must be taken to avoid “crowding out” of domestic CSOs. In the long run, this has a detrimental effect on civil society and its ability to develop. With its experience, technical capacity and internal resources, there are opportunities for SC to engage more actively to robustly develop and nurture the capacity of Zanzibar child rights civil society.
5 Sustainability

8. How far is the project embedded in local structures – plans, human resource allocations and budgets? Did partner country stakeholders participate in the planning and implementation? Are the projects supported by local institutions and well integrated with local social and cultural conditions? What support has been provided from the relevant national and sectoral policies and budgetary policies/allocations?

9. Were project partner’s capacities being properly built (technically, financially and managerially) for continuing to deliver the project’s benefits/services?

10. Is there a phase-out and exit strategy? If so, is it viable and being implemented according to plan?

11. Are there other major factors have influenced the achievement and non-achievement of sustainability of the projects?

12. To what extent are the approaches, services and interventions replicable across Tanzania/Zanzibar and in other contexts? To what extent can they be brought to scale?

5.1 Sustainability of attitudinal changes and capacities
The increased awareness of children’s rights which has been built through the SC projects among key government officials, teachers, social workers, paralegals and members of Children’s Councils will have lasting effects beyond the project. The Children’s Act, the policies and plans and the structures developed in the area of child protection and child participation can also serve as a foundation for the future if the government is able and willing to integrate these efforts into overall systems of governance and ensures that the necessary financial and human resources are made available for their functioning.

5.2 Embedding in local structures and contexts
Participation of authorities in planning, development of policies, and implementation has been substantial, but ownership in terms of financial commitments towards the structures and system developed is still limited. The budgets are mainly paid by SC and UNICEF with very minor contributions from the government. The coordination among (and within) Ministries is still insufficient. At district and village level, staff and community members who are part of the project components volunteer their time, but there are very limited budget allocations for activities and the projects have yet to be merged in district and Shehia plans and budgets.

The project has had some success in human resource development, but has not yet effectively contributed to an enabling institutional environment for these changes to become sustainable. Capacities of stakeholders have not been sustained as most training has consisted of one-off events. The project is still in its very early stages (third year) and needs substantial efforts to become effective and sustainable. Some examples of processes that are not yet anchored in the national system include:
4 RELEVANCE

- Due to the substantial funding and technical support provided by SC (and UNICEF) for the development of various parts of the child protection system – e.g. assessments, policies, guidelines, strategies, capacity development/trainings, children council activities, travelling, technical equipment, the various government departments have yet to feel and be perceived by others to be in the driving seat. They still have very limited budgets beyond the basic salaries and office space. The respondents at the Ministry of Social Welfare state that 80-90% of their budget is provided by SC and UNICEF. In Pemba, the budget for the district child protection committee is unknown to the two social welfare officers in charge. They rely on funding from SC (or other donors) to undertake meetings, community follow-up visits and awareness-raising.

- While participating actively in the SC pilot project on “alternative forms of disciplining”, the Ministry of Education of has not yet clearly banned corporal punishment in its regulations, which is sending mixed messages. The pilot project is not yet coordinated with the Global Fund Education Reform programme (supported by major donors including Sweden) and the Unit (for alternative forms of disciplining) expresses a feeling of isolation. The teacher’s association and teacher training colleges have not yet been involved in the project.

- The Department of Labour expresses no ownership of the National Plan of Action for the Elimination of Child Labour (developed by ILO) and the project staff working with the issue together with CSO partners report first and foremost to Save the Children – not to the Department. A complicating factor is that all international Conventions are signed at the union level, while Zanzibar and Tanzania Mainland have different legislative systems.

5.3 Partner capacities and the role of SC

Another limitation for sustainability is the lack of an active and coordinated child rights movement in Zanzibar that could engage with the government and with institutions (including religious ones) and communities in relation to child rights. As a result, child rights advocacy efforts tend to be donor driven. The child rights network – ZANECRI – received initial support from SC, but is yet to be active and formally registered. In general CSO partners were supported more as project implementers than as vision-driven CSOs and actors in their own right.

The National Children Advisory Board also does not yet have the capacity to act as a strong voice and monitoring body. The Board meets monthly and quarterly as required in the constitution. These meetings are facilitated and financed by Save the Children. In addition, they contribute to the annual child rights report produced by the Ministry of Social Welfare on the African Day of the Child.

Local CSOs have commented on the branding that is part of all international organisations’ agendas. This branding is needed for these organisations to underpin their international fund raising. With regard to SC in Zanzibar, this branding has for example included distribution of 200000 footballs and the presence of SC logos on e.g. the Children’s Court, the One-Stop Centres, the pilot schools (for “alternative forms of
disciplining”) and the Children’s Councils. It is widely believed that the child protection and child participation structures and programmes established are owned and run by Save the Children.

Example of a sign outside one of the 20 pilot schools for “alternative disciplining” featuring the SC logo.

5.4 Replication of models and bringing them to scale

The child protection model in Zanzibar, with its many components (e.g. justice system/structures, children councils, parental groups, corporal punishment programme, child labour initiative) is not yet up and running in a sustainable way and needs to be further developed and strengthened, before any of its parts can be replicated across Zanzibar and elsewhere.
6 Efficiency

13. Have the projects been managed with reasonable regard for efficiency, using the least costly resources possible to achieve the desired results? To what extent have the projects’ resources been managed in a transparent and accountable manner?

14. How flexible were the projects in adapting to changing needs and (favourable and unfavourable) external conditions to meet objectives?

15. How did the projects co-ordinate with other similar interventions to encourage synergy and avoid overlaps?

6.1 Efficiency or systems and structures

In terms of financial management, documentation reviews, interviews and observation reveals that SC is managed with regard for efficiency in a transparent and accountable manner. The organisation has solid financial administration systems in place and has shown readiness to detect and address corruption. SC has routines, resources and competence to ensure adequate financial management, including internal and external checks and balances. In the past year, these have been revised and updated to increase cost-consciousness. It is the judgement of the evaluation team that SC has done much to ensure efficiency and professional management of its resources. Procedures for financial management and human resources management are well documented and functioning. Issues of misuse of funds are detected and acted on. However, the present reliance on project funding of SC hinders the organisation to work strategically and long term, which also affects efficiency.

SC’s human resources seem adequate and competent. Interactions with different staff members suggest that SC in Zanzibar is generally a “learning” organisation that is relatively flexible in adapting to changing circumstances. However, the rather large influence of individual SC directors and managers and the frequent turnover of staff have also had an influence on the efficiency. Furthermore the organisational setup with thematic, operational and geographic managers was not seen as an efficient support system by the Zanzibar team45.

45 Having to report to both a thematic and an operational head, in addition to the overall head of the SC mission was seen as less efficient. Zanzibar is a semi-autonomous state, which may require a different approach.
In terms of efficiency of implementing partners, the evaluation team has varying impressions of different partners. Government partners in general are hampered by the limited budgetary backing and tend to be over reliant on donor project funding. Harmonisation in donor funding and dialogue could help overcome these deficiencies.

Some CSO partners are very strong in management and human resources (often thanks to funding from other donors). These organisations typically only had a small share of funding from SC. Other CSO partners were weak in management and human resources, and relied on mentoring and support from SC staff. These were typically CSOs that had a large share of their budget from SC. In general CSO partners were functioning more as project implementers than vision-driven CSOs and actors in their own right. Due to the lack of harmonisation among donors, CSO partners spent a disproportionate part of their work on bidding, reporting and relating to various donors – which is not efficient.

In terms of geographic approach, SC has been working with Shehias in all 10 districts of Zanzibar. The spread has logistical cost implications and hampers the possibility of synergetic effects within a district. Furthermore, the Children’s Council components of the Tanzania Mainland and Zanzibar projects respectively have had minimal dialogue and interaction. The Zanzibar models have been marketed as examples of good practice, before being sufficiently developed and evaluated. Cross-project learning would have been beneficial for effectiveness and efficiency.

### 6.2 Cost efficiency

According to the transparent accounts provided by SC, the following costs were incurred over the two-year period 2012-2013 (table below). Although outcomes are still few/limited, the investments made in structures and systems have the potential to become a good foundation of the future child protection system.

