

Sirpa Tapaninen

INTERNAL  
REVIEW OF

# KEPA'S LIAISON SERVICES IN TANZANIA

**KEPA**

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## INTERNAL REVIEW OF KEPA'S LIAISON SERVICES IN TANZANIA

Sirpa Tapaninen

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# Summaries

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## Executive summary

Kepa is an umbrella organization of some 200 Finnish NGOs in the field of Development and North-South co-operation. Originally a volunteer sending organization, Kepa has been transformed into a Partnership organization since 1995. As a part of the Partnership programme Kepa has had liaison and information officers not only in the old program countries with field offices but also in new countries as different types of field posts.

More than 30 Finnish NGOs have their co-operation programmes in Tanzania and over 20 of them work in Morogoro region. They implement 47 programmes with a volume of more than 11 million Finnish marks in 1999. There are no permanent employees in most of these programmes in Tanzania, which is why the member organizations wanted Kepa to establish liaison services to Tanzania as part of the Partnership program.

There have been three Kepa liaison officers in Tanzania since 1997. A Finnish civil society officer in Dar es Salaam has investigated the political, social and economic changes of Tanzania and connected the NGOs and other civil society actors around the whole of Tanzania. Two liaison officers in Morogoro town, a Finnish and a Tanzanian, have been involved in technical and logistical assistance to Finnish and Tanzanian NGOs co-operating in Morogoro region and to some extent in the rest of Tanzania. The liaison officer in Dar es Salaam finished her work in August and so far nobody has been employed to take over her work.

After two years Kepa is carrying out an internal review to find out the performance and relevance of the liaison officers to stakeholders in Tanzania and Finland. The review is an integral part of Kepa's ongoing strategic planning. According to the Terms of Reference the results of the review shall feed back into the planning of the Partnership program and the work in Tanzania.

The review was carried out by MSSc Sirpa Tapaninen in August-September 1999 by interviewing stakeholders in Finland and in Tanzania and by perusing through documents found in Kepa's offices in the two countries. A draft report was circulated for comments to the liaison officers and the desk of

Tanzania in Kepa's Helsinki office in September. The report was completed and handed to Kepa in early October.

The main findings of the review were

- 1) The scheme was planned and launched carelessly and in a hurry, which has led into internal contradictions in the scheme and inefficiency in the field.
- 2) During the two years Kepa-Helsinki has been in a continuous flux with adjustment to new policies, changes in personnel and moving to new location. This has caused cuts in information and misunderstandings between Helsinki and the field, and lack of support from Helsinki.
- 3) The scheme has performed well in Tanzania. There has been a considerable amount of mapping of existing NGOs in both towns, especially in Dar es Salaam. The technical services are flexible and easily available, and the stakeholders in both Tanzania and Finland are obviously satisfied.
- 4) Liaison services and political observation in both towns are relevant to the stakeholders in both Finland and Tanzania. It is indicated that Kepa's work carries the potential to strengthen the Tanzanian civil society and improve the quality of Finnish-Tanzanian NGO-co-operation.
- 5) The main problem diminishing the potential relevance of the scheme in Tanzania is that the two towns do not co-operate. Political information and mapping of organizations and groups in all of Tanzania is not feeding back as political analysis to the practical co-operation carried out in Morogoro region. The wisdom and the realities of Finnish NGOs' rural counterparts is not feeding back to the political work carried out in Dar es Salaam.

The main recommendations by the review are:

- 1) Kepa's work should continue in both towns. Morogoro office should employ a young, (female) Tanzanian civil society officer who involves political analysis and information in the practical development co-operation of the Finnish NGOs and their partners.
- 2) There is rationale of having a Finn at least in Morogoro for the time being. However, the new Tanzanian civil society officer should learn the skills of the two liaison officers with the idea that as time goes by she/he would be an equal partner and gradually take over the co-ordination

- and leadership of the Finnish liaison officer so that a Finnish worker will not be needed for many more years to come.
- 3) Kepa should employ a Finnish or a Tanzanian civil society officer to continue the work where it was left in August in Dar es Salaam. If the civil society officer is a Finn, she/ he should have a Tanzanian counterpart to learn the issues and to become an independent worker within some years. There are two options to organize the work:
    - a) The civil society officer(s) could work as an independent officer/ team attached to TANGO like until now
    - b) Kepa civil society officer could work as a volunteer in TANGO
  - 4) Kepa should plan in co-operation with the field workers how the work in the two towns shall be concretely combined so that each will feed back to the other.
  - 5) Kepa should encourage capacity building of the partners in all of Finnish-Tanzanian co-operation so that partners do not get donor driven. Kepa should focus on capacitating the umbrella organizations TANGO and UNGO.
  - 6) Financial decision making could be decentralized slightly so that the field would have more money to use for ad hoc purposes such as supporting and testing counterparts, travelling to important meetings, and capacity building of employees and partners.
  - 7) Kepa should make clear policy paper for Tanzania stating what it is there for, who it is for and what realizable aims it is having. The scheme should be evaluated after certain years along the lines suggested by the stated aims.
  - 8) Kepa should clarify the reporting systems and training the field workers in reporting to compensate lack of documenting skills. Reporting should focus on issues, problems and turning points of the work instead of routine daily tasks. Quality should overlap quantity and frequency. Reporting formats could be developed so that routine reporting could easily be changed into information to the member organizations and other interested bodies in Finland about the political, social and economic changes in Tanzania.
  - 9) Kepa should find ways of establishing administrative continuity to Helsinki so that the field gets the planning and support it needs to work efficiently.

- 10) Regular co-operation and coordination meetings should be organized in Tanzania between Kepa and the Finnish members working there, not forgetting the big, established member organizations.

## Muhtasari

Kepa ni jumuiya mama ya Mashirika Yasiyo ya Kiserikali ya Kifini yapatayo 200 katika nyanja ya Maendeleo na Ushirikiano kati ya Nchi za Kusini na Kaskazini. Hapo awali, Kepa lilikuwa ni shirika linalotuma wataalamu wa kujitolea, lakini tangu mwaka wa 1995, limebadilishwa na kuwa shirika la Ushirikiano. Kama sehemu moja ya mpango wa kushirikiana, Kepa imeweka maafisa ushirikiano na wa habari katika nchi zile ambazo zilikuwa zinahusishwa katika miradi yao na vile vile hata katika nchi zingine mpya katika nyanja tofauti za kikazi.

Zaidi ya Mashirika yasiyo ya kiserikali 30 ya Kifini yamekuwa yakiendesha miradi ya uhusiano nchini Tanzania, na kati ya hayo, zaidi ya 20 yamekuwa yakifanya shughuli zake katika mkoa wa Morogoro. Miradi 40 imekuwa ikiendeshwa ambayo imegharimu zaidi ya Markka za Kifini milioni 11 katika mwaka wa 1999. Hakuna wafanyakazi wa kudumu katika miradi hii waliopo nchini Tanzania, jambo ambalo limesababisha mashirika yaliyo chini ya Kepa kulitaka shirika hilo kuanzisha huduma za uhusiano nchini humo kama sehemu ya mpango huo wa ushirikiano.

Tangu mwaka wa 1977, kumekuwepo na maafisa ushirikiano watatu kutoka Kepa. Afisa wa utawala wa Kifini aliyekuwepo Dar es salaam alifanya utafiti kuhusu mabadiliko ya kisiasa, kijamii na kiuchumi ambayo yametokea Tanzania na kuyaukutanisha pamoja Mashirika yasiyo ya Kiserikali na washirikishwaji wengine katika shughuli zinazohusu raia na jamii katika Tanzania nzima. Maafisa ushirikiano wawili waliokuwepo mjini Morogoro, mmoja Mfini na mwingine Mtanzania wamekuwa wakihusika katika kuratibu shughuli za Mashirika yasiyo ya kiserikali ya Kifini pamoja na yale ya Kitanzania yaliyo na shughuli zao mkoani Morogoro, na kwa kiasi fulani hata sehemu zingine za Tanzania. Afisa Ushirikiano aliyekuwepo Dar es salaam alikamilisha kazi yake mwezi wa Agosti na mpaka sasa hakuna mwingine aliyejiriwa kuchukua nafasi yake.

Baada ya miaka miwili, Kepa inafanya tathmini ya ndani kuhusu ufanisi na umuhimu wa hao maafisa ushirikiano kwa washika madau wa Finland na



Tanzania. Tathmini hiyo ni sehemu ya mikakati ya mipango ya mradi. Kulingana na waraka wa awali, matokeo ya tathmini hiyo yatatoa picha halisi kaika kupanga Mradi wa Ushirikiano na kufanikisha kazi Tanzania.

Tathmini hiyo ilifanywa na Bi. Sirpa Tapaninen (MSSc), katika kipindi cha Agosti mpaka Septemba 1999 kwa kuwahoji washika madau wa Finland na wale wa Tanzania. Njia nyingine aliyotumia katika utafiti huo ilikuwa ni ya kupitia nakala mbalimbali za Kepa katika nchi hizo mbili. Ripoti ya awali ilipitishwa kwa maafisa ushirikiano, na kwa afisa wa Kepa, kitengo cha Tanzania kilichopo Helsinki mwezi wa Septemba, ili kupata maoni zaidi. Ripoti kamili ilikamilika mwanzoni mwa Oktoba na kukabidhiwa Kepa.

Tathmini hiyo iligundua yafuatayo:

- 1) Mradi ulipangwa kwa haraka na bila matayarisho ya kutosha, kiasi cha kusababisha matatizo ya kiutendaji na ya kiutekelezaji.
- 2) Katika miaka hiyo miwili, kumekuwepo na mabadiliko ya kila wakati ya sera, watendaji na hata makao katika Kepa-Helsinki. Hali hii imesababisha kukatika kwa mawasiliano na hatimaye kutoelewana kati ya Helsinki na sehemu za utendaji. Vile vile kutokana na hali hiyo, msaada kutoka Helsinki umekuwa ukikosekana.
- 3) Hata hivyo mradi umefanikiwa Tanzania. Uratibu wa mashirika yasiyo ya kiserikali umefanyika vya kutosha katika miji yote miwili, hasa mjini Dar es salaam. Huduma za kufaa mbali mbali zinapatikana kwa urahisi, na washika madau wa Finland na wa Tanzania wameridhika.
- 4) Huduma za ushirikiano na uchunguzi wa kisiasa katika miji yote miwili ni za manufaa kwa washika madau wa Finland na Tanzania. Inadhihirisha kuwa shughuli za Kepa zina uwezo wa kusaidia katika kujenga jamii ya Kitanzania na kukuza hali ya ushirikiano baina ya mashirika yasiyo ya kiserikali ya Finland na Tanzania.
- 5) Hata hivyo, tatizo kubwa ambalo limejitokeza linalopunguza uwezekano huo ni kukosekana kwa ushirikiano baina ya miji hiyo miwili. Picha halisi ya kisiasa na ile ya vyama na vikundi mbalimbali nchini Tanzania haipatikani. Hali hii inafanya vigumu kuwepo na uchambuzi makini wa hali ya kisiasa katika kufanikisha ushirikiano unaoendeshwa mkoani Morogoro. Ustadi na hali halisi ya mashirika yasiyo ya kiserikali ya Kifinni, hasa yale ya mikoani, haufikii na kusaidia katika utekelezaji wa shughuli zinazoendeshwa Dar es salaam.

Mapendekezo ya tathmini ni kama yafuatayo:

- 1) Shughuli za Kepa ziendele katika miji hiyo miwili. Ofisi ya Morogoro inapaswa kuajiri Mtanzania mmoja (mwanamke), kama Afisa Jamii ambaye atakuwa anafanya uchunguzi wa kisasa na habari katika utendaji wa kuendeleza ushirikiano wa mashirika yasiyo ya kiserikali ya Kifinni na yale ya Kitanzania.
- 2) Kuna haja ya kuwepo na Mfini angalau mjini Morogoro kwa wakati huu. Hata hivyo, Afisa Jamii Mtanzania ambaye atakuwa ameajiriwa anapaswa kujifunza kutoka kwa Maafisa Ushirikiano hao wawili, ili kwamba baadae aweze kulingana nao ki-ujuzi na hatimaye kuchukua kazi ya uratibu na uongozi ya Afisa Ushirikiano wa Kifini. Hii ina maana kwamba baada ya muda Afisa wa Kifini hatahitajiwa tena.
- 3) Inabidi Kepa iajiri Afisa Jamii wa Kifini au wa Kitanzania ili aendelee na kazi iliyoachwa mwezi wa Agosti mjini Dar es salaam. Kama afisa huyo atakuwa Mfini, atapaswa kuwa na afisa mwenzake wa Kitanzania, ambaye baadae atapokea na kutenda majukumu ya afisa wa Kifini baada ya afisa huyo kuondoka. Kuna njia mbili za kutenda kazi hiyo:
  - a) Afisa au maafisa wa jamii wanaweza kufanya kazi kama afisa wa kujitegemea au kwa kikundi kilichounganishwa na TANGO kama ilivyo hivi sasa.
  - b) Afisa Jamii wa Kepa afanye kazi kama mtaalamu wa kujitolea wa TANGO.
- 4) Kepa, pamoja na watendaji, iandae mpango jinsi ambavyo shughuli za miji hiyo miwili itakavyoweza kujuimuishwa kikamilifu na kuweza kupata taarifa kutoka pande zote hizo mbili.
- 5) Inabidi Kepa ihimize kujenga hali ya utendaji wa wahusika, katika uhusiano wa Finland na Tanzania, ili wahusika wasiwe wanategemea zaidi misaada. Hivyo basi Kepa ikazane kuyapa uwezo wa kujizatiti yenyewe, mashirika mama ya TANGO na UNGO.
- 6) Madaraka ya kutoa maamuzi ya masuala ya kifedha yanapaswa yalegezwe kwa kiasi fulani, ili iwe rahisi kwa watendaji kutoa huduma za msaada, au kuwatathmini wahusika mbali mbali, kusafiri kwenda mikutanoni na katika kujenga hali ya utendaji ya wafanyakazi na wahusika.
- 7) Kepa itengeneze sera kwa Tanzania, kuonyesha kwa ukamilifu shughuli zake, walengwa na mdhumuni yake. Mradi mzima unapaswa kutathminiwa baada ya kipindi cha miaka kadhaa kufuatana na malengo

- yaliyoonyeshwa.
- 8) Inabidi Kepa kuonyesha kwa uwazi jinsi ya kuandaa ripoti na kuwafundisha watendaji namna ya kuziandika. Ripoti hizo zizingatie majukumu muhimu, matatizo na mengine yatokanayo na utendaji wa kazi, badala ya matukio ya kila siku. Ripoti hizo ziwe sanifu na za kueleweka. Uandikaji wa ripoti unaweza kupangwa kwa namna kwamba matukio ya kila siku yanawezwa kugeuzwa na kuwa taarifa kwa mashirika yanayohusika na hata mashirika mengine yaliyoko Finland kuhusu mabadiliko ya kisiasa, kijamii na ya kiuchumi yanayotokea Tanzania.
  - 9) Kepa itafute njia za kuanzisha kuwepo kwa utawala wa kudumu wa ofisi ya Helsinki ili kwamba sehemu za utendaji ziweze kupata mipango mizuri na misaada ili ziweze kutenda kazi kwa ufanisi.
  - 10) Mikutano ya ushirikiano na uratibu ifanywe mara kwa mara Tanzania kati ya Kepa na Wafini wanaofanya kazi huko, pamoja na mashirika mengine makubwa ambayo ni wanachama.