<table>
<thead>
<tr>
<th>GBP</th>
<th>Outcome</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Capacity building for the police children desks</strong></td>
<td>15 300</td>
</tr>
<tr>
<td><strong>Promoting alternative forms of disciplining</strong></td>
<td>24 800</td>
</tr>
<tr>
<td><strong>Child friendly court</strong></td>
<td>18 900</td>
</tr>
</tbody>
</table>

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*The SC accounts are presented in GBP*
<table>
<thead>
<tr>
<th>Initiative</th>
<th>Cases/Groups</th>
<th>Note</th>
</tr>
</thead>
<tbody>
<tr>
<td>Department of disability affairs for campaign</td>
<td>3 900</td>
<td>Awareness increased to some extent among the public and targeted youth.</td>
</tr>
<tr>
<td>Child Protection Units (national and district child protection coordination committees)</td>
<td>13 600</td>
<td>Coordination efforts are starting, but committees are unclear about mandates and have no activity budgets (or are not aware of them).</td>
</tr>
<tr>
<td>Comprehensive child friendly services, and referrals of child victims of sexual abuse</td>
<td>46 000</td>
<td>Not yet working as intended.</td>
</tr>
<tr>
<td>Advocacy for review of laws and policies</td>
<td>13 500</td>
<td>No reforms of laws but policies and guidelines in a number of areas have been produced.</td>
</tr>
<tr>
<td>Building constituencies for support</td>
<td>10 600</td>
<td>Coordination efforts have been supported, but harmonisation is still limited and government budgets are still insufficient. Religious leaders and teachers’ union are not yet involved and the education reform programme is not targeted.</td>
</tr>
<tr>
<td>Campaign on child abuse and development of IEC materials</td>
<td>12 800</td>
<td>Awareness has increased, but no system in place to monitor and measure these.</td>
</tr>
<tr>
<td>Parent groups</td>
<td>2 900</td>
<td>104 groups established, but still with unclear role and mandate. Have potential to become important actors in prevention work.</td>
</tr>
<tr>
<td>Training of paralegals and outreach programmes (ZLSC)</td>
<td>12 300</td>
<td>60 paralegals trained, with potential to serve children with legal aid and influence communities.</td>
</tr>
<tr>
<td>Psychosocial support to children (ZAPHA+)</td>
<td>10 800</td>
<td>345 children counselled.</td>
</tr>
<tr>
<td>Children’s councils</td>
<td>3 300</td>
<td>218 groups established and aware of children’s rights. Influence still limited and democratic processes need developing. Have potential to become a children’s voice.</td>
</tr>
<tr>
<td>Children’s Advisory Board</td>
<td>9 700</td>
<td>Meets regularly and produces annual report, but no systematic influence or participation in relation</td>
</tr>
</tbody>
</table>
6.3 Overlaps and synergies

In terms of overlaps, these are rather frequent in Zanzibar. Especially the overlaps between UNICEF and SC were mentioned by respondents, but also other projects with similar target groups, aims and coordination structures are implemented in parallel as mentioned earlier in the report. Zanzibar only has 1.3 million inhabitants. In this context, the UN and Save the Children programmes are rather substantial. UNICEF has a comprehensive programme (covering health, child protection and education), UNFPA has a programme focusing on youth and reproductive health (including gender based violence)\(^47\), ILO/DFID supports social protection programmes, UNESCO supports teacher training, WHO and FAO/WFP support child health and nutrition. In addition there are a number of other donors supporting various aspects of children’s rights - for example, the Global Partnership for Education (joint donor effort) and the international CSOs such as SOS Children’s Villages, the Norwegian Association of Persons with Developmental Disabilities, Action Aid, Foundation for Civil Society/DFID, Zanzibar International Development Agency (Canada), Partnership for Child Development and Table for Two (working with the WFP), Zanzibar AIDS Association and Support of Orphans. Furthermore, EU has provided around 3 million euros to the Zanzibar Non-State Actors Support Programme (ZANSASP)\(^48\) since 2011, which aims at developing civil society capacity and USAID is focusing on e-learning, vocational training and civil society capacity building. All in all, there are many programmes implemented in comparison to the size of the population and the size of the government structures. Naturally, this creates a risk of duplications and lost synergies if coordination is suboptimal.

The major areas of improvement lie in the opportunities for increased harmonisation/coordination with other stakeholders and a more deliberate effort to support a local vision-driven child rights movement.

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\(^47\) [http://countryoffice.unfpa.org/tanzania/drive/Youth-Zanzibar_A4EngFinal.pdf](http://countryoffice.unfpa.org/tanzania/drive/Youth-Zanzibar_A4EngFinal.pdf)

7 Conclusions and Recommendations

7.1 OVERALL CONCLUSIONS

While the expected outcomes of the project have only been reached to a modest extent so far, a wide range of outputs have been successfully achieved - mostly in terms of structures being in place and individual children supported. The main achievements are: a) violence against children and child sexual abuse on the agenda in the media, among decision-makers and even in communities; b) formal child protection structures have been established; c) policies and strategies are being developed to guide development of a child protection system in a sustainable manner; d) thousands of boys have been assisted to return to school from harmful child labour; and, e) hundreds of girls and boys have accessed counselling and legal aid services.

The project has managed to lay a foundation for a future child protection system, but the quality of the present approaches, structures and services needs to be improved before scaling-up further. The major challenges observed are:

- Although showing great commitment to the development of a child protection system, the government has still to reform legislation, make sufficient budgetary allocations, develop its human resource capacity and improve coordination to underpin the functioning of the established structures and programmes.
- The project driven approaches (due to donor funding practices) and weak coordination/harmonisation among stakeholders are leading to short-term, isolated interventions rather than long-term inclusive and sustainable development processes.
- The limited attention by the project to prevention of violence and the structural and cultural obstacles facing children in their access to justice and rights has meant that so far few children have accessed the new structures and opportunities.
- The lack of an active and coordinated local child rights movement that can advise and monitor the government and donors (including Save the Children and UNICEF) presents a risk for the future sustainability and quality of the project.

There is a need for a revision of the focus and approaches of the SC Zanzibar child protection project. It should be based on a comprehensive child protection and child governance strategy that takes into consideration the underlying causes of violence, the obstacles facing children in accessing justice (as both victims and offenders) and the need for duty-bearers to take responsibility in terms of policy guidance and budgeting for children in accordance with the Children’s Act and international commitments. It requires a long-term consistent approach by SC instead of a set of project-
funded activities from various donors. The Swedish Embassy can help in this respect by granting SC more long-term programmatic support.

When revising the approach, SC should consider the lessons learnt from the present approaches, in particular:

- A sustainable and effective child rights governance system requires efforts to strengthening of the indigenous child rights CSOs so that the child rights movement can actively hold duty-bearers to account regularly at all levels. The Zanzibar civil society child rights actors are particularly in need of this support. The evaluation team also notes that SC has mainly partnered with local civil society as a means to achieve certain outcomes. The strengthening of a local child rights movement in its own right has not yet been a strong element of the SC programme, although there have been efforts to support ZANECRI.

- Local communities – including parents, teachers, religious leaders and elders – need to be included in the child rights work so that children are supported in their council activities. Community level champions of children’s rights are also important to influence existing power structures, norms and practices - and to hold authorities to account. Engaging with communities would also create opportunities for promoting positive parenting and preventing violence (an area in which the project has at best only made modest progress so far).

7.2 RECOMMENDATIONS FOR THE SWEDISH EMBASSY

Given the focus of Sweden’s Strategy for Tanzania and the expertise and experience of Save the Children, a continued future partnership in the area of child protection and child rights governance would be relevant. More effective and sustainable results and a more efficient implementation can be achieved through longer-term programme support. Core support could be considered if other SC donors also agree to join a basket-funding mechanism. Project support should be avoided.

In addition to improving Tanzania’s child rights governance and addressing child protection, the Swedish Embassy should consider strengthening the national child rights movement as an objective in itself so that government is held to account effectively. SC should thus be expected to concentrate its expertise on facilitating national and local level child rights processes and strengthening the capacity of the domestic child rights movement. The latter requires time, risk-taking, perseverance and a long-term perspective; as well as deepening partnerships – based on trust and mutual respect –with civil society actors.
7.3 RECOMMENDATIONS FOR SAVE THE CHILDREN ZANZIBAR

1. SC should further refine its niche role as facilitator of child rights processes and active partner of domestic CSOs with the aim to develop and nurture the capacity of Zanzibar’s indigenous child rights movement.