## Tiivistelmä

Kepa on noin 200 suomalaisen kehitysyhteistyötä tekevän kansalaisjärjestön kattojärjestö. Vuodesta 1995 Kepa on muuttunut vapaaehtoistyöntekijöitä lähettävästä järjestöstä kumppanuusorganisaatioksi. Kepalla on kenttätoimistot kolmessa vanhassa ohjelmamaassa. Osana kumppanuusohjelmaa Kepa on lähettänyt yhteystoimitsijoita ja tiedottajia uusiin maihin, joissa ei ole kenttätoimistoja.

Yli 30 suomalaista kansalaisjärjestöä tekee yhteistyöhankkeita Tansaniassa ja näistä parisenkymmentä työskentelee Morogorossa. Kaikkiaan Tansaniassa on noin 47 projektia, joiden volyyymi ylittää 11 miljoonaa markkaa vuonna 1999. Suurimmassa osassa suomalais-tansanialaisista projekteista ei ole vakiuista henkilökuntaa. Tämän vuoksi jäsenjärjestöt pyysivät Kepaa perustamaan yhteyspalvelut Tansaniaan kumppanuusohjelman alettua.

Kepalla on ollut Tansaniassa kolme yhteystoimitsijaa vuodesta 1997 lähtien. Suomalainen yhteystoimitsija on seurannut Dar es Salaamista käsin maan poliittista, taloudellista ja sosiaalista muutosta ja kansalaisyhteiskunnan tilaa sekä luonut yhteyksiä kansalaisjärjestöihin ja aktiivisiin kansalaistoimijoihin. Morogorossa työskentelee yksi suomalainen ja yksi tansanialainen yhteystoi-

mitsija. He tarjoavat teknistä apua ja toimistopalveluja suomalaisille järjestöille ja näiden kumppaneille sekä luovat yhteyksiä alueen järjestöihin.

Nyt kun yhteyspalveluiden aloittamisesta on kulunut kaksi vuotta, Kepa teettää ohjelmasta sisäisen tarkastuksen (tai väliarvioinnin, internal review), jonka tarkoitus on selvittää ohjelman toimivuus ja mielekkyys suomalaisten ja tansanialaisten asianosaisten kannalta. Arviointi on osa Kepassa käytävää laajempaa strategiakeskustelua. Toimeksiannon mukaan arvioinnin tuloksia käytetään kumppanuusohjelman kehittämiseen ja Tansanian yhteyspalvelujen tulevaisuuden suunnitteluun.

Arvioinnin teki YM Sirpa Tapaninen elo-syyskuussa 1999 haastattelemalla asianosaisia Suomessa ja Tansaniassa sekä tutustumalla ohjelmaa koskeviin asiakirjoihin Kepan toimistoissa. Kenttämätka Tansaniaan tehtiin 14.8.–2.9.1999. Raporttiluonnos annettiin kommentoitavaksi yhteystoimitsijoille ja Kepa Helsingin Tansanian vastuuhenkilölle syyskuun lopulla ja valmis raportti luovutettiin Kepalle lokakuun alussa.

Arvioinnin tärkeimmät johtopäätökset ovat:

- 1) Ohjelma suunniteltiin ja aloitettiin nopeasti ja huolimattomasti, mikä on aiheuttanut sisäisiä ristiriitaisuuksia ja tehottomuutta kentällä.
- 2) Tarkastellun kahden vuoden aikana Kepa-Helsinki on käynyt läpi suuria muutoksia sopeutuessaan uusiin poliittisiin raameihinsa. Suurin osa työntekijöistä on vaihtunut, jotkut kahdesti, ja toimisto on muttanut uusiin tiloihin. Tämä on aiheuttanut informaatiokatkoksia ja väärinkäsityksiä Helsingin ja kentän välillä sekä vähentänyt sitä tukea ja koordinaatiota, jota kenttä olisi tarvinnut Helsingistä.
- 3) Yhteyspalvelut ovat toimineet hyvin Tansaniassa. Olemassaolevia kansalaisjärjestöjä on kartoitettu molemmissa kaupungeissa, kattavammin Dar es Salaamista käsin. Tekniset palvelut ja asiantuntemus ovat saatavilla joustavasti. Sekä suomalaiset että tansanialaiset asianosaiset ovat ilmeisen tyytyväisiä.
- 4) Yhteyspalvelut ja poliittinen tarkkailu molemmissa kaupungeissa näyttävät mielekkäältä asianosaisten kannalta sekä Suomessa että Tansaniassa. Kepan työ Tansaniassa on luonteeltaan sellaista, että sen on mahdollista vahvistaa tansanialaista kansalaisyhteiskuntaa sekä parantaa suomalais-tansanialaisen yhteistyön laatua, kestävyyttä ja tehokkuutta.
- 5) Dar es Salaam ja Morogoro eivät tee yhteistyötä, mikä vähentää ohjelman mielekkyyttä. Dar es Salaamin työtä ei käytetä poliittisena infor-

maationa ja analyysinä käytännön kehitysyhteistyössä, jota palvelee Morogorossa. Kehitysyhteistyön kumppaneiden todellisuus ja tieto eivät välity ymmärryksenä poliittiseen työhön.

Arvioinnin pääsuositukset ovat:

- 1) Kepa-Tansanian työn tulee jatkua molemmissa kaupungeissa. Morogoron tulee palkata nuori (naispuolinen) tansanialainen kansalaisyhteiskuntatoimitsija, yhdistämään poliittinen ja rakenteellinen analyysi käytännön kehitysyhteistyöhön.
- 2) On mielekästä, että Morogoron toinen yhteystoimitsion lähivuosina suomalainen. Uuden tansanialaisen yhteystoimitsijan perehdyttämisen lähtökohdaksi on oltava, että työ voidaan tietyn ajan kuluessa siirtää tansanialaisten hoidettavaksi.
- 3) Dar es Salaamiin tulee palkata suomalainen tai tansanialainen kansalaisyhteiskuntatoimitsija jatkamaan työtä siitä, mihin se jäi elokuussa. Jos yhteystoimitsija on suomalainen, hänelle tulee palkata tansanialainen partneri oppimaan itsenäiseksi työntekijäksi muutaman vuoden sisällä. Työ voidaan järjestää ainakin kahdella vaihtoehtoisella tavalla:
  - a) toimitsijat työskentelevät itsenäisenä Kepa-tiiminä yhteydessä TANGOon kuten tähän saakka
  - b) Kepan toimitsija voisi työskennellä TANGOn vapaaehtoistyöntekijänä
- 4) Kepan tulee suunnitella yhdessä Tansanian työntekijöiden kanssa, kuinka kahden kaupungin yhteistyö toimisi hedelmällisesti.
- 5) Kepan tulee rohkaista partnereiden vahvistamista ja kapasiteetin kasvattamista kaikessa suomalais-tansanialaisessa yhteistyössä siten, ettei partnereista tule rahoittajariippuvaisia. Kepan kannattaa keskittyä vahvistamaan kattojärjestöjä UNGOa ja TANGOa.
- 6) Taloudellista päätöksentekoa kannattaa hajauttaa kentälle jossain määrin enemmän kuin nyt. Kentällä tulee olla käytössään ad hoc rahaa partnereiden testaamiseen ja tukemiseen, matkustamiseen tärkeisiin kokouksiin sekä partnereiden ja työntekijöiden kouluttamiseen.
- 7) Kepan tulee tehdä Tansanian työlle konkreettinen, kirjallinen ohjelma, josta ilmenee, mikä Kepa on, kenelle se on ja mitkä ovat sen saavutettavissa ja arvioitavissa olevat tavoitteet esimerkiksi viidelle vuodelle. Viiden vuoden kuluttua työ tulee arvioida asetettujen tavoitteiden mu-

- kaan.
- 8) Raportointivaatimuksia tulee selkeyttää ja kenttätöntekijöitä kouluttaa raportointiin. Raportointi voisi keskittyä työssä nouseviin keskeisiin kysymyksiin, ongelmiin ja käännekohtiin enemmän kuin päivittäisiin rutiineihin. Laatu tulee painottaa enemmän kuin määrää tai raportointitiheyttä. Raportoinnin muotoa voisi kehittää siten, että rutiiniraportista saisi helposti jäsenille ja muille kiinnostuneille levitettävän informaatiopaketin Tansanian sosiaalisesta, taloudellisesta ja poliittisesta elämästä.
  - 9) Kepan tulee löytää tasapaino jatkuvien muutospaineiden ja hallinnollisen jatkuvuuden väliltä, jotta se voisi taata kentälle tehokkaaseen työntekoon tarvittavan suunnittelun, koordinaation ja tuen.
  - 10) Keva-Tansanian ja Tansaniassa toimivien jäsenjärjestöjen kannattaa järjestää säännöllisiä koordinaatio- ja yhteistyökokouksia Tansaniassa, esimerkiksi puolivuositain.

# Abbreviations

<b>AMKA</b>	Tanzanian consultant agency for third world shops
<b>CRWRC</b>	Christian Reformed World Relief Committee
<b>DEO</b>	District Education Officer
<b>DMO</b>	District Medical Officer
<b>Dsm</b>	Dar es Salaam
<b>FELM</b>	Finnish Evangelic Lutheran Mission
<b>FIM</b>	Finnish mark
<b>Finnida</b>	Finnish International Development Aid Agency
<b>FS</b>	Forum Syd, Swedish NGO Centre for Development Cooperation
<b>4H</b>	Four-H
<b>GoT</b>	Government of Tanzania
<b>JET</b>	Journalists' Environmental Association of Tanzania
<b>Kepa</b>	Kehitysyhteistyön Palvelukeskus, Service Center for Development Cooperation
<b>LKA</b>	Lähetysten Kehitysapu, Pentacostal Church Aid
<b>MEHAYO</b>	Mentally Handicapped Youth Trust Fund
<b>MOECO</b>	Morogoro Environmental Conservation
<b>MS</b>	Danish Association for International Cooperation
<b>NGO</b>	Non-governmental Organization
<b>NYF</b>	National Youth Forum
<b>ORP</b>	Organization for Retired Professionals and Elderly People
<b>SASK</b>	Suomen Ammattiliittojen Solidaarisuuskeskus, Trade Union Solidarity Center of Finland
<b>SAWA</b>	Safina Women's Association
<b>SNV</b>	Netherlands Volunteer Service
<b>TAHEA</b>	Tanzania Home Economics Association
<b>TAMWA</b>	Tanzania Media Women's Association
<b>TANGO</b>	Tanzanian Association of Non-governmental Organizations
<b>TGNP</b>	Tanzanian Gender Network Program
<b>ToR</b>	Terms of Reference
<b>TCRS</b>	Tanganyika Christian Refugee Service
<b>Tsh</b>	Tanzanian Shilling
<b>TSL</b>	Työväen Sivistysliitto, Workers' Educational Association
<b>UNGO</b>	Union of Non-governmental Organizations
<b>VTC</b>	Vocational Training Centre

# Introduction

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Kepa, Service Centre for Development Cooperation, is an umbrella organization of Finnish NGOs in the field of Development and North-South Cooperation. Kepa has about 200 members in Finland. Established in 1986, Kepa used to be a service and information centre and a voluntary sending organization with overseas employees in three programme countries, Zambia, Mozambique and Nicaragua. After a major external evaluation in 1995 Kepa was transferred from a volunteer sending organization into a partnership organization. This led into big organizational and functional changes.

As a result of the transformation Kepa diminished the volunteer programme and sent field workers to new countries. These were India, Thailand, Brazil, the Caribbean, Indonesia, Uganda and Tanzania. New employees have got somewhat different task to carry out but the common denominator for all of them is the partnership Program.

Kepa has had two Finnish liaison officers and a Tanzanian programme officer in Tanzania since 1997, one in the administrative centre and ex-capital Dar Es Salaam (Dsm) and two in Morogoro, 180 kilometres to the west of Dsm. These new field posts were meant to be experimental, with an initial working period of two years, which after Kepa was supposed to review the work and decide about the future of the program. Kepa commissioned an internal review to be carried out in August-September 1999 by MSc, researcher Sirpa Tapaninen.

The purpose of this review is to investigate the performance and relevance of the liaison services in Tanzania and their accordance to Kepa's Declaration of Principles. The relevance is being judged from the point of view of the Tanzanian counterparts, the Finnish NGOs who have used the services of the liaison officers and Kepa.

## Acknowledgements

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## Process of this review

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### Background

Since early 1980's there has been a growing number of Finnish NGOs doing cooperation in Tanzania. They are now about 30 carrying out 47 projects mainly in health and education sectors. The volume of their cooperation is more than FIM 11 million per year. The size of the project and the degree of Finnish presence vary a lot. Some organizations have permanent workers in Tanzania while others only transfer funds and material. With the latter, mail, phone, fax and visits keep up contacts to Tanzania.

In mid-1990's, when Kepa was being changed from a voluntary sending organization into a partnership organization, there were two lobbies of member organizations in Kepa board, 1) Finnish NGOs active in Morogoro and the rest of Tanzania and; 2) those who felt that Kepa's most important task is the critical investigation and advocacy in the sphere of the structures of international trade and debt issues. Both groups wanted to have field posts in new Southern countries along the lines of partnership program but their visions about the nature of the field posts were very different.

The group working in Tanzania wanted a liaison officer to be placed in Morogoro where she/ he could assist the non-established Finnish NGOs in technical and logistical matters. These included transportation and clear-

ing, providing office facilities, project planning and monitoring, screening of counterparts, transfer and administration of money and cultural interpretation.

The other group wanted to have a civil society officer based in Dsm. Her/ his task was to observe the political and economic change of the country, map existing NGOs and create connections to them and investigate how issues of international trade and debt were affecting the civil society of Tanzania.

From 1996 on, there were various acts carried out to plan the scheme. Kepa's member organizations had meetings and discussions where they outlined the needs for liaison services in Tanzania and provided Kepa with a "shopping list" of the tasks of the liaison officer. In December 1996 Kepa commissioned a three-week preappraisal to be carried out in Tanzania to find out the views and needs of different stakeholders there concerning the issue. According to the preappraisal there were already liaison services in Morogoro, in Tushikamane centre, where a Finnish NGO coalition Uhusiano was having their Tanzanian coordinator. The appraisal feared that if a Finnish liaison officer was based in Morogoro, she/ he would start implementing the Finnish NGOs' projects there and thus suggested empowering and strengthening of what was already in Tushikamane and place the Finnish liaison officer in Dsm. The tasks of the liaison officer would be to create links to collect information to support the work of Finnish NGOs, make survey of the technical assistance needed by Finnish NGOs in Tanzania and visit regularly Morogoro to strengthen the links between Finnish NGOs and Tanzanian partners.

## Context

### **In Finland:**

As an umbrella organization KEPA has to balance between the numerous, ever-changing requirements of the members, the Finnish government which funds its activities and the need to have enough of continuity to be able to act. By the time the liaison officers were sent to Tanzania and during the time they have been working there Kepa's office in Helsinki has been in a process of change and thus a continuous flux. Practically speaking the whole of its staff in charge of the field activities has changed three times.

### **In Tanzania:**

Tanzania has gone through big political, economic and social changes during the past 15 years. The country has moved from socialism to market economy only three and a half decades after it reached its independence from the British rule. Structural adjustment programs widen the inequalities between the citizens: public spending has been cut since 1986 with the result that the few rich get richer and the amount of the poor increases. The requirements of market economy are new for the people, and the outsiders own the business, which is flourishing increasingly in the country.

Free NGOs as we know it is a new way of action, copied from Europe. NGOs have been allowed to register for 11 years only. Big amount of people's energy has been and is being channelled through church organizations and communities. It is often targeted work to improve people's lives, but it does not look like our NGO work or what it should look like from the point of view of our administrative culture. Since the late 1980's there have been hundreds of new NGOs established and registered.

Traditionally the Government of Tanzania (GoT) has not been openly criticised. Even educated nationals feel that the administration and legislation are beyond their reach and criticism. Obviously, the government is not ready as yet to discuss openly with the civil society. Some NGOs have been deregistered if they have been considered too critical. Another feature of the Tanzanian NGOs comes from the British tradition. Originally the British NGOs were primarily charity organizations. This created a tradition of tame NGOs who do not bring up sensitive political issues. During the latter part of 1990's there has emerged an increasingly argumentative, critical civil society in the big towns Dsm, Arusha, Moshi, Dodoma and to some extent Mwanza.

About two hundred NGOs have been established and registered since the late 1980's. This trend was intensified by donors' willingness to finance NGOs instead of governments and administration. Many are so called "briefcase NGOs" which do not have real membership or true activity behind their declarations. They have been established simply because establishing an NGO has for the past ten years been one way of getting donor money if you are a good writer.

When NGOs were allowed but not wanted by GoT and donors channelled money through NGOs thus passing the government, the relationship

between donors and NGOs got tight. Opening of Tanzanian political climate since the late 1980's enabled the outsiders to go straight to the villages and communities whereas they formerly spent lot of time with the administration. This gradually excluded the government somewhat from the development efforts of the country. From mid-1990's on, donors have increasingly channelled their money through NGOs. This has led the GoT to encourage and require the NGOs to register, which brings the GoT involved into development efforts again.

The NGOs in big towns and the rural ones have very different focus in political discussions. In Dsm, Arusha, Moshi and Dodoma you can find many politically, critically oriented NGOs who speak like the Western ones and whose words are easy to understand from the point of view of our political culture. In the countryside, to a large extent in Morogoro, the issues have more to do with agriculture, weather and water supply. The latter is the reality of most Tanzanians.

## Methodology

The review consisted of a two-week desk study period in Helsinki with investigation of Keba's archives and interviews of stakeholders in Keba and the member organizations. This was followed by a 19-day field trip to Tanzania, where the evaluator visited the two field offices, several Tanzanian NGOs and some Finnish cooperation project sites interviewing stakeholders in Keba, member organizations, the Embassy of Finland, Tanzanian NGOs and church organizations, Nordic and other non-Tanzanian organizations. Most of September was spent in Finland again carrying out interviews of stakeholders in Keba, member organizations and Finnida, and writing the report. Annex 2. contains a list of persons interviewed.

The method chosen for most of the interviews in the beginning of the review was a semi-structured interview. The structure was provided by themes picked from the Terms of Reference, Keba's Declaration of Principles and from the evaluator's previous experience. Towards the end of the review most interviews were open discussions guided by only few themes and more common sense. The Terms of Reference and the questionnaires used are included in the Annexes.

A questionnaire was sent to all Finnish NGOs working in Tanzania. It

consisted of formal and open questions about the using and views of Kepa's services in Morogoro. Nine organizations responded the questionnaire, which in included as Annex 4.

Since the liaison services in Tanzania were supposed to be a two-year experiment, no detailed job descriptions were prepared for the employees. They were handed the same job description, which guided the liaison officers in Kepa's old programme countries Zambia, Mozambique and Nicaragua. Moreover, the focus of the political observing and mapping, which the civil society officer in Dsm was supposed to do, was not determined. This set the evaluator in the beginning of the review the challenge of "regenerating" the job descriptions in order to know what to evaluate. This was done by perusing through early memorandums and minutes of meetings concerning the scheme and by interviewing people who were involved in the discussions in 1996 and 1997.

Since there were no job descriptions made or clear targets set, there were neither any efforts to create indicators on monitoring and evaluating the scheme. This review first describes what the liaison officers have done in Tanzania so far, how the different stakeholders feel about the services and what kinds of results have been reached through their work. There are also indications about possible effects listed. The review then analyses the rationale, relevance, strengths and weaknesses of the scheme. All of these contain elements of indicators to help the future planning, monitoring and evaluation of the program if Kepa so wishes.

# Setting up the activities in Tanzania

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## Planning and budgeting the scheme

Two liaison officers instead of one were sent to Tanzania because the member organizations required so against the preappraisal. They suggested that a liaison officer in Morogoro could study the dynamics of civil society in Tanzania through the ongoing Finnish-Tanzanian cooperation. At the same time Dsm organizations have very little to do with the villages in the more remote areas. The villages of Morogoro region could act as a channel to the grass roots. Another justification to have a Finn in Morogoro was transfer of funds, which had caused trouble for Finnish NGOs. Finns felt they could not trust the money in the hands of a Tanzanian liaison officer. A further justification was that a Finn could provide information about possible emergencies to the Finnish organizations and carry out interpretation from Finnish to Swahili for those Finns who do not speak English.

The final steps for planning and recruiting took place in 1997 in a situation where personnel in Keka's Helsinki office changed and new people handled many posts. There was unclarity about the division of tasks between people. A new employee who had no experience about conditions in Africa or recruiting employees or about development cooperation as such carried out the recruitment of the liaison officer. This all caused some problems, which could have been avoided.

In a nutshell the problems with getting started were as follows:

### **1. The liaison officers were recruited and sent to Tanzania in a hurry.**

After making the decision of sending two liaison officers it would have been a good idea to send somebody to Tanzania to prepare the posts for a longer period of time, say two months. This would have given Keka a reasonable picture of what things cost and how much time it takes to get organized. Some of the routine work of getting established could have been made in the course of preparing. Now, preparing the posts had to be done by the liaison officers themselves which is a good idea, but Keka-Helsinki obviously did not

trust their appraisal of the situation. This caused the liaison officers and Kepa Helsinki a lot of inefficiency and frustration.

## **2. There were different views in Helsinki and in the field about the material requirements of the work.**

In the early decisions and discussions of the programme, it was clear that Kepa was not supposed to establish a big field office in Tanzania, but merely two field posts. This was obviously not quite clear in Morogoro where the budget proposals tended to be much bigger than intended. At the same time Helsinki office did not have a realistic image of the realities and possibilities of the work in Tanzanian culture, economy, and NGO work. This is why the beginning of the work was full of frustrating correspondence between Helsinki and the field.

## **3. There was not enough of knowledge in Kepa's Helsinki office about the conditions in Tanzania.**

The work of especially Dsm has been ineffective because of uncertainty and lack of funds. Morogoro was an easier case because the liaison officer had been living in Morogoro for 10 years. He knew a lot about the language and the culture, he had a house and a vehicle there and he found a location for his office in the compound of his former place of work. Also, he had been doing liaison and technical assistance as private business for one Finnish NGO for many years and had helped others voluntarily. But even in Morogoro there was much of inefficiency in the beginning because of the same reasons as in Dsm.

With more knowledge in Helsinki about the conditions in the field all parties would have been saved from the needless dispute about how much office infrastructure, vehicles and housing may cost. Tanzania is one of the most expensive countries in the world for an expatriate to live. This does not even mean splurge living. It means descent facilities and enough of safety to live and work without wasting time and effort to carry out simple everyday activities.

## Exchange of information between Helsinki and the field offices

There have been four factors affecting the flow of information between Helsinki and Tanzania during the first two years of the liaison activities:

### **1. In 1997 the logistics in Tanzania was not ready.**

An e-mail took months to get through and telephone lines were uncertain and bad. Getting messages through and responses to questions and queries took ages in a situation where the budget was negotiated.

### **2. Organizational renovations and changes of personnel in Helsinki.**

During the first half of 1998 an employee who was in charge of Kepa's activities in Thailand, Indonesia, Brazil, Uganda and India handled Tanzanian desk in Helsinki. This provided a workload, which was too much for one person, and there was very little room for communication and support from Helsinki to the field. In the latter part of 1998 Kepa employed a part-time desk for Tanzania and Uganda. In the beginning of 1999 the desk started working full time. This provided some change to the relations between the field and Helsinki. The queries of the two liaison officers were responded more frequently and they received information about discussions and events in Helsinki more often. Further improvement to the situation was brought by recruitment of an administrative secretary to Helsinki office, which after the liaison officers started receiving Kepa Newsletters and minutes of the executive board meetings on a regular basis. The recruitment of two new information officers to Helsinki affected the same way.

Apart from organizational renovations and personnel changes Kepa's office moved to new premises in Helsinki in 1999. With all the changes and renovations there has not been much of an opportunity for Helsinki to coordinate and support the new liaison officers in the field. At the same time there has not been much of strength in Helsinki to enjoy and work on the fruits of the experiment. "Experiment" requires flexibility and quick response to what comes out of it. The officers have been left pretty much alone with their new posts in a new country. This has caused much of uncertainty and waste of time and inefficiency in the field.

### **3. Reporting procedures from the field.**

Reporting should address less the routine tasks carried out in the field and more the issues, problems and turning points of the work. Reporting requirements could address more quality and less quantity. The role of a report should be exchange of information and a tool in planning and decision making. What



most organizations and not just Keba do is to encourage reporting which only leads to more paper to be archived.

Some of the reporting from Dsm has not been satisfactory. The reports indicate who has been met but not why, what has been talked and what has come out of it. This has made it difficult for Helsinki to read what has actually been done. At the same time, the reporting requirements from Helsinki have been vague.

#### **4. Contradiction between freedom to create the contents of the work and lack of freedom to make financial decisions in the field.**

Vague job description and lack of coordination and support has created quite a bit of freedom for the liaison officers to make what they want out of their work. Freedom and space to work is highly applauded by this review not least because the officers in the field ultimately know their work and conditions in which they work better than the office in the capital of Finland. However, if freedom means freedom in everything else but using money, there is little chance to do the everything else.