2. When supporting awareness-raising efforts in the future, local CSOs or government departments should be in the forefront. Initiatives should have clear targets and include baseline studies, public opinion surveys and/or focus group discussions before and after the interventions to enable an analysis of outcomes.

3. As a key donor and agent in the area of children’s rights in Zanzibar, SC should also define how it intends to take its responsibility for harmonisation and cooperation in the child rights area (Paris/Busan agenda).

4. SC should develop a coherently structured, longer-term strategy – based on a realistic and logical theory of change. The new programme should a) focus on improving capacity of domestic stakeholders (government, civil society, private sector) to promote, respect, fulfil and monitor children’s rights; b) ensure mutually reinforcing links between protection and child rights governance; and, c) include specific objectives for children’s participation.

5. SC should consolidate its support, prioritising quality and local ownership over coverage and expansion, in the next phase. This means a focus on fewer and more strategic and interlinked interventions. It also means ensuring that the investment in structures for child protection is followed by efforts to equip these with appropriate tools and capacities and de facto inclusion in regular government plans, structures and budgets.

6. Focus should be moved to prevention and fostering of champions for child rights and prevention of violence in local communities. This would involve targeting parents (especially fathers), elders, religious leaders and teachers. This should also involve the promotion of positive parenting/disciplining. The efforts should be sensitive to potential discriminatory practices in communities and adapted accordingly. In Zanzibar progressive Islamic leaders could be helpful as could materials already developed by SC International in other places on child rights and Islam.

7. The support to the Children’s Councils should be reviewed in line with the provisions in the Children’s Act, the guidelines for CCs provided by the government and SC’s experience on the mainland. The Shehia CCs should be democratically elected. Elections should be preceded by a comprehensive information campaign focusing on students in schools, parental groups, Shehia leaders and organisations working with marginalised children and children with disabilities. The role of adult “guardians” of the councils needs to be reviewed in order for these to serve as facilitators and not as controllers. Paralegals should be more systematically used to support CCs to promote and monitor children’s rights in their communities.
8. With its experience, technical capacity and internal resources, there are opportunities for SC to engage even more actively with other CSOs and child rights actors – particularly in relation to coordination, communication, partnerships, joint learning with focus on capacity development of the domestic actors. This would include encouraging the use of CCs as a platform for engagement with other efforts at local level – e.g. child marriage, reproductive health, disabilities, young reporters, and general human rights monitoring. Considering the context, it would be extremely useful to link the Young Reporters programme to the CCs, to link the MVC and child protection committees and to link HIV prevention to the broader issue of youth education on SRHR.

9. SC should work more strategically to abolish corporal punishment in schools. Building on SC comprehensive experience from other similar contexts, this would include for example: a) focusing less on alternative punishments and more on creating a positive learning climate; b) involving progressive religious leaders and the teacher’s association as change agents; c) linking up with the parental groups for joint understanding; d) exploring links with Global Fund for Education initiative; and, e) connecting with the teacher training colleges.

10. The child labour component needs to engage more with the underlying causes of child labour and make better use of organisations/programmes that are experts in income generation activities and micro credits. Furthermore, SC needs to support processes that assist the government to assume its leading role in implementation and monitoring of the National Action Plan.

11. The university Certificate course on child rights and child protection needs to be restructured to make it more attractive, contextually relevant, and marketable to potential students and their future employers.

12. Given the complex web of actors that SC tries to influence through its work and given the non-linear reality of advocacy and awareness-raising, outcome mapping may serve SC in its planning, monitoring and evaluation of results since it places people at the centre; defines outcomes as changes in behaviour; and, helps measure contribution to complex change processes, SC should explore an outcome mapping methodology for planning, monitoring, evaluation and learning.
The inception report is available as a separate document. Please refer to annex 6 for the evaluation matrix.
Terms of Reference for a Joint External Evaluation of Save the Children projects on Giving Rights to the Silent Majority Children in Tanzania and Strengthening the Multi-Stakeholder National Child Protection System in Zanzibar

A. BACKGROUND
Save the Children is a leading charity working to create a better world for children. The Embassy of Sweden is planning to hire an external Consultant(s) to undertake the final evaluation of the two Sida/Embassy of Sweden funded projects namely Giving Rights to the Silent Majority – Children in Tanzania (2009/14) and Strengthening the Multi-Stakeholder National Child Protection System in Zanzibar (2011/14) in June 2014. Background information on the above mentioned projects is provided below.

This is a six years programme, implemented from 1 December 2008 – 31 December 2014, with the coverage in seven districts: Lindi (rural and urban), Kilwa, Ruangwa, Temeke, Handeni, Same and Arusha. Save the Children implements the project through partner organisations: Ruangwa Organisation for Poverty Alleviation (ROPA), Patronage for Environment Management and Health Care (PEMWA), Lindi NGO Network (LINGONET), Kilwa NGO Network (KINGONET), Temeke Municipal and Pare Diocese - ELCT Same.
Save the Children conducted a baseline survey in the above mentioned districts in 2009 to assess the status of implementation of children’s rights in the villages and wards by looking at the ability of the villages, wards and districts to identify and respond to child rights violations. Obtained findings formed the basis for Save the Children’s and partner’s interventions. In 2011 Save the Children conducted midterm evaluation to assess the progress made in implementing the programme after two years of implementation on the basis of the existing M&E plan.
The goal of the project is to contribute towards ensuring children, especially the most vulnerable, in seven districts in Tanzania are able to claim their rights, identify innovative solutions and receive appropriate support from duty bearers. Below are the three objectives with corresponding outcomes that are expected to be realized by the end of the programme.

Objective 1: Key decision makers at national and district levels enforce child rights through quality policies, plans, by-laws and resource allocation.
Outputs
1.1. Effective councils’ coordination teams, resources and capacities in place for sus-
tangible enforcement of child rights policies, plans and laws at the district level

1.2. Regional Child Rights Networks engaged with regional and district government to integrate and monitor child rights issues through district plan and budget

1.3. National laws and policies changed to support children’s rights (ending early marriages and corporal punishment)

Objective 2: Child rights violations in the seven districts are continually identified and addressed through children’s councils, CSOs and strengthened referral mechanisms at the district level.

Outputs

2.1. Children’s Councils members elected, raising awareness about child rights, reporting on child rights violations to duty bearers, and supporting vulnerable children in accessing services in every ward in the selected districts.

2.2. Evidence gathered on child rights violations at the district level are used to inform planning and budget processes in the districts

Objective 3: From 2010, accurate media coverage of child rights and informs and influences the national debate.

Outputs

3.1. Media and CSOs engaged in advocating and promoting child rights by communicating to duty bearers and community on the needs and rights of the MVC

3.2. Positive forms of discipline and ending of early marriages promoted in Tanzania mainland

3.3. Public awareness campaign in district designed, implemented and informs national awareness raising on children’s rights


This is a three years programme implemented from 1 September 2011 – 31 December 2014 covering selected shehiyas (villages) in four districts of Pemba and six districts in Unguja. The overall objective of the project is to ensure that all children especially 10% of the most-vulnerable children, in Zanzibar are protected from all forms of abuse and exploitation by 2014 through implementation of a State wide multi-sectoral collaboration, with civil society. The project has two specific objectives:

Objective 1: By 2014 Zanzibar is implementing an integrated, functioning and well-coordinated child protection system using national guidelines on fulfilling the rights of and protecting children from all forms of abuse.

Expected results for objective one include:

1. Increased access and utilization of quality child protection services and mechanisms of crimes of sexual exploitation in 10 Districts (6 in Unguja and 4 in Pemba) for children and communities.

2. Child victims of sexual abuse and sexual exploitation in 6 Districts in Unguja and 4 in Pemba, access legal and paralegal services, psycho-social counseling, education, and are reintegrated into society.

3. Government and stakeholders buy in and continue the debate on the review and/ or repeal of legislation and policies that inhibit effective implementation of the Children’s Act.
4. Increased awareness and knowledge on child abuse and protection to religious leaders, visitors, tourists, public transport operators and organizations.

Objective 2: To protect and withdraw children from worst forms of child labour in 50 communities of all 10 districts in Zanzibar through strengthening national and local policies, frameworks, strategies and institutions through piloting multi-sectoral programmatic work by the end of the project.