## Liaison services of Finnish NGOs on Tanzania prior to 1997

Small Finnish NGOs without office facilities and permanent employee or strong partner in Tanzania have had the problem of technical services to solve since 1980's. Many NGOs have rented private vehicles from Tanzanian entrepreneurs. There are private firms for photocopy. Connections have been made by post and telecommunications services. This has been extremely time consuming, especially in the 1980's when one had to queue for public telephone services for hours with no certainty of getting through. But what's more important, there have been numerous helpful fellow Finns bringing solutions to the problem along the years.

Big, well established Finnish NGOs like LKA-Finland and FELM, and some others (e.g. 4H, Iisalmen Nuorison Tuki) have helped small NGOs in terms of logistics, transport and clearing, knowledge about the culture and political procedures. Practical help has been available depending on whether there are establishments of the big organizations where the needy have visited.

The housing project of Finnida in Dsm, Onnela, used to provide cheap and sometimes free accommodation in the guesthouse for visitors from NGOs

and cultural organizations in the beginning of 1990's. The visitors could use the office facilities and sometimes got a vehicle from Onnela.

Embassy of Finland in Dsm has provided help in many issues depending on who has been in charge. Some civil servants find it their duty to assist and administrate only Finnida's activities and personnel overseas. When there have been like-minded personnel in the Embassy, NGO workers have got assistance in logistics, connecting people and groups, monitoring programmes and screening counterparts, keeping and channelling funds, clearing and consulting Tanzanian officials.

Tushikamane-association started building a training centre in Morogoro in the beginning of 1990's. Tushikamane centre provided NGO-workers visiting Morogoro-area with telephone, fax, e-mail, transportation and liaison in connecting people and groups. When Tushikamane had Finnish workers they would keep and channel money and help in issues of cultural problems and administration. Tushikamane-related connections having been in Morogoro from the late 1980's, it gradually become a place where many Tanzanians liked to go because they knew the people there and had confidence on them. When Kepa's field services were established many Tanzanians first preferred going to Tushikamane. Nowadays they have gradually started having confidence on Kepa as well.

## Observations and notions in Das es Salaam

Kepa's office in Dsm is situated in the premises of TANGO, Tanzanian Non-Governmental Organizations, which is one of the two umbrella organizations for Tanzanian NGOs. Kepa is renting one room in an office house some 10 kilometres from the centre. The room contains the basics required for activities: one computer with Internet connections, a telephone with fax and a photocopier. There has been a Tanzanian office clerk employed from a Tanzanian counterpart organization NYF to work full time in the office since the beginning of 1999. The liaison officer has got a small Suzuki Land Rover. The outlook of the office is modest but enough to do what the civil society officer perceived as important to do.

A lot of the time in Dsm office has been spent in getting practicalities in order, like finding a house to the civil society officer, office and office infrastructure. Apart from this the civil society officer has created connections to different Tanzanian, Finnish and international actors in the field of lobby and

advocacy. Working in close physical connection with TANGO gives Keba a useful channel to the NGO world and related discussions in the country.

The civil society officer lived some 10 kilometres from Dsm centre in Onnela Housing Compound, which was originally established for Finnida workers. Nowadays there are people from many countries living there. The compound is clean and safe but not splurge and the housing costs there are modest in comparison to what they can be for an expatriate living in Dsm. Onnela has a guesthouse which is being used by many visitors from Finland, varying from consultants to workers of cultural and solidarity groups. This gave the civil society officer an opportunity to assist and advice visitors when required and meet people she could not meet otherwise.

Dsm civil society officer finished her work in August of 1999 due to different views of the conditions of work with Keba Helsinki. The office was closed and the infrastructure was moved to Keba's Morogoro office.

## Observations and notions in Morogoro

Morogoro office is situated in Mazimbu some 10 kilometres from Morogoro town in a compound of a furniture factory, which was formerly run by the Morogoro liaison officer. Keba hires a house from the factory. Keba's office consists of two rooms, a hall and a kitchen. The office is much bigger and classier than Keba's Dsm office. The furniture is more expensive but beautiful and functional.

There are five people working in Keba's office. The Finnish liaison officer, the Tanzanian liaison officer, an office secretary and an office clerk who are not Keba employees but hired labour force, whose salaries are paid by Keba, from the furniture factory next door. There is also a driver whose salary is being paid by a Finnish member organization of Keba. This forms quite a herd of people compared to what was planned in the discussions of Keba's member organizations and working groups. However, they make a functioning unit.

More problematic is the hierarchical organization of Morogoro office where there is the Finnish liaison officer in the top of the hierarchy followed by the Tanzanian liaison officer, below them the office secretary finally followed by the two others. Concerning the decision making this is justified to the extent that only the liaison officers are Keba employees and the three others are not. But the two liaison officers are not equals either. The division of labour and decision making seems to function as it is since the Finnish liaison officer is

obviously the only person with the leadership skills required to coordinate the activities of the office. As a whole there would be space for more tasks and information to be decentralized from the liaison officers to the three other workers than is now taking place.

The office has worked with one computer since 1997 so that the Tanzanian programme officer didn't have a computer of his own in his room. After the office infrastructure from Dsm was moved to Morogoro office in August 1999, there has been two computers there, one in the use of the Finnish liaison officer and the office secretary and the other for the Tanzanian programme officer. The office has got phone, fax, e-mail-connections and a copy machine. In Morogoro Kepa has got a Land Cruiser and since September 1999 the Suzuki from Dsm. Apart from these there are two cars owned by member organizations. The member organizations have no offices or permanent personnel in Tanzania, except for one whose Tanzanian programme coordinator uses Kepa's office facilities in Morogoro. Their cars are being kept and used by Kepa's liaison officers. Other Finnish organizations may rent these vehicles when they need transportation.

Two Tanzanian NGOs have offices in the same building with Kepa. UNGO, Union of Non-Governmental Organizations in Morogoro region and Moeco, Morogoro Environmental Conservation. Both of these organizations are cooperating with Finnish NGOs. Moeco hires the space but UNGO is a free tenant. UNGO is an umbrella organization of NGOs in Morogoro region and Kepa supports it by allowing UNGO a room. Sharing the same location gives everybody some benefits. Kepa has got access to information from the two Tanzanian organizations, which helps with the liaison in Morogoro region. One main *raison d'être* for UNGO is to screen the NGOs of Morogoro region to know which ones are serious and who is there just to get donor money. Kepa has benefited from UNGO's screening which helps Kepa with the liaison between Tanzanian organizations and their Finnish partners. The benefits to the Tanzanian organizations are obvious. They have an easy access to Kepa's office infrastructure and transport facilities. Location in Kepa's premises provides them with recognition and status in the area.

# Performance of the activities

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## Support to civil society in Dar es Salaam

The main duty of the Finnish civil society officer based in Dsm has been to observe the political climate and events of Tanzania and connect with existing Tanzanian NGOs and groups. "Political was not defined or elaborated in 1997. Choice could have been possible between focusing on debt, trade policies, environmental issues, NGO-policies, human rights etc.

Dsm civil society officer has carried out considerably targeted mapping of existing NGOs and groups. Some Tanzanian activists have been connected to a few Finnish and international schemes of advocacy and lobby. Tanzanian NGOs and groups have got information about issues in Finland, like third world solidarity movements or campaigning against debt, world trade structures and child labour.

The civil society officer has facilitated and participated in organizing seminars and workshops with and for the Tanzanian NGOs. A curious detail about the work has been North-South Awareness talks. Basically the idea came from Kepa, which also facilitated the seminars, but all arrangements were made by NYF. North-South Awareness Talks has been a series of public political discussions taking place in Dsm for NGOs and donors and they have been open to who ever wishes to participate. There have been 50-100 participants each time and the topics have concerned e.g. debt, the renovation of Tanzanian constitution, elections and human rights.

Kepa's office functioned in a room rented from TANGO and thus the civil society officer worked in close cooperation with TANGO, which is a Tanzanian umbrella organization of NGOs established in 1988. TANGO is not recognized among the Tanzanian NGOs to be representing them due to its history with weak and incompetent leadership. Today TANGO is obviously run by more competent leaders but its ability to function is burdened by its reputation and lack of funds. It has got a Danish volunteer from MS who makes TANGO's newsletter Semezana. Kepa has managed in supporting TANGO by providing some funds for training to TANGO personnel and by or-

ganizing some seminars in cooperation with TANGO. Kepa has provided TANGO with information about the on-going preparation of a nation wide NGO-policy by the government. Without Kepa's support TANGO could not have participated in the discussion about the NGO policy with the capacity it has participated.

Allowing TANGO to use Kepa's office facilities when those of TANGO have been down has also brought institutional support and eased up the running costs of TANGO. The office being so small and equipment scarce it has not been possible to invite many other NGOs to utilize the office infrastructure although this would have been useful for both Kepa and Tanzanian NGOs. Kepa would have had an easy access to a lot more information and connections. Working together is a good channel for knowing each other more and gain confidence in each other. Allowing Tanzanian NGOs to use Kepa's office facilities more would thus have opened Kepa possibilities to deeper relationships and further cultural understanding.

Apart from TANGO, many other Tanzanian groups and NGOs feel that Kepa's work in Dsm has strengthened them. This is a delicate phenomena about Kepa's work in Dsm: it does not show much to Finland but in Tanzania it becomes evident that there has been much of small kind of work done *with the Tanzanians*. The geographical area covered by Kepa-Dsm's work has been narrow, although there are some partners targeted in remote towns like Mbeya and Mwanza. It is too early to say whether this work has strengthened Tanzanian groups and civil society in concrete terms but certainly the work done is of the nature that has the potential to strengthen them. If this could continue and feed back into Finnish -Tanzanian cooperation, it would be precisely what Kepa is supposed to do in the field according to its principles.

The civil society officer has worked in cooperation with several international NGOs in Dsm activating them towards structural and political issues instead of dealing with development aid regular only. Some Tanzanian NGO-activists have got a connection to international NGOs through Kepa.

Technical support to Finnish NGOs has also been given in Dsm, which has decreased the burden of big Dsm based Finnish NGOs and the Embassy to assist their fellow Finns. Technical services have been given rather little because the need in Dsm is small. Small Finnish organizations work mainly outside of Dsm.

Kepa's work in Dsm has been modest in quantity and it does not feed back to Finland enormously. More links to Finnish advocacy and lobby groups could have been created. This is partly due to restricted reporting skills and mostly due to lack of time. Most part of 1997 was spent in getting an office, a house, opening telephone connections, getting a car, registering and miscellaneous other things. In brief, much of the first year was spent with getting started. Had the civil society officer had a Tanzanian counterpart and/or an information officer with her, the result could have been totally different. Part of the inefficiency in channelling information and connections to Finland has certainly been due to lack of channelling information from Kepa's office in Helsinki. The officer should have made herself all connections to Finland herself from Tanzania, which is a huge workload for one person.

Attempt to provide Finnish and Tanzanian cooperation partners with knowledge on the political context affecting their work has been done very little. Most Finnish NGOs don't know why the civil society officer was there. Apart from what was stated above, this is also to a large extent due to the priorities of Finnish NGOs. When the members carry out practical development cooperation, their first concern is to get technical matters like logistics and transport functioning. Wish to understand the political context comes only second.

Dsm liaison officer finished her work in August and no one has been recruited to take over her job. If Kepa now goes away, the Tanzanians have been used mainly as an experimental ground which is rather unfair after all the work done together and all the connections created. It is also waste of resources because there is no Tanzanian recruited to take the work over. What Kepa has done in Dsm is quite exceptional work with high quality and should be given the value it deserves. No other northern organization has got an officer in Tanzania simply to do political observing and support the civil society actors without being primarily attached to development cooperation. The time chosen for this work has also been good: Tanzania is in a political flux and the idea of having a political observer is useful.

## Providing services from Morogoro

The office in Morogoro has been providing technical assistance to Finnish and Tanzanian NGOs who have their cooperation projects in Morogoro region

and to some extent in the rest of the country. There are about 20 Finnish organizations cooperating in Morogoro region. Technical assistance means transportation of goods, people, knowledge and money from A to B including things like clearing containers in Dsm harbour. The organizations have an access to office infrastructure in Kepa's Morogoro office thus being able to use photocopy machine, e-mail, phone and fax. Apart from providing technical assistance, Morogoro office has done liaison work connecting Finnish and Tanzanian counterparts and giving assistance and advice in cultural issues and local political procedures and phenomena, screening project proposals of possible partners and monitoring ongoing programs. At the moment Kepa helps in monitoring 24 projects in Morogoro area and all together 47 around Tanzania. Kepa has been involved in organizing meetings and seminars, facilitating the meetings organized by Finnish and Tanzanian partners and supporting some Tanzanian partners to training courses in various issues.

The Finnish NGO's working in Tanzania can be divided in five groups according to how they feel about Kepa's services there:

1. Group using the technical services very much from screening of new partners through transportation to moving funds and monitoring. This group is very satisfied and they can show direct, accountable benefits about having Kepa in Morogoro. Monitoring and administrative costs have gone down in terms of money and time. Now that they must travel less to Tanzania, more money can be used in the field for the very cooperation. They neglect that Kepa would have a lot of responsibility of their projects but this leaves some doubt because at the same time they have had fewer monitoring trips to Tanzania which means that they have less direct interaction with their counterparts. This group is not big but apparently takes a lot of Kepa's time
2. Group using Kepa's services sometimes more, sometimes less depending on what they do and how their cooperation fares. Services needed are connecting new partners, interpretation in cultural and political issues, transportation and solving various problems with partners
3. Group only using Kepa's transportation services and not really needing much more since their partnerships to Tanzania are well established, they speak Swahili and they have no perceived problems with the administrative procedures. Satisfied with getting the car but actually they had a car easily organized already before.



4. Like above but they don't need Kepa's services because their partners are so well established and are not lacking resources
5. Not using Kepa's services since they have their own liaison services, either Finnish (FELM, LKA) or international (AMKA)

Some organizations in the third and the fourth groups obviously would like to enjoy certain services like help with Tanzanian administrative and political system, cultural interpretation, monitoring and screening of partners. These are precisely the services, which Kepa offers. However, these members didn't know what actually was available from Kepa and if their NGO really is one that could ask for such services. This will be dealt with more below when talking about informing about Kepa's services.

Finnish and Tanzanian NGO community seems to be satisfied with the technical assistance provided - it is mostly easily available and the service is flexible. The Finnish liaison officer speaks Swahili and can provide a lot of cultural interpretation for all parties. The Tanzanian programme officer has got a long experience as a civil servant in Tanzania. He knows how to deal with the local and regional administrative structures and likewise is able to interpret issues of culture to Finns, with whom he has been working for many years. The two officers have managed in solving some disputes caused by cross-cultural misunderstandings between partners. Kepa's presence in Morogoro has brought prestige and credibility to local NGOs in the eyes of the local administration and public. It has also removed some prejudices, which the administration and the public have had towards NGOs. Tanzanian NGOs have received help in project planning and project write from Kepa office.

Prior to Kepa having liaison services in Tanzania, there used to be Finnish-Tanzanian cooperation schemes where the cooperation took place more between individual persons than organizations. This has caused threat of unsustainability in a situation where most Tanzanian counterparts are dependent on the resources channelled from Finland. The officers in Morogoro have clarified these situations by institutionalizing them and thus bringing the cooperation on firmer and more sustainable ground. Some cooperation used to be donor driven in the sense that when Finns went back home from monitoring trips, work in common building sites and related activities would stop. Kepa's monitoring and ability to channel money has brought continuity - whereas formerly Finns brought lump sums of money which had to be used immediately, now money can be used all around the year and thus keep work going.

The Finnish liaison officer has helped in maintaining two cars of non-established member organizations in Morogoro. Without his presence the cars would be in Tushikamane centre and hardly usable.

Mazimbu's location far from Morogoro town is difficult and time-consuming for the member NGO's and Tanzanian partners who don't have transportation. Some Finns need basically just to send some e-mail or make a few photocopies. Taking a local bus to Mazimbu and back takes half a day, which means that many skip going there. Morogoro office provides people with transportation when they know that it is needed and if visitors take a lift from Kepa personnel going there anyway this is convenient and free. But if the visitors need to ask for the car just for themselves they pay Tsh 300 per kilometre (about FIM 2,40).

Culturally, Tanzanians are in a habit of "dropping in" if your house or your office is on the way. This means that you can spend the whole day talking to visitors who don't necessarily have other reason to be there but social. This makes Kepa's location in Mazimbu pleasant for the liaison officers who can spend a bigger part of the day working.

Morogoro liaison has brought about many new Tanzanian partners to Finnish NGOs. However, most new partners mapped seem to be much in Tushikamane tradition and rather recently established. The review raised a question of whether or not there are older organizations in Morogoro area than just those established last or the previous year.

## Youth exchange programme in Tanzania

Kepa's youth exchange programme has benefited from the liaison services in Tanzania. The officers in both towns have found new connections to host the young volunteers and maintained old ones. Young newcomers have been fetched from the airport and accommodated, and they have received help and support of different kind during their stay in Tanzania. The programme saves a lot of time in Helsinki by using the liaison officers in Dsm and Morogoro as couriers since the volunteers go to Tanzania all around the year each leaving in different time. It would be laborious to handle all of the required connections from Helsinki to the Tanzanian counterparts who do not have a direct access to e-mail or operating fax.

Some remote villages and far away NGOs found by the liaison officers have benefited from receiving a volunteer. They all would prefer having volunteers

with professional skills who could help and capacitate them in real issues - like how to teach handicrafts to the handicapped. But all interviewees seemed to be satisfied to have a volunteer even without professional training.

Kepa Helsinki has not always been able to utilize the young volunteers and their connection to liaison officers. E.g. in 1997, there was a volunteer in Morogoro region and the liaison officer had already started his work there. At the same time Kepa sent a person to a fact-finding mission to Tanzania in order to search for new hosts to future volunteers. Using the liaison officer and the young volunteer, who already was there to map the hosts, could have saved a lot of money.

## Agreement protocol

Kepa made an agreement protocol with the GoT and registered itself in Tanzania. The process took a long time to be accomplished and required a lot of working hours of the Finnish liaison officers. However, the procedure brought about several good things - right to own property in Tanzania, right for Kepa's members to import goods tax free, right to employ local workers, right to get research permits through Kepa, work permits for youth exchange volunteers etc. A slight contradiction is that Kepa's presence was supposed to be experimental and possibly temporary. If this was the case why devote all that work to registering? On the other hand, now that it has been done it should be utilized in the benefit of the member organizations and their partners.

The protocol brings along the recognition of GoT. Kepa has got the right to support the civil society rather freely - the protocol protects Kepa personnel from being arrested and jailed without a good reason. This gives an important implication to the civil society work and support to advocacy groups: Kepa can act rather freely when the Tanzanian NGOs perhaps could not.

According to Kepa's constitution Kepa is the service centre and a coordinator of its members. There is a slight risk that along the registration and agreement protocol some Tanzanian officials see Kepa as being somehow "in charge" of its members in the field. On the other hand, Tanzania has a long tradition of hierarchical and centralized political structure, which alone may affect the image of an umbrella organization in the eyes of administration. However, it is the task of the liaison officers to clarify the situation to the Tanzanian officials. This is connected to informing about Kepa's activities in general.

## Informing about the services in the field

Kepa Helsinki and Kepa-Tanzania use the following means of spreading information of services available:

- Dsm organized an information meeting for the Tanzanian and international NGOs after Kepa's new office was opened
- Swahili leaflet about Kepa-Tanzania
- articles in local NGO-media
- an announcement of the services available in the telephone book of Tanzania
- Kumppani-magazine, Kepa Newsletter and Kepa-L -mailing list in Finland
- Internet
- monthly reports to Helsinki office from the field
- Morogoro TV
- rumours and gossips

The information looks plenty but still there was an amazing amount of interviewees who did not have a clear picture about what they could ask from Kepa. Many Finns need monitoring of their ongoing programs, screening of new partners, information about the administrative and political system, and cultural interpretation. But they did not know that help was available for this in both Morogoro and Dsm. Considering how much information has been spread, this is probably more a problem of members' ability to search and process information than that of Kepa.

The Tanzanian partners criticized Kepa for not being clear in what it is, what it provides and what it does not provide. Many seemed embarrassed about a European organization established in Tanzania not donating money. Many wanted Kepa to make a clear policy paper *for Tanzania* for some years to come. Some wanted Kepa to define and elaborate what it means by partnership and where the term "political" is supposed to focus when Kepa talks about "development policies" or political observing".

Tanzanians still don't know much of what Kepa is and not everybody still relies on Kepa. Many Tanzanians first go to Tushikamane and ask what Kepa is. In Morogoro most NGOs want to see Kepa as another donor organization, in spite of counteracting information. This all hardly indicates lack of information from Kepa's part. It indicates more about how much time is needed to gain people's confidence when you go to a new culture.

# Analysis

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## Results/effects of the work

After two years it is way too early to require effects of any work. However, the review found some issues, which can be considered as the results and initiative effects of the work in Tanzania.

According to the registration papers of Kepa Tanzania 1998 the activities shall be:

- follow the political debate in the country, especially where development issues are concerned
- to be a forum for innovative and critical debate about the identities, duties and methods of Finnish development movement

Kepa's work in the sphere of political observing has undoubtedly brought knowledge about the state of the civil society in Tanzania and thus the context which affects NGOs' work, existing Tanzanian NGOs and their visions, decision making procedures and problems. So far Kepa-Tanzania has not been a forum for critical debate about Finnish development movement. It has got the potential to be one, however, if only the knowledge it has gathered could be spread to a larger consumer group and feed back into practical cooperation.

The plan of action 1997 for the whole of Kepa states that apart from the tasks of the liaison officers in the old program countries, the liaison officers in Tanzania shall have new tasks. These include

- participating in the planning, monitoring and evaluation of members' cooperation
- developing and supporting direct links between the Finnish and Tanzanian NGOs
- finding new partners for Finnish NGOs
- fostering dialogue between Kepa and its members and Tanzanian groups in the sphere of political debate and campaigns
- following the political change in Tanzania and reporting about it to Finland, and

- informing the Tanzanians about the political discussion and campaigns in Finland

There are many new partnerships created during the two years. Screening of potential counterparts has brought security and efficiency to Finnish-Tanzanian cooperation, since now Finns hardly end up starting cooperation with briefcase organizations.

Kepa-Tanzania has contributed to the quality of Finnish-Tanzanian cooperation. The work has removed some risk of corruption in the cooperation. Less Finnish money is probably being lost in the administrative system of Tanzania now that the funds are being channelled through the Finnish liaison officer. At the same time, Kepa-Tanzania has brought continuity, institutionality and sustainability to Finnish - Tanzanian cooperation at least in Morogoro region.

Big, established Finnish NGO's have benefited indirectly from Kepa's presence in both towns. It has decreased their work as well as that of the Embassy of Finland. Now they assist the Finnish NGOs less in technical matters and transferring of money.

Kepa's activities and new partners have brought prestige and public recognition to weak Tanzanian organizations. Some organizations have gained in capacity building by participating in seminars facilitated by Kepa or getting funds from Kepa to send some member or employee to participate in training.

Finnish NGOs and groups are probably working closer to their partners than before. Prior to Kepa's presence, regional and local officials had a determining position in the cooperation with Finnish NGOs. Now it is more the local groups and villages. At the same time however, there is a risk that too much responsibility of monitoring has been moved to Kepa from the members themselves. Whereas formerly the Finns cooperated through the administration, it is possible that they now are increasingly cooperating through Kepa and still not directly with their counterparts.

Kepa's presence is possibly intensifying the trend of forming and registering NGOs, which has been going on in Tanzania since late 1980's. This is not only a good effect because it encourages also more briefcase organizations to get registered. Offering partnership to groups oriented towards advocacy and lobby contains a risk of imposing yet another new fashionable concept around which Tanzanian NGOs are being established. Screening of potential counterparts becomes more important.

## Fulfilling Kepa's principles

According to Kepa's Declaration of Principles sustainable development, equality and democracy belong to Kepa's basic values. The interviews carried out in the beginning of the review indicated that Kepa attempted in Tanzania to diminish the traditional donor-recipient approach.

The Declaration of Principles notes that Kepa should

*“Strengthen the civil societies in the developing countries through their own field activities as well as through building cooperation networks between Finnish and Southern non-governmental organizations”*

This is basically what Kepa has been doing in Tanzania, but before the work done can really fulfil any principles it must be guaranteed sustainability. The sustainability of the work in Dsm depends on whether or not Kepa employs a civil society officer in the future. The work in Dsm has provided many precious things. The contacts created must be sustained and the mapping of existing organizations continued. This brings a channel for further political observing and strengthening of Tanzanian civil society.

In Dsm were rather well fulfilled the requirements of materially modest presence of Kepa's office. The room rented from TANGO and the scarce office equipment was well in the sphere of possibilities of a better-off local NGO. Morogoro office is more like that of a modest office of an ex-patriate NGO, definitely outside the possibilities of a Tanzanian NGO.

The civil society officer in Dsm wanted to employ a Tanzanian counterpart in 1998 but this was cut off the budget in Helsinki. This is rather silly from the point of view of sustainability and ownership. If the idea of Kepa's work is to strengthen the civil societies of other countries on sustainable basis diminishing the traditional donor-recipient approach, building only on expatriate, short-term employees cannot do it. The candidate for Tanzanian partner was finally employed as the office clerk in Kepa Dsm. She participated into workshops on political issues thus gaining some knowledge of them and she works in TANGO now. Kepa pays her salary until the end of 1999, which can be considered as an indirect capacity building to TANGO.

The Tanzanian employees in Morogoro are totally dependent on Kepa and coordination of the activities of Morogoro office is dependent on the Finnish liaison officer. If he finished his work now there would be little left of Kepa's activities there. Many of the technical services demanded by Finn-

ish NGOs do not require a Finnish liaison officer's presence. A competent Tanzanian could at some point in the future handle them.

Capacity building contributes to sustainability. Tanzanian NGOs need support to establish, maintain and develop their organizations and activities. Some of them have great ideas but hardly anything to enable them to fulfil these ideas. Without initial support to begin many have no change. Kepa has supported the local NGOs by small amounts of money channelled to training opportunities, which has contributed to capacity building. Facilitating locally organized seminars and organizing workshops on various issues can also be considered as capacity building.

According to its Declaration of Principles Kepa's partnership Programme should

*"Increase the awareness of global issues in Finnish civil society and improve its ability to act by organizing information, training, campaigns and service activities for and in cooperation with Finnish non-governmental organizations..."*

Information about the political changes and political analysis has not reached the members to a large extent. One good way of improving this would be to renovate the whole idea of routine reporting from the field. Instead of writing exhausting, self-repeating descriptions of the everyday work with lists of people met, reporting should concentrate on important issues, turning points and problems of the work. This way routine reporting could be easily modified to e.g. e-mail-letters to members, partners and other interested audience.