Expected results for objective two include:
1. An improved legal framework for the elimination of child labour.
2. 5000 Children withdrawn from labour, or who were at risk of entering into child labour in 6 districts of Unguja and 4 districts of Pemba are enrolled in regular schools, alternative education, or vocational training.
3. 1,000 Households in the selected communities’ households with ex-child labourers are involved in the income generating activities program.

B. PURPOSE OF THE EVALUATION

The External Evaluation will assess the progress and impact made by Save the Children in its two programmes. Overall, the evaluation will assess Save the Children’s approaches and strategies for relevance, effectiveness, efficiency, impact, and programme performance.

The purpose of the evaluation is to review and analyse Save the Children’s relevance, effectiveness, efficiency, sustainability and impact and evaluate the programme results, achievement of objectives and programme impacts/outcomes and effects with a focus on the child rights governance and child protection and structure of the programme, the programmes rationale in line with the developed result frameworks for the two projects and identify possible lessons learned, and recommendations for modification/improvements in design and methodologies used.

The evaluation is expected to generate relevant findings, lessons, and recommendations which will inform future programme design in thematic areas of Child Rights Governance and Child Protection in Tanzania mainland and Zanzibar; and which will be shared with key stakeholders in Tanzania Mainland and Zanzibar at the national and district level, including Sida/Embassy of Sweden for potential scale up of developed models.

C. OBJECTIVES OF THE EVALUATION AND KEY EVALUATION QUESTIONS

This is an external end-of-term evaluation and it is expected to:
1. Measure achievements and outcomes of the two projects namely Giving Rights to the Silent Majority Children in Mainland (2008 – 2014) and Strengthening the Multi-Stakeholder National Child Protection System in Zanzibar (September 2011 – December 2014) as per project proposals, available baseline information and developed results frameworks;
2. Provide information for future advocacy and programming in the area of Child Rights Governance and Child protection and potential areas of mutual strengthening and collaboration;
3. Identify lessons learnt and explore potential for sustainability and scale-up of developed practices and services by Government of Tanzania at national and district level through enabling policy and economic environment.
4. Provide recommendations for improving program quality and program accountability to beneficiaries (especially children) and contribute to wider learning within Save the Children

The Consultant(s) will use the five criteria set out by the Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development (OECD) to conduct the final evaluation. The five evaluation criteria are: Relevance; Effectiveness; Efficiency; Impact and Sustainability. Furthermore, the evaluation will use the UNCRC based criteria: best interests of the child, participation and non-discrimination. For each of the criteria, the Consultant(s) will get specific information on the project’s performance from beneficiaries, partners and stakeholders.

Below is the specific information that should be collected under each criterion.

The Consultant(s) will examine the extent to which the projects are suited to the priorities of the target groups along the following lines:

**Relevance**
1. Have the activities and outputs of the projects been consistent with the overall goals and attainment of its objectives?
2. Were the activities and outputs of the projects consistent with the impacts and effects?
3. Was the overall project objective relevant to the specific needs of the population in the project area?

**Effectiveness:**
1. To what extent were the objectives achieved/are likely to be achieved in the project timeframe?
2. What were the major factors influencing the achievement or non-achievement of the objectives?
3. To what extent are unplanned positive effects contributing to results produced / services provided?
4. Have all planned target groups access to or are using project results available so far?
5. Are there any factors which prevent target groups accessing the results/services?
6. To what extent has the project adapted or is able to adapt to changing external conditions (risks and assumptions) in order to ensure benefits for the target groups?

**Efficiency**
1. Were activities cost efficient?
2. Were projects’ resources managed in a transparent and accountable manner?
3. How flexible were the projects in adapting to changing needs?
4. How did the project co-ordinate with other similar interventions to encourage synergy and avoid overlaps?

**Impact:**
The Consultant(s) will examine if the project demonstrated impact, i.e. positive and negative changes produced by project interventions, directly or indirectly, intended or unintended. The examination will also be concerned with the positive and negative impact of external factors. The following will be explored:

1. What has happened as a result of the projects?
2. What real difference have the projects made to beneficiaries?
3. How many people (beneficiaries, partners or stakeholders) have been affected?
4. Have there been/ will there be any unplanned positive impacts on the planned target groups or other non-targeted communities arising from the project? How did this affect the impact?
5. Did the project take timely measures for mitigating the unplanned negative impacts? What was the result?

Sustainability:
The Consultant(s) will examine if the project has factored in sustainability when working with beneficiaries, partners and stakeholders. The following will be explored:

1. Have the projects resulted in leveraging of knowledge and interventions to ensure sustainable impact for children at scale?
2. How far is the project embedded in local structures?
3. Are the relevant authorities able to afford maintenance or replacement of the services introduced by the project?
4. Were project partner’s capacities being properly built (technically, financially and managerially) for continuing to deliver the project’s benefits/services? What support has been provided from the relevant national, sectoral and budgetary policies?
5. Is there a financial/economic phase-out strategy? If so, how likely is it to be implemented beyond the project life?
6. What are the other major factors that have influenced the achievement and non-achievement of sustainability of the projects?

Replicability and scale
The Consultant(s) will examine if and to what extent are the approaches, services and interventions replicable across Tanzania and in other contexts?

Best interests of the Child
The Consultant(s) will examine to what extent have project objectives and activities taken into account best interests of children. The Consultant(s) will take into consideration children’s questions proposed for this evaluation (Annex 1).

Child participation
The Consultant(s) will examine to what extent and how children participated in project cycle, and if their participation was compliant with Save the Children Practice standards: voluntary, safe and inclusive.
Non-discrimination
The Consultant(s) will explore if the principle of non-discrimination was respected. Have all the target groups been reached? Have most vulnerable groups of children been included in the projects? Have the programme work resulted in more equitable and non-discriminatory policies and interventions for children at district, regional, national and international level?

D. SCOPE OF THE EVALUATION
The evaluation will examine the results achieved by both projects, and areas for future synergies. It will explore policy and programmatic changes achieved by the projects both in Zanzibar and Tanzania Mainland, as well as impact on targets i.e. children from the perspective of available structures to address child rights violations targeted by the projects. The evaluation will include in-depth discussions with children’s councils, child advisory board members, and government officials, implementing partners, parliamentarians, journalists, communities and other relevant key stakeholders. It will also incorporate the findings from the various, reports reviews and project documents. It is expected that the evaluation will cover selected areas (a sample) of the project locations.

E. SCOPE OF THE ASSIGNMENT
The Evaluators are expected to:
1. Provide an inception report highlighting understanding of the TORs for the external evaluation proposed methodology and plan for execution framework including the tools for data collection and detailed evaluation work plan for two projects mentioned above. This will/may include working with the Save the Children team to refine the evaluation design and sharpen the methodology and tools to be used including questions.
2. The Consultant(s) will review and analyse existing project documents provided by Save the Children programme team and management and manage the field data collection, analysis, and report writing.
3. The Consultant(s) will conduct the evaluation with children’s council representatives, child advisory board members, sampled children, government officials at the national and district levels, parliamentarians, journalists and relevant stakeholders in the geographical areas that have been agreed on both in Zanzibar and Tanzania mainland.
4. Evaluate overall impact in relation to the organizational vision, given that it operates as one actor among many actors trying to achieve the same ultimate goal. Assess as to whether Save the Children contributed in a meaningful way to the achievement of overall vision.
5. Review the status of implementation of planned activities for the two projects. The Consultant(s) will make reference to the results frameworks of each project for the details assessment points, indicators and means of verification.
6. Assess the overall achievement and effectiveness of Save the Children Programmes in relation to stated objectives, outcomes and impact. Provide reasons for achievement or non-achievement of the objectives.
7. Assess the added value to Tanzania of the Save the Children activities conducted through its catalytic role in promoting child protection and child rights governance.

8. Review how donors and strategic partners view Save the Children and its roles.

9. Make recommendation on how to sustain the implementation and management of similar Save the Children programmes and interventions.

10. Provide conclusions on cost effectiveness and efficiency of the Save the Children operations.

11. Debriefing Save the Children key actors, review feedback and update report.

12. Submit final report with the analysis and conclusions of the External Evaluation process.

**Save the Children International – Tanzania Programme**

Save the Children office in Dar es Salaam and Zanzibar is responsible to:

1. Provide relevant project documents (proposals, reports, M&E plans, project deliverables etc.)

2. Provide list of and set appointments with key respondents, collaborators, implementing partners, children’s council members, government officials and other stakeholders who the Consultant(s) agreed with Save the Children to meet and interview.