Right now many Tanzanian organizations expect Kepa to do tasks which should be done by a Tanzanian umbrella organization -gathering, dissemination and storing information about Tanzanian NGOs, connecting Tanzanian NGOs to each other, etc. Kepa should do this to the extent that has been done so far in Dsm and simultaneously cooperate with and empower the Tanzanian umbrella organizations so that they do not get donor driven and so that they will be able to do these tasks in the future.

Kepa should continue in Tanzania now that Tanzanian groups and organizations finally start knowing a bit of what Kepa might be. It takes a long time to gain people's confidence - this has got to be recognized in any cross-cultural work.



## Cooperation with related organizations

The reappraisal of 1997 stated that Nordic umbrella organizations are willing to cooperate with Keba in information exchange and some unelaborated joint Nordic programs. However, Keba has had very little to do with other Northern umbrella organizations. This is apparently due to the workloads of all parties, which makes innovative meeting impossible: something else always gets to be the priority. Another thing is that MS and FS tend to have their activities still in traditional volunteer sending programmes. A common civil society officer would probably be a good idea for Keba and FS. One problem is their nature as umbrella organizations funded by the governments: e.g. FS gets its funding from SIDA with rather strict conditions. If they open a new post they must get the money from somewhere. MS could use joint monitoring and evaluation with Keba. This autumn Keba organizes a workshop on trade policies in Arusha with FS and MS, but even here it is the offices of the capital cities in Europe which cooperate and not the offices in Dsm.

The Embassy of Finland in Dsm has during the past two years been interested in the development of NGO policies in the country and there has been some information exchange between Keba and the Embassy. When Keba was having trouble of getting itself registered it received some practical support from the Embassy.

The Embassy allocates small amounts of money for Tanzanian NGOs to micro-projects. There has been talk of cooperation in the screening of Tanzanian applicant NGOs between the Embassy and Keba. Embassy needs further criteria for the allocation of microproject funds and Keba could assist in this. What has been done in practise, however, has been occasional cooperation in support to some individual NGO. It seems obvious that there would be fertile ground here for cooperation since both Keba and the Embassy have knowledge and information about the Tanzanian civil society. Sharing this information would probably save the resources in both agencies.

Keba-Dsm has activated the international NGO community in Dsm by raising new issues and bringing the political questions to the front in a group, which formerly dealt with development cooperation regular only. Many international actors who needed connections to politically oriented and argumentative Tanzanians considered Keba's civil society officer as a valuable connection.

It is easier for Dsm than for Morogoro to cooperate with other organizations because the civil society officer in Dsm has not been strangled with project work. Dsm could and should have been somehow connected to advocacy and lobby group meetings in Harare or Nairobi but has had no funds. Participating in regional meetings would give the civil society officer a change to foster regional, South-South cooperation. This would ideally yield back to sustainability of the work and decreasing the importance of European actors in Africa.

Kepa-Tanzania could have cooperated more with other Kepa field offices in Jubilee campaign. Lack of cooperation is apparently due to lack of financial resources and too much work. The liaison officer has simply done some prioritizing and this has been left out.

## Rationale and relevance

There was and still is an obvious rationale to have a Kepa liaison officer in Morogoro since there are so many unestablished Finns working there. The rationale of sending a *Finnish* liaison officer to Morogoro was doubtful in the beginning. For the time being it makes sense having a Finn there. He carries out his duties excellently and is necessary for running the Morogoro office. However, there is hardly a rationale to have a Finn in Morogoro in the long run.

There is a rationale of having a civil society officer in Dsm now that Tanzania is in a continuous political and social flux. Free market economy, new legislation affecting NGOs' work, structural adjustment programs and the novelty of the whole concept of free NGOs in Tanzania cause uncertainty and increasing donor dependency where empowerment and capacity building is needed.

There has been discussion during the two years about the rationale of establishing a field office in Morogoro. The idea was that by a modest presence in Tanzania Kepa would diminish the traditional donor-recipient approach and identify closer to the Tanzanian society than the donor community. The offices the liaison officers in Morogoro and Dsm established were relevant for the work they have done. The same applies to the facilities they got. Had there been a strong Tanzanian organization to host the liaison officers like there is e.g. in Thailand, the kind of work done in Dsm could have been carried out by attaching to a local organization. But two years ago there was no such organization known.

Kepa's activities are relevant from the point of view of quality, efficiency and cost-effectiveness of members' cooperation. Even without Kepa in Tanzania all necessary activities would be carried out but they would require more labour and money from the members.

The work is relevant from the point of view of capacity building and empowerment of Tanzanian NGOs. Kepa's work has potential to strengthen Tanzanian civil society, only it requires time and resources.

## Strengths

This chapter lists the strong points of Kepa-Tanzania's work, which can be used as starting points when planning the work further. Part of them has been talked about before. Some are less practical thoughts, which have been gathered along the review.

The obvious relevance of Kepa Tanzania's work from the point of view of Finnish and Tanzanian stakeholders is an important strength to build on. It is obvious that Kepa's activities in Tanzania are appreciated by most users.

The liaison officers in Morogoro make a functional team and their joint know-how is considerable. The services are flexible and do not ask for the time of the day.

Morogoro liaison seems to be having a good effect on the quality of Finnish - Tanzanian cooperation.

Civil society officer in Dsm is not too much connected to the numerous tasks of technical service of members which gives plenty of space for political observing and creativity. If there was a civil society officer in Morogoro only, she/ he would probably be driven into the practical work, which is both endless and tempting, and easier to grasp than political work.

The timing to send a civil society officer to Tanzania was good since the country is in a process of political and social change. Targeted mapping of existing groups and liaison in Dsm has connected many Tanzanian and international NGOs. Good timing and created connections enable the liaison officer to capacitate and empower the NGOs in a socially, politically and economically confusing situation.

Kepa has connected some Tanzanian NGOs together, thus strengthening the South-South cooperation. Not everybody wants to be connected to cooperate because people are competing about donors. Some practical cooperation has been created, though. The two Jubilee-seminars organized in Tanzania

brought many like minded groups and individuals together as well as North-South Awareness Talks. Some small and remote NGOs have found connections in Dsm, which they did not have before.

Kepa's work as it was in Tanzania until August 1999 has got a potential to bring a big group of very different Finnish NGOs together. Numerous organizations with different worldviews share the same umbrella and country of work. Although different, all of them probably agree on some basic issues in the fieldwork and have the same aim.

Agreement protocol brings practical benefits to Kepa and members. This can be utilized to the benefit of all stakeholders.

Kepa can build a bridge between the grassroots and the GoT by strengthening the grassroots organizations. This should be the task of a Tanzanian umbrella but Kepa is better resourced and can work more freely than the domestic organizations without getting into trouble.

There are indications that Kepa's presence can empower and capacitate the local NGOs. Kepa's partnership has brought prestige, recognition and connections to many NGOs. It has removed prejudices towards the NGOs in the eyes of the public and administration. Kepa has assisted some seminars financially and paid training courses to individual NGO actors.

Kepa's work in strengthening local groups and NGOs is not primarily based on money. This means that it does not by definition create and maintain donor dependency. It also adds to the sustainability of Kepa's activities.

The two-year period, which Kepa has spent in Tanzania, can be considered as the planning which did not take place before the program. The useful practical information, which has been gathered is a strength, which can and should be used to make a targeted plan about the work in Tanzania.

Things in a foreign culture take time. Tanzanian NGOs are gradually getting to know Kepa and beginning to have confidence on it apart from old channels of Finnish - Tanzanian cooperation. It would be a good time for Kepa to start working in Tanzania now.

## Weaknesses

The work in Tanzania has been rather unfocused and thus the workload of the liaison officers is enormous. This causes inefficiency : when you try to do everything you may end up doing nothing. In the case of Morogoro this has

led to immensely long working hours of the liaison officers. There were a few Finnish users of Kefa's services in Morogoro who said that they had not got the services they had asked for. The review indicated that these were mostly cases where the liaison officers were simply busy with other, related commitments and thus unable to act. In Dsm, the liaison officer simply did some focusing herself deciding to spend more time with the local NGOs and informing less to Finland (e.g. writing articles or approaching members). The review considers this a relevant, untraditional kind of prioritization, which however made the work in Dsm considerably invisible in Finland and decreased the user group of valuable political information.

There is a risk of Kefa Morogoro's monitoring duties to grow too big in relation to how much member organizations monitor their own cooperations. Even now the Tanzanian liaison officer monitors more than 30 projects all over Tanzania, which is quite a heavy task. This will lead to a pressure to increase Kefa personnel which is hardly functional. The amount of work must be kept such that it can be handled by only minor adjustments to what now exists in Morogoro. At the end of the day, if Kefa is a facilitator, an advisor and assistance in monitoring it can function with pretty light machinery. If it turns out to be the ultimate monitorer, it needs much more staff.

Flow of information between Helsinki and the field is slow and uneasy. The queries of both sides have been answered slowly and sometimes not at all. There have also been many misunderstandings in the dialogue due to some kind of cultural gap between Helsinki and the field. The realities in Helsinki and the field are very different. Apparently the staff in Helsinki does not have enough of practical experience about the realities in the field.

There is a contradiction in how much and what liberties and space for decision making and action the liaison officers have had in Tanzania. They have had liberty in searching for the focus for their work and in being creative, but they have not had much of freedom for financial decisions to fulfil their ideas. This has caused some lost opportunities and inefficiency in Tanzania.

Kefa's reporting procedures are inefficient. A routine report can serve planning and decision making, and act as a means of information dissemination to a wider audience than just the office in Helsinki. This requires reporting central issues, problems and turning points of the work instead of routine everyday tasks.

In the beginning Dsm and Morogoro liaison officers met once a month in a mutual coordination meeting. In 1998 the working load of Dsm grew too

big to fit these meetings into the programme. There were also some problems of personal chemistry, which encouraged to prioritize other things in the endless field of work. It is hard to say how the combination of issues would have succeeded had the meetings gone on.

Lack of cooperation between Dsm and Morogoro blocks the political information feeding into where it should be feeding - the practical cooperation of Finnish and Tanzanian groups. This digs the ground underneath the cooperation and thus affects its relevance, quality and sustainability . Political observing takes place mainly in the big towns where it is not learning from the rural reality of most Tanzanians and donor dependencies of many cooperation schemes.

Hierarchy in Morogoro between the liaison officers is not in line with Kepa's principles. It feeds into the unsustainability of Kepa's activities in Tanzania and supports the idea of traditional donor-recipient paradigm.

The review indicated that for the time being the division of labour in Morogoro should remain as it is since it is the Finnish liaison officer's leading and coordination skills which keep the work going. However, Kepa should seriously consider how to plan the future work in Morogoro so that it is not dependent on one person.

Tanzanian programme officer in Morogoro is qualified and experienced in local administration, monitoring, organizing practicalities and cultural interpretation between the Finnish and the Tanzanians. However, Kepa must recognize that he is at the retirement age and his services will thus not be available for many more years. In order to bring sustainability and continuity to the work Kepa should get young Tanzanian blood to Morogoro office.

For the time being it makes sense to have a Finnish liaison officer in Morogoro but there is little rationale of having a Finn in Morogoro for years and years to come. There is no doubt that with the right selection of employees and targeted capacity building inside of Kepa a Tanzanian could do what the Finn is doing now. As things are now this will require good planning and a great deal of time.

The fact that there are three people working fulltime in Morogoro office without being official Kepa employees saves Kepa's money but must not lead into not capacitating them. Kepa should see that they get training, which will fulfil their capacities and ensure them employment in case Kepa's activities finished in Morogoro.

# Conclutions and recommendations

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## Conclusions

There are four main factors, which justify Kepa's continuing presence in Tanzania

1. Rationale concerning the timing of political observation: the quick and current changing process of Tanzanian society where people are lost with the requirements of the market economy and the imposed system of free NGOs
2. Relevance from the point of view of Finnish and Tanzanian stakeholders
3. Relevance from the point of view of Kepa's principles: Kepa-Tanzania's work is of such nature that it has a potential to fulfil many of Kepa's principles
4. Performance: Kepa has done good work in Tanzania to get established and to initiate work: now it is the time to go on working.

Administration and coordination of the scheme from Helsinki has not functioned well and Helsinki has not always been able to support the field activities. There has obviously been a cultural gap between Helsinki and the field. In spite of this the field has done good work.

Sending a civil society officer from Finland to Dsm was a good and timely idea. Not many Northern organizations have made a similar move in a similar way, although most Northern organizations have gone through the same changes in ideology and practise as Kepa. Political observing and cooperation with advocacy and lobby groups should continue but not as a separate activity far away from the sphere of development cooperation regular. The two must feed-back into each other in every day work. Political work needs the knowledge of the beneficiaries of development cooperation and development cooperation loses the ground underneath without critical investigation of the structural contexts where it takes place. In the future, a Tanzanian civil society officer would probably make political issues more easily approached and understood for the Tanzanians. MS, Forum Syd, SNV, Oxfam and CRWRC have solved the dualism suffered by Kepa in various ways, which could be beneficial for Kepa to study. See website [http.fly.web.net/ccic/](http://fly.web.net/ccic/).

Connection to TANGO and other Dsm connections must be maintained even if the liaison officer recommended by this review is not recruited soon. It seems to be of crucial importance to empower local umbrella organizations so that they don't get donor driven. Kepa has started good work in this sense with TANGO and UNGO. Whether or not Kepa's work in Tanzania continues along the lines recommended by this review, Kepa should also investigate the possibilities of these two umbrella organizations and TAHEA to act as channels of political information between Finland and Tanzania.