3. Project teams of the two projects (both Save the Children and partners) will be available for an interview, guiding the Consultant(s) to meet key stakeholders, acquire documents created by the project or elsewhere but relevant to the consultancy and other support to enable the Consultant(s) to get required information.

4. Save the Children will review the inception note and draft evaluation report

**F. EVALUATION DESIGN AND METHODOLOGY**

**Methodology**

Both quantitative and qualitative methods should be employed in data collection, such as desk review of the relevant documentation; interviews with stakeholders and focus group discussions. The evaluation should include assessment against projects outcomes, outputs and indicators, as well as assessment of policy environment and the existing structures developed to others child rights violations and child protection issues.

The Consultant(s) will produce a methodological framework to evaluate both projects mentioned above before commencing the final evaluation. The methodological framework is a document which will show the sample design that will be used and the data collection methods that will be used. The data collection tools that will be used should also be stipulated in the methodological frameworks. In the document the Consultant(s) will also explain how they will involve children during the evaluation. The methodological frameworks will also state the geographical coverage where the final evaluation will be conducted and data analysis software that will be used. A timeline showing key activities should be attached at the end of the document.
Stakeholder Involvement
The key principle underlying the evaluation process is ensuring meaningful, voluntary and safe children’s participation in data collection (where relevant to obtain peer feedback) and analysis.

The evaluation methodology should also ensure participation of government officials at the national and district levels, parliamentarians, journalists, communities and relevant stakeholders in the evaluation process.

Involvement of stakeholders to include but not limited to:
1. Children Councils and Children Advisory Board members
2. Save the Children Programme staff
3. Relevant Ministries in Zanzibar and Tanzania Mainland
4. Local Government Authorities of XXX, XXX and XXX (To be discussed with Save the Children)
5. Multilateral and Bilateral development partners working on child rights and child protection areas
6. Various CSOs working on child rights and child protection including Zanzibar University
7. Beneficiaries in the field
8. Any other stakeholders as may be discussed with Save the Children

G. PROFILE OF THE CONSULTANTS
To ease the procurement process Sida’s Evaluation Framework Agreement will be used. A team of consultants (international and local) not exceeding four (4), not affiliated or representing the organization in anyway, will be contracted to carry out the external evaluation.

In terms of team composition, the Consultant(s) should be experienced in evaluation work. The consultants are expected to have the following key qualifications.

The International consultant should have the following qualifications:
1. Postgraduate qualification (Masters or above) in Social Sciences Policy and Planning, Law Monitoring and Evaluation or in a discipline relevant to this assignment with a minimum of five years’ work experience.
2. An evaluation specialist with demonstrated experience in monitoring and evaluation of development programmes, and particularly child rights based programmes.
3. Must have significant experience working in developing countries, preferably Tanzania/East Africa.
4. Excellent research and analytical skills, in both qualitative and quantitative methodologies.
5. Excellent writing skills in English;
6. Previous experience of similar assignments is an added advantage.

The local consultant must have the following skills and knowledge:
1. Minimum of a Bachelor’s degree in social sciences, development studies, or other related area.
2. Demonstrated knowledge of children rights policy developments and processes in Tanzania Mainland and Zanzibar.
3. Knowledge and demonstrated experience in monitoring and evaluation methodologies including Results Based Management Frameworks
4. Demonstrated experience in assessing institutional development programs, particularly rights based programs
5. Excellent research and analytical skills, in both qualitative and quantitative methodologies
6. Clear understanding of expected role of civil society in development process and experience in working with or assessing partnerships between government partners on policy and system change at different levels (national and district)
7. Familiarity with institutions dealing with child protection and child rights governance matters at central and local government level in Tanzania Mainland and Zanzibar.
8. Knowledge of Kiswahili would be an added advantage.

The consultants are all expected to have a sound background and good knowledge of the following areas
1. Program monitoring, and evaluation
2. Participatory methodologies including child participatory methods
3. Institutional and organization development
4. Financial Management
5. English Language proficiency

It would be an added advantage if some of the consultants have an understanding of child rights and protection policy, legal context and environment in Tanzania Mainland and Zanzibar i.e. (Government policies related to children, The Law of Child Act in Mainland, Children’s Act in Zanzibar, rules and regulations, National strategies related to children, District plans, budget and guidelines etc.).

Save the Children's work is based on deeply held values and principles; therefore it is essential that the selected Consultant(s) supports and demonstrates commitment to children's rights and humanitarian principles. Save the Children's Child Safeguarding Policy and Code of Conduct set out the standards which all staff members must adhere to. The Consultant(s) will be requested to sign and bound by the principles and conditions of Save the Children’s Child Safeguarding Policy and Code of Conduct.

H. TIMEFRAME
The consultants shall prepare and submit a preliminary work-plan and budget for the evaluation. The consultants shall accomplish the work within an agreed timeframe of not more than 60 days (approximately eight weeks) including weekends, public holidays and travel time. This will involve travels to various areas (at least 3 districts), where Save the Children has programme activities, a preliminary desk study for revision/analysis of existing documents, consult and interview various people, analysis, preparation of a draft report, discussions with stakeholders for feedback on draft and preparation of the final report.

Before commencing the field work, a brief inception report shall be submitted to and discussed with Embassy of Sweden and Save the Children. Immediately after completed field work, a debriefing meeting will be held between Save the Children, the
ANNEX 2 – TERMS OF REFERENCE

consultants, Embassy of Sweden and any other relevant stakeholders to validate the key findings.
The Consultant(s) will submit draft reports to Save the Children and Embassy of Sweden for review and feedback five weeks after commencing the evaluation. The Consultant(s) will submit a consolidated final evaluation report of the two projects two weeks after receiving feedback and inputs from the Embassy and Save the Children. The final Evaluation report shall be submitted for approval by the Embassy of Sweden, not later than 30th September 2014.

I. REPORTING AND EXPECTED OUTCOMES
The report shall present the main findings and conclusions, and include recommendations essential for future development. The evaluation report shall be written in English and shall have the following structure:
1. Executive Summary- Summary of the end-of-funding evaluation with emphasis on main findings
2. Assessed interventions- description of the assessed interventions, its purpose, logic, history, organization, stakeholders and other relevant information
3. Lessons Learnt - general conclusions including a reflection on the organization’s response to the midterm evaluation
4. Recommendations
5. The evaluation report shall not exceed 40 pages, excluding annexes.
The consultants will hold a debriefing on the highlights of their findings after completion of field work and before a draft report is submitted. The draft report will be submitted to the Embassy of Sweden electronically and in 2 hardcopies no later than 30th August, 2014. It must also be submitted to Save the Children, electronically, by that same date. Within two weeks after receiving the Embassy’s and Save the Children’s comments on the Draft report, a final version shall be submitted to the Embassy and Save the Children, again electronically and in 2 hardcopies. The External Evaluation Report must be presented in a way that enables publication without further editing.

Contact persons
Embassy of Sweden: Joyce Tesha, Programme Officer, email: joyce.tesha@gov.se
Save the Children: Steven Thorne, Country Director, email: steve.thorne@savethechildren.org
Save the Children: John Kalage, Director of Programme Operations, email: john.kalage@savethechildren.org
Save the Children: Dragana Strinic, Programme Director- Quality and Advocacy, email: dragana.strinic@savethechildren.org
Annex 3 – Persons interviewed

Save the Children
1. Thorne, Steve
2. Mgata, Musa
3. Edna Kamaleki
4. Lisa Parrott
5. John Kalage
6. Feleke Alemar
7. Mali Nilsson
8. Jennifer Tavengerwei
9. Ramadhan Rashid
10. Philip Wilkinson
11. Alice Mushi

UNICEF
Shane Keenan. Child Justice Specialist

Embassy of Sweden
1. Lennarth Hjelmåker, Ambassador,
2. Anette Bolme Widholm, Democracy and Human Rights
3. Joyce Tesha, HIV/AIDS, Sexual and Reproductive Health and Rights
4. Maria Berlekom, Head of Development Cooperation
5. Margareta Brisman, Political and Commercial Affairs