Kepa's role gets moulded in interaction with all its counterparts and cannot thus be the same everywhere. This is why Kepa should make policy papers for each country where it works. Policy papers may and ideally should contain practical aims and targeted goals of where Kepa wishes to stand and what it aims at reaching within a certain amount of years.

## Recommendations

- employ a young (female) civil society officer to learn the skills of the two liaison officers in Morogoro with the idea that sooner or later she/ he would be an equal partner who can run the office even if the Finnish liaison officer is not around. The duties of a civil society officer in Morogoro could consist of political and structural analysis. Good channels for this would be e.g. advising in project planning, monitoring and evaluation of member s' development cooperation, advice when organizing seminars and workshops facilitated by Kepa-Tanzania, and information dissemination between Tanzania and Finland.
- employ a Finnish or a Tanzanian civil society officer to continue the work where it was left in Dsm. If she/ he is a Finn, employ a competent Tanzanian partner with the idea that she/he will contribute and learn the work to become an equal actor with the Finn. The work of the liaison officers could be organized in two alternative ways:
  1. Work as an independent Kepa team, attached to TANGO like until now
  2. Kepa liaison officer as a TANGO volunteer

The main channels of work for the civil society officer could include:

1. Following the political, economic and social changes of Tanzania, map-



ping of existing NGOs, their problems, and issues they deal with, their structures and their decision-making procedures.

2. Working together with Tanzanian advocacy and lobby groups.

Some means for this could be:

1. Facilitating seminars, meetings and discussions.
  2. Informing about these issues between from Tanzania to Finland and vice versa.
- plan in cooperation with the Kepa-Tanzania workers how the two towns could cooperate fruitfully.
  - encourage capacity building of partners in all Finnish-Tanzanian cooperation so that the partners do not get donor driven. Kepa should concentrate on supporting the umbrella organizations TANGO and UNGO.
  - Kepa should search for administrative continuity in Helsinki office so that the field gets the planning and support it needs to function efficiently.
  - prepare a policy paper for the next five years for Tanzania stating what Kepa is there for, who it is for, what services are available from Kepa and where Kepa wishes to stand after five or ten years in Tanzania. Use the knowledge and experience of the past two years as material for planning. Carry out the planning in cooperation with the Tanzanian workers.
  - formulate realizable goals for Kepa's work in Tanzania and prepare a set of quantitative and qualitative indicators for them. Evaluate the work after five years along the set goals and indicators
  - clarify the reporting requirements and train the field in reporting procedures to compensate lack of documentation skills and to save the field workers' time. Reporting should focus on issues, problems and turning points of the work instead of listing of everyday routines. Quality should overlap quantity and frequency in reporting. Ideally, routine reporting could easily be changed into information packets to be e-mailed to members and other interested bodies
  - decentralize financial decision making to the field slightly more than now. The field should always have some ad hoc money to test and support counterparts, to travel and join important meetings and build the capacity of employees and partners (training, seminars and travel costs)
  - pay attention to the training of the workers who are not official Kepa-Tanzania employees but who work for Kepa. They must get training op-

portunities to reach their full capacities, which will secure them working prospects in case Kepa-Tanzania's work finishes.

- MS's training centre TCDC in Arusha has a variety of excellent courses for NGO workers and civil society actors
- organize regular coordination and cooperation meetings between the liaison officers and the Finnish member organizations in Tanzania, not forgetting the big, established organizations.
- organize regular coordination and cooperation meetings between the liaison officers and the Embassy of Finland.
- some services provided in Morogoro are free of charge and some are not but there is no list stating the cost of each individual thing. Kepa should make a clear list of the costs of services so that anybody who uses the services knows what they'll have to pay. This would enable them to include the costs of services in their project plans. There must also be services free of charge for members: it would be foolish to have to pay for the use of a computer or sending an e-mail. Also, it is the same taxpayers' money, which is being channelled through Kepa and the members. It would probably be reasonable to budget more money to Kepa Tanzania to provide services and keep as many services as possible free for the members. Recall that liaison = connecting people and groups should be Kepa's everyday activity in Tanzania. It should not cost anything to members.
- encourage member organizations to use local hired means of transportation and use the knowledge of the liaison officers to find reliable partners to rent cars. Kepa-Tanzania must have some cars of its own but there is no reason to grow their number. Ecologically hazardous services should cost for everybody.
- rotation of employees between Helsinki and the field when makes sense to narrow the cultural gap between Helsinki and the field
- recognize the importance of the annual meetings of the liaison officers as opportunities for learning which can lead to concrete saving of resources. Everybody's participation should be encouraged and supported. These meetings could be one valuable, although not exclusive, opportunity for learning about the realities in the field
- organize training courses on various themes in Tanzania
- promote qualified (joint Nordic) monitoring and evaluation among member organizations' cooperation to save costs and gain more knowledge and to help improve the quality of members' work.

# Evaluation of the Kepa Liaison Services in Tanzania

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Terms of Reference 13.8.1999

## Background

Kepa has carried out field activities during its existence of nearly fifteen years mainly in three countries, Zambia, Nicaragua, and Mozambique. In 1996, after an external evaluation, a process of change started within Kepa. The organization changed from a volunteer sending organization to a service centre for the Finnish NGOs with projects in the South and for development policy issues globally.

This transformation meant also new approaches toward partner organizations and institutions. There were efforts to a more equal relationship with the counterparts in the South. This new approach was named “partnership”.

### **Kepa in Tanzania**

Kepa started its field services in Tanzania in April 1997. The initiative for the field operations in Tanzania came from some member organizations of Kepa. They have carried out their development cooperation programmes in Tanzania, especially in the Morogoro area, some 200 km West of Dar es Salaam.

Starting these activities were thoroughly discussed in the Working Groups for Partnership Programmes and Development Policy during 1996-97. Both Working Groups recommended liaison services to be offered for the Finnish NGOs and building up working relations with the Tanzanian NGOs in order to gather information on development policy issues in Tanzania.

The liaison officer from the Kepa Field Office in Zambia, Ms Helena Nevalainen did an assessment during a three-week journey in December 1996. After the assessment the Kepa Board made the final decision to post two liaison officers in Tanzania, one in Dar es Salaam and the other in Morogoro. Ms Kaisu Huttunen and Mr. Leo Söderqvist, respectively, were recruited.

It was also decided that there will be an experiment period of two years after which the activities in Tanzania will be evaluated.

## ***Annexes***

### **Finnish NGOs in Tanzania**

There are nearly 30 Finnish NGOs implementing their more than 40 development projects in Tanzania with a financial volume more than 11 Million FIM in 1999. Some of these projects are quite small in volume while the largest ones use hundreds of thousands or millions of FIM annually. Also, the level of the Finnish presence varies. Some organizations are able to send their own personnel to implement and monitor their projects while others only send their material or financial aid and upkeep the contacts with their partners by mail sending requests and reports or by other means. Thus, the needs for liaison services are very different among the Finnish NGOs.

### **Objectives of Liaison Service**

The working profiles of the two liaison officers of Kepa in Tanzania are somewhat different. The liaison officer based in Dar es Salaam is to follow the development policy issues, build up contacts with Tanzanian NGOs, and, to a minor extend, assist the Finnish NGOs in their development programme activities. The liaison officer based in Morogoro has as his duties mainly to assist in programme activities.

### **Objectives of Evaluation**

The main purpose for this evaluation is, based on the information gathered, to analyze and evaluate the relevance and performance of Kepa liaison services in Tanzania and their accordance to the Declaration of Principles and the Constitution of Kepa and the decisions of the Board of Directors.

The relevance should be judged both from the point of view of the Tanzanian counterparts, the Finnish NGOs who have enjoyed the services of the liaison officers, and Kepa itself. As for partners outside the immediate partnership, like the Embassy of Finland, Tanzanian local and national authorities, the Ministry for Foreign Affairs and others, their opinions are valuable though not decisive in this evaluation.

### **Tanzanian Partner Organizations**

The large amount of partner organizations has given Kepa a rather solid basis for its presence and thorough contacts in the country, especially in Morogoro. It is obvious that the partners wish to continue the cooperation in order to

safeguard their interests. But it is also important to survey their views of the results and future of it.

### **Performance of the Field Services**

The performance of the field services should be evaluated on the basis of the set goals and the expectations of the partners both in the North and in the South, as well as those of Kepa itself. In this context the amount and nature of services are to be balanced to the invested size and image of Kepa's presence in the country.

Kepa is working in Tanzania under the registration as NGO and the protocol agreement with the Tanzanian government. The evaluation should include an assesment of the impact of these protocols into the performance of the liaison services provided by Kepa to the NGOs.

## Methodology and Administration

### **Administration**

The programme officer for Tanzania makes a proposal of the person of the evaluator and acts as a supporting person for the evaluator. The decisions concerning this evaluation are made according to the statutes of Kepa.

### **Sources of Information**

The evaluation should base on the written documents produced during the preparation process (minutes of the partnership and development policy working groups), assessments, and the documents of the Kepa Board, including the Terms of Reference for the Liaison Officers. These are archived in the local and in the Helsinki offices of Kepa.

Information should be also gathered from the persons considered as stakeholders. In this case interviewing seems to be a relevant method. A two to three week journey to the field is considered necessary.

It is obvious that all the Finnish or Tanzanian partner organizations cannot be reached and contacted personally during an evaluation of this size. Thus, it is recommended that a questionnaire is sent to all the Finnish NGOs active in Tanzania and to a selected number of Tanzanian NGOs. From the total body of organizations some should be selected for a more detailed survey.

The persons, informants, are to be selected as representants of their organ-

## ***Annexes***

izations. They should have a thorough knowledge of the nature and scope of cooperation with Kepa.

### **Reporting**

The results of the evaluation are to be presented in a comprehensive report with the relevant appendixes handed to the Board of Kepa after the working period by the end of September 1999. The evaluator is requested to present her/his findings in a joint seminar with Kepa and its member organizations arranged for the purpose of open discussion among the organizations.

### Timetable, Budget, and Planning

The schedule of this evaluation is chosen to be August and September 1999. It is considered that the information gathered should be available in the planning of Kepa's strategy and the plan of action 2000.

The budgeted total time resource for the evaluation is thus calculated to be two months. It includes a preparatory period in Helsinki, a field trip to Tanzania, and a period for completing the report. It should be ready by the end of September.

The evaluator is to draw a detailed proposal of the activities to be carried out in the evaluation. In this proposal he/she should indicate the scheduling of the tasks, persons and organizations to be interviewed or contacted, a budget with detailed costs. The evaluator should present this proposal to the director of field services for approval.

### Conclusions and Recommendations

The evaluator should, based on the information gathered and analyzed, make her/his recommendations on the future presence of Kepa liaison activities in Tanzania. If she/he will come to a positive conclusion, she/he should also sketch some alternatives for the development of these services.

## List of persons interviewed

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### **Finland:**

Terese Ahlström, Vaasa Third World Association, Vaasa  
Päivi Ahonen, Desk of Tanzania from January to July 1998, Kepa Helsinki  
Erkki Aunola, Tampere Third World Shop, Tampere  
Max von Bonsdorff, Advocacy Officer, Kepa Helsinki  
Carlos Guevara, Uhusiano, Turku  
Jonna Haapanen, Coordinator of Youth Exchange Programme, Kepa Helsinki  
Antero Järsta, Ministry of Foreign Affairs of Finland  
Kyösti Kauppinen, Iisalmen Nuorison Tuki, Iisalmi  
Tiina Kontinen, Researcher, University of Helsinki  
Riikka Kämppi, Chief of NGO Service and Campaign Unit, Kepa Helsinki  
Timo Kuronen, Information Officer, Kepa/ PER Thailand  
Matti Lahtinen, Desk of Tanzania, Kepa Helsinki  
Kirsi Laine, Vaasa Third World Association, Vaasa  
Hanna Laitinen, Training Officer in Kepa Helsinki 1996-1997  
Sirpa Mallea, Field Director, Kepa Helsinki  
Pekka Mikkola, Association of the Deaf, Board of Kepa Helsinki 1997  
Marja-Liisa Männistö, Äetsä Third World Association, Äetsä  
Helena Nevalainen, Project Advisor, Kepa Helsinki. Pre-appraisal of the liaison services in Tanzania 1996  
Toini Niskanen, Toinin Tori, Kehyapu Ystävät, Äänekoski  
Pekka Nokso-Koivisto, Tampere Third World Shop, Dsm  
Terttu Olin, Setlementtinuorten liitto, Helsinki  
Leif Packalen, World Comics Helsinki  
Jorma Paussu, FELM, Helsinki  
Heli Pimenoff, Uhusiano, Helsinki  
Jukka Pääkkönen, SASK, Board of Kepa Helsinki, 1997  
Jorma Reinimaa, Setlementtinuorten Liitto, Helsinki  
Aimo Repo, Ministry of Foreign Affairs of Finland  
Jussi Roiha, Vailla Vakinaista Asuntoa ry, Volunteer in Kampala, Morogoro region 1999, Helsinki

## ***Annexes***

Mikael Rönkkö, Advocacy Officer, Kepa Helsinki  
Riitta Soveri, SASK Helsinki  
Folke Sundman, Executive Director, Kepa Helsinki  
Päivi Torniainen, 4H, Helsinki  
Marko Ulvila, Friends of the Earth, Kepa volunteer in India 1999, Tampere  
Veikko Vasko, Consultant, Evaluator of Kepa's field administration July-August 1999