Government Stakeholders
1. Director of the Department of Women & Children, Rahma Khamis
2. Director of the Department of Social Welfare Halima Masoud incl. staff from National Child Protection Unit, Kharusi Ali Omar
3. Ministry of Labour & Public Services, Kubingwa Mashaka Simba (Commissioner for Labour); Hafidh A. Khamis (Planning Officer); Ms. Sarah Abdallah (Planning Officer); and Ms. Fatima Mussa Omar (Child Labour Coordinator)
4. Department of Public Prosecutors, Mr. Warid Mohamed Hassan (State Attorney) and Mohamed Salim (State Attorney/Child Protection Unit)
5. Positive Discipline Unit at the Ministry of Education and Vocational Training, Mr. Omar Hajj Omar
6. Department of Disability Affairs, Ms Abeida Rashid and Ms Fauzia Haji
7. Kadhi’s Mjini Magharibi Cour; Sheikh Hassan Othma Ngwali (Deputy Chief Kadhi); and Sheikh Mohamed Ramadhan Khamis, Sheikh Abubakar Ali Mohamed and Sheikh Ali Haruna Ramadhan (all Kadhis)
8. One Stop Centre at Mnazi Moja and at Chake Chake hospitals where we met medical, police and social welfare staff
9. Madema Police Station/Gender Desk Bi. Zainabu (police officer); Sergeant Zahoro (police officer); and Afande Kassimu (police officer/lawyer)
10. Child friendly court Stone Town (High Court) Honorable (Ms.) Sabra Mohamed (Juvenile Court Magistrate)
11. Pilot School Visit (Alternative Discipline), around 15 teachers and some 60 primary school students
12. West District Council and Chake Chake District Council, meeting with Women and Children Officer and Social Welfare Officer.
13. Zanzibar University, Mr. Masoud Rashid (Assistant Lecturer & Coordinator of the SC-supported project); and Prof. Omar, representative of the university management and Dr. Ali Uki (via phone)

CSOs, children and parental groups
1. Child Rights Forum, Tanzania (Eric Guga, Director, Clement Mashamba, Board member)
2. Zanzibar Association of People with Development Disabilities (ZAPDD), the Director
3. Zanzibar Association of People Living with HIV & AIDS, Director Seif Juma Abdulla and staff members
4. Zanzibar Legal Service Centre, Director Mrs. Harous Miraji Mpatani
5. Tanzania Media Women’s Association, Ms. Mzuri Issa (Coordinator of the SC-supported project on income generating activities); and Ms. Sheha Haji Dau
6. Zanzibar Association of Teachers (3 representatives)
7. KUKHAWA, Vitongoji IGA and Uwandani Primary School (child labour)
   Ms. Mgeni Hamad Othman (Project Coordinator); and Hafidh Abdi Said (Secretary-General, staff and IGA participants and children
8. National Children’s Advisory Board
9. District Children’s Council (South)
10. Shehia Children’s Councils (3 groups of around 15-30 children)
    Parenting Groups (3 groups of around 20-30 persons)
# Field schedule

Visit by Evaluation Team for Sida Child Protection Grant Zanzibar
15 – 25 September 2014

<table>
<thead>
<tr>
<th>Date &amp; Time</th>
<th>Agenda</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Monday 15</strong></td>
<td>Pick up at the airport at 17.20</td>
</tr>
<tr>
<td><strong>Tuesday 16</strong></td>
<td></td>
</tr>
<tr>
<td>08.30 – 10.30</td>
<td>Introduction/meeting with Save the Children International staff (Stone Town)</td>
</tr>
<tr>
<td>10.45 – 12.15</td>
<td>Director of the Department of Social Welfare (Halima Masoud) Ministry of Empowerment, Youth, Women and Children, including the Child Protection Unit (Stone Town) &lt;br&gt; <em>Annika &amp; Clement</em></td>
</tr>
<tr>
<td>12.30 – 14.00</td>
<td>One Stop Centre at Mnazi Moja hospital (Stone Town) &lt;br&gt; <em>Annika &amp; Clement</em></td>
</tr>
<tr>
<td>14.15 – 15.15</td>
<td>Madema Police Station/Gender Desk (Stone Town) &lt;br&gt; <em>Annika &amp; Clement</em></td>
</tr>
<tr>
<td>15.30 – 17.00</td>
<td>Department of Public Prosecutor (Stone Town) &lt;br&gt; <em>Annika, Clement, Mali &amp; Ram</em></td>
</tr>
<tr>
<td>17.00 – 20.00</td>
<td>Debriefing</td>
</tr>
<tr>
<td><strong>Wednesday 17</strong></td>
<td></td>
</tr>
<tr>
<td>08.00 – 09.30</td>
<td>Positive Discipline Unit at the Ministry of Education and Vocational Training &lt;br&gt; <em>Annika &amp; Clement</em></td>
</tr>
<tr>
<td>09.45 – 11.45</td>
<td>School Visit (Alternative Discipline) &lt;br&gt; <em>Annika, Clement, Alice &amp; Mali</em></td>
</tr>
<tr>
<td>12.00 – 14.00</td>
<td>High Court (Stone Town) &lt;br&gt; <em>Annika, Clement, Ram</em></td>
</tr>
<tr>
<td>14.00 – 14.30</td>
<td>Lunch</td>
</tr>
<tr>
<td>15.00 – 16.30</td>
<td>Zanzibar University (Tunguu) &lt;br&gt; <em>Clement, Franzi, Mali, &amp; Ram</em></td>
</tr>
<tr>
<td>14.15 – 15.45</td>
<td>Round table discussion with teachers from the Zanzibar Association of Teachers on Positive Discipline &lt;br&gt; <em>Annika, Jen &amp; Alice</em></td>
</tr>
<tr>
<td>17.00 – 18.00</td>
<td>UNICEF. Shane Keenan. Child Justice Specialist &lt;br&gt; <em>Annika, Clement &amp; Jen</em></td>
</tr>
<tr>
<td>18.00 – 20.00</td>
<td>Debriefing</td>
</tr>
<tr>
<td><strong>Thursday 18</strong></td>
<td></td>
</tr>
<tr>
<td>07.00 – 08.15</td>
<td>Phone interview with Dr. Ali Uki (Zanzibar University) currently in Doma (tbc) &lt;br&gt; <em>Clement</em></td>
</tr>
<tr>
<td>08.30 – 09.30</td>
<td>Zanzibar Legal Service Centre (Stone Town)</td>
</tr>
<tr>
<td>Time</td>
<td>Event</td>
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<tr>
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<td>----------------------------------------------------------------------</td>
</tr>
<tr>
<td>09.45</td>
<td>Tanzania Media Women’s Association (TAMWA) Stone Town</td>
</tr>
<tr>
<td>09.45</td>
<td>Department of Disability Affairs (Stone Town)</td>
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<tr>
<td>11.30</td>
<td>Director of the Department of Women &amp; Children (Rahma Khamis)</td>
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<tr>
<td>11.30</td>
<td>Ministry of Empowerment, Youth, Women and Children (Stone Town)</td>
</tr>
<tr>
<td>13.00</td>
<td>Lunch</td>
</tr>
<tr>
<td>13.45</td>
<td>Zanzibar Association of People Living with HIV &amp; AIDS (ZAPHA+) (Stone Town)</td>
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<tr>
<td>14.00</td>
<td>Kadhi Court Office</td>
</tr>
<tr>
<td>15.30</td>
<td>Zanzibar Association of People with Development Disabilities (ZAPDD)</td>
</tr>
<tr>
<td>17.00</td>
<td>Debriefing</td>
</tr>
<tr>
<td>08.00</td>
<td>Ministry of Labour &amp; Public Services (Stone Town)</td>
</tr>
<tr>
<td>10.30</td>
<td>West District Council</td>
</tr>
<tr>
<td>12.30</td>
<td>LUNCH &amp; Friday Prayers</td>
</tr>
<tr>
<td>14.00</td>
<td>Children’s Advisory Board (SCI office in Stone Town)</td>
</tr>
<tr>
<td>17.00</td>
<td>Debriefing</td>
</tr>
<tr>
<td>09.00</td>
<td>District Children’s Council (South District)</td>
</tr>
<tr>
<td>11.30</td>
<td>Parenting Group (South District)</td>
</tr>
<tr>
<td>15.00</td>
<td>Shehia Children’s Councils (West District)</td>
</tr>
<tr>
<td>08.20</td>
<td>Flight to Pemba</td>
</tr>
<tr>
<td>10.00</td>
<td>Parenting Group (Chake Chake District)</td>
</tr>
<tr>
<td>12.00</td>
<td>LUNCH</td>
</tr>
<tr>
<td>14.00</td>
<td>Shehia Children’s Councils (Chake Chake District)</td>
</tr>
<tr>
<td>16.00</td>
<td>Debriefing</td>
</tr>
</tbody>
</table>
## Monday 22

<table>
<thead>
<tr>
<th>Time</th>
<th>Activity</th>
<th>Interviewers</th>
</tr>
</thead>
<tbody>
<tr>
<td>08.30 – 10.00</td>
<td>KUKHAWA</td>
<td>Jen &amp; Clement</td>
</tr>
<tr>
<td>10.30 – 12.00</td>
<td>Uwandani Primary School (Child labour/PHP)</td>
<td>Jen &amp; Clement</td>
</tr>
<tr>
<td>12.30 – 14.00</td>
<td>Vitongoji IGA</td>
<td>Jen &amp; Clement</td>
</tr>
<tr>
<td>08.30 – 10.30</td>
<td>One Stop Centre (Chake Chake District)</td>
<td>Alice &amp; Annika</td>
</tr>
<tr>
<td>11.00 – 13.00</td>
<td>Chake Chake District Council</td>
<td>Alice &amp; Annika</td>
</tr>
<tr>
<td>16.45 – 17.15</td>
<td>Flight Back to Dar es Salaam</td>
<td></td>
</tr>
</tbody>
</table>

## Tuesday 23

- Consultancy team to prepare debriefing workshop
- Dar es Salaam

## Wednesday 24

<table>
<thead>
<tr>
<th>Time</th>
<th>Activity</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>15.30 – 18.30</td>
<td>Meeting with the Evaluation Team and SCI staff</td>
<td>Dar es Salaam</td>
</tr>
</tbody>
</table>

## Thursday 25

<table>
<thead>
<tr>
<th>Time</th>
<th>Activity</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>10.00</td>
<td>Debriefing at the Swedish Embassy</td>
<td>Dar es Salaam</td>
</tr>
</tbody>
</table>
Annex 4 – Summary of results in relation to a child protection system

<table>
<thead>
<tr>
<th>Component</th>
<th>Reported results on child protection in Zanzibar</th>
</tr>
</thead>
<tbody>
<tr>
<td>2. Legal framework</td>
<td>Major legislation is in place, but some laws still need to be reformed e.g. Penal Act, Evidence Act, Kadhi Court’s Act</td>
</tr>
</tbody>
</table>
| 4. Local prevention and response services | A new Road Map is being developed to ensure an effective implementation of a decentralized child protection system at district level 750 families supported with alternative income generation and 5000 children withdrawn from child labour as a result. Psychosocial support provided to 700 children affected by HIV, by partner ZAPHA+  
The Department of Disability Affairs have sensitised 75 girls and 45 boys with disabilities on how to protect themselves.  
20 schools (pilots) have introduced alternative forms of disciplining and ending physical punishment. However, more guidance and capacity building is needed (not only headmasters). Children perceive new methods to be worse. |
| 5. Child friendly justice system    | Training of police carried out, child friendly courts in place in two out of five regions, six one-stop centres established. The child friendly system is not yet up and running - only five out of 1713 perpetrators were convicted with long term sentences. The one-stop centres are not yet functioning as intended.  
Consultations with children (SC assessment) show that Children have a limited understanding and awareness of what access to justice means. None of the children consulted viewed access to child justice as an important legal issue or right. Evidence confirms the extreme vulnerability that young offenders without appropriate care are exposed to during and after their detention.  
Social norms and the current justice system mean that young offenders are still considered and treated as criminals first rather than children who are in contact or conflict with the law.  
Low rate of case reporting to police is linked to a lack of accountability and transparency in criminal case management and case filing. |
| 6. Child participa-                 | There are child councils in 218 of 335 villages and district child |
## 7. An aware and supportive public

Tools and materials developed, awareness raising campaigns carried out locally and in media. A public educational campaign on how to prevent & respond to Child Abuse was carried out with the Association of Public Transporters. 104 parenting groups established. Their role and capacity is still to be developed.

## 8. Committed and skilled workforce

A Diploma course established at the University of Zanzibar in *Child Rights and Child Protection* as a result of SC funding of a PHD teacher and curricula development. A multi-sectoral Child Protection Manual with 17 modules is produced. This manual will be used in both Tanzania Mainland and Zanzibar. Evaluations of the performance at one-stop centers and in the “violence free school” project have revealed capacity development needs among staff. Standard operating procedures and a capacity building plan are being developed for the one-stop centers. 60 paralegals are trained by SC partner Legal Services Centre on child rights and child protection.

## 9. Adequate resources

The ministry of finance have increased its contributions to child protection within various departments, but departments report that 80-90 percent of budgets are still donor funded.

## 10. Standards, regulations, monitoring and oversight

Ministry of Education and Vocational Training has developed Child Safeguarding Guidelines including the prohibition of all forms of corporal punishment in all schools (incl, Madrassa). The Guidelines are currently under final review. The Regulations on Child Protection have been developed. Rules and Regulations for the Children’s Act and Children’s Court Rules are in progress.

## 11. Data collection system

A centralized Child Protection Database with the Ministry of Empowerment, Social Welfare, Youth, Women and Children, including health enforcement professionals and law enforcement professionals is being developed. It has encountered problems (being “premature”) and a consultant is working on a simplified model.

2. AMCA Inter-Consult Ltd., *Giving Rights to the Silent Majority Children in Tanzania Mid Term Evaluation*, 2011.

3. Assessment of possibilities of Swedish support to promote accountability, transparency and civil society capacity in Tanzania, October 2014, Henrik Alffram, Pontus Modéer, Shamshad Rehmatullah, Indevelop AB in cooperation with TANA Copenhagen


6. Embassy of Sweden, Dar es Salaam, “Conclusion on Performance Save the Children Sweden REJ Programme, 20140507”.


8. Embassy of Sweden, Dar es Salaam, “Conclusion on Performance Save the Children Sweden REJ Programme, 20140214”.


11. EU/EDF Mapping Study of Non State Actors in Zanzibar, March 2012


21. SC Tanzania, “Module 3: Psychosocial Support for Children that have Experienced Abuse, Neglect and Exploitation.”

22. SC Tanzania, “Module 3: Interventions to Protect Children from abuse, Neglect and Exploitation.

23. SC Tanzania, “Organisation Chart, September 2014”.


25. Strengthening the Multi-Stakeholder National Child Protection System in Zanzibar, revised results framework, July 2013
<table>
<thead>
<tr>
<th>No.</th>
<th>Document Title</th>
</tr>
</thead>
<tbody>
<tr>
<td>26.</td>
<td>Strengthening the Multi-Stakeholder National Child Protection System in Zanzibar monitoring and evaluation plan</td>
</tr>
<tr>
<td>27.</td>
<td>SC Zanzibar Country Program, Final Sida Report 2013 with 2014 work-plan</td>
</tr>
<tr>
<td>28.</td>
<td>SC Zanzibar Draft One-Stop Centres Standard Operating Procedures, September 2014</td>
</tr>
<tr>
<td>31.</td>
<td>SC Zanzibar, Zanzibar Legal Services Centre (ZLSC), Annual Report, 2013</td>
</tr>
<tr>
<td>33.</td>
<td>One Stop Centre Report, background and rationale for establishment at Mnazi Mmoja Hospital Stonetown, Zanzibar</td>
</tr>
<tr>
<td>34.</td>
<td>One Stop Centre Assessment Report, revised version, July 2014</td>
</tr>
<tr>
<td>35.</td>
<td>Step by Step establishment of a Children’s Advisory Board (2013)</td>
</tr>
<tr>
<td>36.</td>
<td>SC Zanzibar, Minutes of Zanzibar Child Labour Quarterly Committee Meeting - April 2014</td>
</tr>
<tr>
<td>37.</td>
<td>SC Zanzibar, Child Labour Progress report on results and milestones, February 2014</td>
</tr>
<tr>
<td>38.</td>
<td>SC Zanzibar, Child Labour Updates on targets, August 2014</td>
</tr>
<tr>
<td>39.</td>
<td>SC Zanzibar, Child Labour technical working group meetings 2012 and 2013</td>
</tr>
<tr>
<td>40.</td>
<td>SC Zanzibar, Child Labour, Terms of Reference -Multi Sector Committee for Elimination of Child Labour, Zanzibar</td>
</tr>
<tr>
<td>42.</td>
<td>SC Zanzibar, Out from the Shadows, Sexual violence against children with disabilities, Save the Children and Handicap International, 2011</td>
</tr>
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<td>43.</td>
<td>SC Zanzibar, Agents for Change -How children can be involved in accountability, case study from Zanzibar, 2011</td>
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<td>44.</td>
<td>SC Zanzibar, Child Protection System in Zanzibar, PowerPoint presentation, Mali Nilsson</td>
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<td>45.</td>
<td>Swedish Ministry for Foreign Affairs. Results strategy for Sweden’s international development cooperation in Tanzania, 2013 – 2019</td>
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<td>46.</td>
<td>Youth in Zanzibar, Facts and Figures Challenges and Recommendations, UNFPA</td>
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<td>47.</td>
<td>U.S. Center for Disease Control and Prevention and Muhimbili University of Health and Allied Sciences United Republic Violence Against Children in Tanzania, Findings from a National Survey 2009. UNICEF.</td>
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<td>48.</td>
<td>SC Tanzania One-Pagers on: Advocacy, Child Rights Governance, Emergency Response, One Stop Centre, Programme Overview</td>
</tr>
</tbody>
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**Websites:**