### **Tanzania:**

Veikko Aroheinilä, FELM, Morogoro  
John Haraba, DEO, Morogoro  
Anton Hausen, Kepa volunteer in Songambele, Tanzania 1997  
Agnes Hellar, Kehyapu Ystävät, Morogoro  
Lennart Hernander, Field Director, FS, Dsm  
Kaisu Huttunen, Kepa Liaison Officer 1997-1999, Dsm  
Israel Ilunde, Deputy Director, NYF, Dsm  
Marja Jörgensen, 4H, Tanga  
Tom Jörgensen, 4H, Tanga  
Felicitas Kalomo, TAHEA, Morogoro  
Heriel Kitururu, Kepa Liaison Officer, Morogoro  
Riikka Laatu, First Secretary at the Embassy of Finland, Dsm  
Ulla Lahtinen, Åbo Akademi, Vaasa  
Jenni Lauronen, Iisalmi trainee in Songambele May-August 1999  
Dr Machibia, DMO, Morogoro  
Sinikka Malkamäki, Vammalan TSL  
Beatrice Mandara, Secretary, Finance and Planning , MOECO, Morogoro  
Dorothy Massawe, Program Officer, MS, Dsm  
Aloys Mkoba, Principal, Tushikamane VTC, Morogoro  
Estomih Mushi, Permanent Secretary in Vice President's Office, Dsm  
Hebron Mwakagenda, Executive Director, NYF, Dsm  
Bwana Mwakasege, Christian Aid, Arusha  
Mary Mwingira, Executive Secretary, TANGO, Dsm  
Helen Ngalang'ango, Secretary General, SAWA Morogoro  
Linda Ngido, MEHAYO, Morogoro  
Heli Niskanen, Vammalan TSL  
Bwana Nsajigwa, Sisi kwa Sisi, Mbeya



Francis Nyange, Coordinator, JET, Dsm  
Olli Pitkänen, Country Coordinator, LKA, Dsm  
Duane Poppe, TCRS, Dsm  
Malcolm Ridout, Country Programme Director, Save the Children, Dsm  
Clara Ruhara, Embassy of Finland, Dsm  
Mary Rusimbi, Programme Coordinator, TGNP, Dsm  
Jarkko Sarmaala, Iisalmi-trainee in Songambebe in May-August 1999  
Maria Shaba, Board member, TANGO, Dsm  
Kristiina Ström, \_bo Akademi, Vaasa  
Leo Söderqvist, Kepa Liaison Officer, Morogoro  
Ramadhani Timu, Acting Secretary General, MOECO, Morogoro  
Edie Wilson, Executive Director, UNGO, Morogoro  
Tricia Wind, Development Education Coordinator, CRWRC, Dsm

**Interviewed via E-mail:**

Paul O'Brien, Country Director, Concern Worldwide, Dsm  
Pekka Hukka, Development officer at the Embassy of Finland in Tanzania  
1995-1999  
Kari Karanko, Ambassador of Finland in Namibia, Ambassador of Finland in  
Tanzania 1988-1993

**List of Persons Met and Talked to:**

Sikitiko Iddi, Nurse, Homboza  
Sabina Jalli, Secretary, Kepa Morogoro  
Marjukka Kallio, Kepa volunteer in MEHAYO, Morogoro in June-September  
1999  
Febronia Kilegu, Teacher, Homboza  
Gerald Matei, Driver, \_etsä Third World Association, Morogoro  
Shani Madusi Omary, Office Clerc, Kepa Morogoro  
Venance Missago, Secretary General, ORP Morogoro  
Paulina Oswald, Midwife, Homboza  
Dr Saqware, ORP Morogoro  
Lars-Erik Siegumfeldt, Information Officer, MS/ TANGO, Dsm  
Leila Sinkh, Tanzania Media Women's Association, Dsm

## Teemahaastattelulomake, versio 9.9.

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### **HANKKEEN HISTORIA**

Mistä saakka tunnet historiaa? Millaisessa roolissa olit varhaisemmissa keskusteluissa?

Miksi Suomen suurlähetystön kanta otettiin 1980-luvun puolella niin vakavasti?

### **REKRYTOINTI**

Toimenkuvat

Henkilöiden valinta

### **BUDJETIN RAKENTAMINEN**

Pääperiaatteet

Suhteessa tuleviin tehtäviin

Suhteessa muihin KEPAn kenttäohjelmiin

Suhteessa muihin P-maihin/ eurooppalaisiin Tansaniassa

### **YHTEYDET KENTÄN JA HGIN VÄLILLÄ**

Raportoinnin kattavuus ja laatu

Työnkuvien ja tehtävienannon selkeys ja ymmärrettävyys

Molemminpuolinen ymmärrys? Tuki?

Informaation vaihto - tieto molemmilla osapuolilla siitä, missä mennään?

Kentän kyky ja mahdollisuudet ymmärtää KEPAssa ja pohjoisessa käytävää poliittista keskustelua?

Helsingin mahdollisuudet ja kyky ymmärtää kentän käytännön työolosuhteita ja päivittäisiä kysymyksiä?

YT:jen tekemät aloitteet ja niiden aikaansaamat käytännön toimet?

### **ERI TAHOJEN ODOTUKSET**

KEPA/ jäsenjärjestöt/ tansanialaiset järjestöt/ tansanian hallinto/ ulkopuoliset järjestöt

### **PALVELU KONKREETTISISSA TÖISSÄ**

Kattavuus - osaavatko maassa vierailevat ja työskentelevät järjestöt käyttää KEPAA?

Millaista apua suomalaiset järjestöt ovat tarvinneet? Onko YT:sta ollut apua?  
Millaisia palveluita Tansanian järjestöt ovat tarvinneet? Onko toiminut?  
Millaisia toimenpiteitä nuorisovaihdon koordinointi on vaatinut? Onko toiminut?

Ovatko järjestöt tarvinneet hankesuunnittelu, seuranta ja arviointiapua?  
Ovatko kyenneet auttamaan hankesuunnittelussa, seurannassa ja arvioinnissa?

YT:jen tekemät aloitteet ja niiden aikaansaamat toimet? Esim. ”Hanke x tulisi evaluoida”.

### **SILLANRAKENNUS**

Ovatko yhteystoimitsijat kyenneet koordinoimaan suomalaisten järjestöjen keskinäistä työtä? Onko tämä johtanut johonkin konkreettiseen, esim. resursien yhteiskäyttöön?

Kulttuurin tulkit?

Uusien yhteyksien luominen

Apu lähestyttäessä Tansanian hallintoelimiä

### **KEHYPOLITIIKKA**

Mitä tarkoitti? Vuodelta 1997 olevan lennäkin mukaan tämä oli yhteystoimitsijaohjelman tärkein ulottuvuus. Kuinka todellisuudessa painottunut ja onko konkretisoitunut?

Ovatko vaikuttaneet ulkopoliittisesti Suomessa? Onko joitakin tapauksia tai kysymyksiä, joihin olisivat ottaneet aktiivisesti kantaa?

Ovatko YT:t onnistuneet luomaan kriittistä keskustelua suomalaisesta km-liikkeestä?

Kuka/ ketkä tarvitsevat kehypoliittista työtä?

Kuinka laajasti ja syvästi KEPA pystyy hyödyntämään Tansaniasta tulevaa matskua?

### **AGREEMENT PROTOCOL**

### **SUHTEET JA YHTEISTYÖ MUIDEN POHJOISEN JÄRJESTÖJEN KANSSA**

Suurlähetystön ja ulkoministeriön asenne ja yhteistyö? Onko KEPA tarvinnut

## ***Annexes***

näiltä jotain? Onko saanut? Ovatko nämä tarvinneet KEPAn palveluksia/ tietoja?

Yhteydet ja yhteistyö muiden pohjoismaisten yhteystoimitsijoiden kanssa?

Tasa-arvo?

Suuret suomalaiset, kuten FELM ja LKA?

### **HANKKEEN TULEVAISUUS**

Strategiakeskustelu? Millainen KEPA hanketta tuottamassa?

Mitä hankkeelle tulisi tehdä?

### **KEPAN TOIMINTAPERIAATTEET**

Gender

Tasa-arvo

## Kyselylomake Kepan Tansanian yhteyspalveluista

---

**Lomaketta käytetään yhteyspalveluja koskevaan arviointiin elo-syyskuussa 1999**

1. Minkä alan hankkeita/ yhteistyösuhteita järjestöllänne on?
2. Hankkeiden/ yhteistyösuhteiden maantieteellinen sijainti Tansaniassa

3. Millaisen ryhmän kanssa teette yhteistyötä?

NGO \_\_\_\_\_  
CBO \_\_\_\_\_  
kirkko \_\_\_\_\_  
toimintaryhmä \_\_\_\_\_  
valtion hallintoelin \_\_\_\_\_  
Muu, mikä \_\_\_\_\_

Miten hoidatte yhteydenpitoa Tansaniaan?

oma suomalainen toimihenkilö paikan päällä \_\_\_\_\_  
oma tansanialainen toimihenkilö paikan päällä \_\_\_\_\_  
kirjeitse \_\_\_\_\_  
seurantamatkoilla Suomesta käsin \_\_\_\_\_  
tansanialainen osapuoli vierailee Suomessa \_\_\_\_\_  
KEPAn yhteystoimitsijoiden välityksellä \_\_\_\_\_  
e-maililla \_\_\_\_\_  
puhelimella \_\_\_\_\_  
faksilla \_\_\_\_\_  
Muutoin, miten \_\_\_\_\_

Mistä saatte tietoaKEPAn yhteyspalveluista?

Kumppani-lehti \_\_\_\_\_  
Uutiskirje \_\_\_\_\_  
Internet-kotisivut \_\_\_\_\_

## ***Annexes***

KEPA-L \_\_\_\_\_

Muualta, mistä? \_\_\_\_\_

Tiedottaako KEPA tarpeeksi näkyvästi ja kattavasti yhteyspalveluistaan? Miten tiedotusta voisi parantaa?

Montako kertaa järjestöstänne on vierailtu Tansaniassa yhteyspalvelujen aloittamisen jälkeen?

Oletteko käyttäneet Morogoron tai Dar es Salaamin palveluja?

Morogoron \_\_\_\_\_

Dar es Salaamin \_\_\_\_\_

Mihin olette käyttäneet yhteyspalveluja Tansaniassa?

Hankesuunnittelu \_\_\_\_\_

Seuranta \_\_\_\_\_

Arviointi \_\_\_\_\_

Neuvonta kulttuuria ja tapoja koskevissa kysymyksissä \_\_\_\_\_

Poliittisiin oloihin ja lainsäädäntöön liittyvä informaatio \_\_\_\_\_

Yhteyden luominen uuteen tansanialaiseen kumppaniin \_\_\_\_\_

Materiaalitoimitukset (kontit, kuljetukset, yms) \_\_\_\_\_

Rahan siirto \_\_\_\_\_

Yhteydenpito ja informaationvaihto tansanialaisen yhteistyökumppanin kanssa \_\_\_\_\_

Muuta, mitä? \_\_\_\_\_

Millä tavoin yhteyspalvelujen saatavuus on muuttanut käytännön työskentelyänne?

Onko yhteyspalvelu jotenkin muuttanut hankettanne tai yhteistyötänne koskevia vastuu-alueita ihmisten välillä? Miten?

Mikä on KEPAn ja teidän järjestönne suhde kentällä?

Millaisia odotuksia teillä oli aalun perin KEPAn yhteyspalveluja kohtaan Tansaniassa? Ovatko nämä odotukset täyttyneet?

Onko yhteyspalvelu edistänyt tasavertaisen kumppanuuden toteutumista teidän ja yhteistyötahonne välillä? Kuinka?

Toimiiko yhteyspalvelut tansanialaisen ja suomalaisen kansalaisyhteiskunnan lähentäjänä? Miksi?

Vahvistaako yhteyspalvelu tansanialaista kansalaisyhteiskuntaa? Miksi?

Mikäli järjestöllänne on hankkeita Tansaniassa, mutta se ei ole käyttänyt palveluja, mikä tähän on ollut syynä?

Onko sellaisia palveluja, joita olisitte tarvinneet Tansaniassa, mutta joita KEPA ei ole pystynyt järjestämään? Mitä?

Mikä KEPAn rooli Tansaniassa on mielestänne nyt? Mikä sen tulisi olla?

Mikä on ollut yhteyspalvelussa parasta/ huonointa?

Miten yhteystoimitsijapalveluja tulisi kehittää?

Mihin tarvitsette Tansanian yhteyspalvelua tulevaisuudessa?

Hankesuunnittelu \_\_\_\_\_

seuranta \_\_\_\_\_

arviointi \_\_\_\_\_

neuvonta kulttuuria ja tapoja koskevissa kysymyksissä \_\_\_\_\_

poliittisiin oloihin ja lainsäädäntöön liittyvä informaatio \_\_\_\_\_

uusien yhteyksien luominen \_\_\_\_\_

materiaalitoimitukset (kontit, kuljetukset, yms.) \_\_\_\_\_

rahan siirto \_\_\_\_\_

yhteydenpito ja informaationvaihto tansanialaisen yhteistyökumppanin kanssa \_\_\_\_\_

muuta, mitä? \_\_\_\_\_

# Questions in Tanzania

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Do you want to ask something about my TOR or me before we begin?

Briefly describe your cooperation with the Finnish/ Tanzanians.

When and how did you get to know Kepa-Tanzania?

What cooperation have you had with Kepa liaison officers?

What kinds of experiences have you had about the cooperation?

Have the liaison officers' managed in helping you in some practicalities/ problems?

Have you needed some sort of assistance which you haven't got? If yes, what do you think might have been the reason?

What has changed in your cooperation since the establishment of liaison services?

How could the liaison services be improved?