- [http://www.unicef.org/tanzania/11975.html](http://www.unicef.org/tanzania/11975.html)
- [http://tanzania.savethechildren.net/](http://tanzania.savethechildren.net/)
- [http://www.childrenofzanzibar.com/](http://www.childrenofzanzibar.com/)
## Evaluation Matrix

### Effectiveness/Impact

<table>
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<tr>
<th>Evaluation questions</th>
<th>Indicators</th>
<th>Sources</th>
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</table>
| 1. To what extent have/are the projects achieved/achieving targeted objectives according to plan? What have been key challenges? Have objectives been modified along the way, including adapting to changing needs? What are/were the major factors influencing the achievement or non-achievement of the objectives? | • Extent outputs have been achieved  
• Extent and nature of outcomes/effects achieved at micro, meso and macro levels  
• Extent objectives have been modified to adapt to changing needs  
• Extent of positive/negative unplanned effects  
• Evidence of achieving desired results reported by grantees.  
• Evidence of advocacy processes by SCT, partners and/or CCs that have contributed to changes in behaviours, actions, relations and policies at micro, meso and macro levels.  
• Evidence of media coverage of child rights issues  
• Evidence of multiplier effects | • Annual reports  
• Annual plans  
• SCTs media monitoring reports  
• Mid-term evaluation  
• Interviews with SCT staff  
• Interviews with SCT partners  
• Field visits  
• Interviews with parliamentarians, journalists  
• Discussions with children at district level  
• Interview/discussions with local and central level duty-bearers |
### Annex 6 - Evaluation Matrix

#### 4. To what extent have the projects achieved child rights based process objectives during implementation, including:

- **Evidence of voluntary and safe participation permeating processes**
- **Evidence of non-discrimination and inclusion permeating processes**
- **Evidence of the best interest of the child permeating processes**

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<td></td>
<td>Evidence of voluntary and safe participation permeating processes</td>
<td>District visits</td>
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<td>Evidence of non-discrimination and inclusion permeating processes</td>
<td>Discussions with children at district level</td>
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<td></td>
<td>Evidence of the best interest of the child permeating processes</td>
<td>Annual reports</td>
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- a. Voluntary, safe and inclusive participation
- b. The best interest of the child
- c. Non-discrimination - have the projects work resulted in more equitable, inclusive (including children of different gender, ethnic/religious minority, socio-economic background, disabilities, sexual orientation, etc.) and non-discriminatory policies and interventions for children at local, district, regional and national levels?

#### Sustainability

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<td>The extent to which capacity built will be retained</td>
<td>Study of sustainability plans</td>
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<td></td>
<td>The extent to which the grantees have the financial and technical (ICT) capacity to maintain benefits achieved</td>
<td>Interviews with SCT staff</td>
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<td>The extent to which the organisational structures are sustainable after the end of the support</td>
<td>Interviews with SCT partners</td>
</tr>
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<td></td>
<td>The quality and relevance of the exit strategy</td>
<td>Discussions with children at district level</td>
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<td>The extent to which the support is integrated into the cultural context</td>
<td>Interview/discussions with local and central level duty-bearers</td>
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<td>The extent to which support from other funding sources has been secured</td>
<td></td>
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<tr>
<td></td>
<td>The extent there is evidence that the approaches, services and interventions are replicable and scalable in Tanzania/Zanzibar</td>
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5. How far is the project embedded in local structures – plans, human resource allocations and budgets? Did partner country stakeholders participate in the planning and implementation? Are the projects supported by local institutions and well integrated with local social and cultural conditions? What support has been provided from the relevant national and sectoral policies and budgetary allocations?

6. To what extent has local technical, financial and managerial capacity been developed for continuing to deliver the projects’ benefits/services?

7. Is there a phase-out and exit strategy? If so, is it viable and being implemented according to plan?

8. Are there other major factors have influenced the achievement and non-achievement of sustainability of
9. To what extent are the approaches, services and interventions replicable across Tanzania/Zanzibar and in other contexts? To what extent can they be brought to scale?

### Relevance

| 1. | 10. Was the overall project objective relevant to the specific needs of the population in the projects’ areas? |
| 11. | To what extent are the (implicit) theories of change of the projects relevant to the contexts? |
| 12. | What role has SCT played among the child rights actors in Tanzania? What added value does SCT and the projects bring? |

| | The breadth and depth of child participation in governance structures in Tanzania |
| | Extent of child protection needs |
| | The needs in relation to child protection responses |
| | The need in terms of child protection prevention |
| | Relevance of theory of change implicit the support |
| | The state of the policy framework for child participation and child rights governance |
| | The extent of financial and technical support from SCT in Tanzanian child rights fora, UPR and UNCRC processes |
| | Annual reports |
| | Mid-term evaluation |
| | Interviews with SCT staff |
| | Interviews with SCT partners |
| | Field visits |
| | Interviews with parliamentarians, journalists |
| | Discussions with children at district level |
| | Interview/discussions with local and central level duty-bearers |
| | Interview with Swedish Embassy |
| | Interview with resource persons (specialists, other donors, etc) |
| | Study of some country relevant situation analyses |

### Efficiency

| 13. | Have the projects been managed with reasonable regard for efficiency, using the least costly resources possible to achieve the desired results? To what extent have the projects’ resources been managed in a transparent and accountable manner? |

<p>| | Appropriate levels of staff and structures put in place to manage the projects |
| | Comments in auditor reports |
| | Extent to which financial information is clearly presented and used for decision-making |
| | Annual financial reports and auditor’s reports |
| | Mid-term evaluation |
| | Interviews with SCT staff |
| | Interviews with SCT partners |
| | Interview with Swedish Embassy |</p>
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| **14.** How flexible were the projects in adapting to changing needs and (favourable and unfavourable) external conditions to meet objectives? | • Extent to which there are cost-conscious systems and routines in place  
• Extent to which the projects have been organisationally and administratively flexible and responsive to changing conditions  
• Extent to which the projects have shared information and coordinated with similar interventions and in doing so have achieved greater cost efficient use of resources |
| **15.** How did the projects co-ordinate with other similar interventions to encourage synergy and avoid overlaps? |   |
Evaluation of Save the Children’s Child Rights Governance and Protection Projects in Tanzania – Zanzibar project

This is an evaluation of Save the Children’s project “Strengthening the Multi-Stakeholder National Child Protection System in Zanzibar (2011-2014). It was commissioned by the Swedish embassy in Tanzania. The evaluation found that thousands of children in vulnerable situations have been assisted and been made aware of their rights through the project and a wide range of structures have been established. The project has laid a foundation for a child protection system and has contributed to putting violence against children on the government and media agenda. The project is highly relevant, as violence and sexual abuse against girls and boys in Zanzibar is a major problem. However, the rapid expansion of the project has negatively affected its effectiveness and sustainability. Very few children reach the formal justice system and those who do are often not helped. The quality of the present approaches, structures and services needs to be consolidated and improved before scaling-up further.