



policy forum

Evaluation of the Social Accountability Councillors' Training

Evaluation Report Prepared for:

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ACRONYMS

BQ	Bill of Quantities
CAG	Controller and Auditor General
CSO	Civil Society Organization
DED	District Executive Directors
DC	District Council
FGD	Focus Group Discussion
FYDPII	Five Year Development Plan
KII	Key Informant Interview
LGA	Local Government Assembly
TC	Town Council
PF	Policy Forum
PORALG	President's Office – Regional Authorities and Local Government
SAM	Social Accountability Monitoring
SDG	Sustainable Development Goals
ToR	Terms of Reference
ToTs	Trainer of Trainers.
VEO	Village Executive Officers
WG	Working Group
WEO	Ward Executive Officers

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Godfrey Mulongo and Issack Kitururu.
March, 2019

EXECUTIVE SUMMARY

Policy Forum (PF) conducted Social Accountability training for councillors in four district councils of Kilwa, Mafia, Mafinga and Kiteto. This therefore is an evaluation report of this training, highlighting the extent to which the objectives of the councillors training have been achieved. Data collection was conducted between February 4 2019 and February 27 2019. In total, 11 research activities were conducted, covering 93 participants (26F), who participated either as key informants (7 individuals) or in Delphi discussions (90 people). These data were complemented by a desk review of project documents.

Findings: In terms of inputs and outputs, the evaluation established that PF developed and distributed the ‘*Mjue Diwani*’, (*Know your Councillor*) booklet that explains the duty and the role of councillors in performing their functions. PF trained 106 councillors on regulatory frameworks, policies, laws, regulations and guidelines that govern the business of councils. The training content included the concept of SAM on planning and resource allocation, expenditure management, performance management, public integrity management and oversight management. Furthermore, the participants were trained on sustainable development goals (SDGs) and Five Years Development Plan II (FYDPII) and how these two can be incorporated in planning processes. At the outcome level, the evaluation established that the training was timely, filling a crucial capacity gap and supporting the government to implement institutional strengthening programmes for the participating local government authorities (LGAs). Furthermore, the training helped improve effectiveness in operations at three interrelated levels, namely i) in saving time during Council Sessions ii) equipping Councillors with skills on roles and responsibilities particularly on fiduciary oversight (procurement and financial management) and iii) improving efficiency. Concerning the latter, the evaluator found compelling evidence that the training had resulted in **improved revenue collection** and enhanced **accountability and efficiency through** improved prudence in the utilization of public resources resulting in more development projects being initiated and contractors being disciplined to adhere to quality guidelines. Other outcomes include improved monitoring of development projects and enhanced engendered programming within the beneficiary LGAs.

In terms of **relevance** therefore, the evaluator concludes that this training enhanced councillors’ capacities in overseeing the councils’ use of public resources, in understanding the context in which they work and re-tooling them on relevant laws and regulatory frameworks that guide the conduct and mandate of the LGAs in Tanzania.

Regarding challenges, the evaluation established that although the training content is appropriate, a wider scope could have been more beneficial. Similarly, the target group (councillors) for the training is relevant. Nevertheless, a more inclusive and diverse constituency of the trainees could have resulted in even better outcomes. It is **therefore recommended** that PF widen the scope so that the training on roles, responsibilities and financial management is done under the wider subject of management. In this connection, PF should develop a module (s) that cover salient features of management (planning, administration, organizing, coordinating, control, financial management and information management). Future training should include selected individuals from the assembly of councillors, the executive and the district commissioner. Finally, there is need to institutionalize the course for sustainability and scaling reasons. PF should therefore develop community of learning among councillors within the Council and could extend across Councils. This would enable lessons to be learned between Council that are struggling with social accountability for improved service delivery and those that are performing well. .

1.0 BACKGROUND

The Policy Forum (PF) is a network of more than 76 Tanzanian Civil Society Organizations (CSOs) established in 2003 and drawn together by their specific interest in augmenting the voice of ordinary citizens to influence policy processes that help in poverty reduction, equity and democratization with a specific focus on public money accountability to both central and local levels. Its desired change is to improved service delivery through enhanced governance and accountable use of public resources. Long-term organization impact is to contribute to enhanced governance and accountable use of public resources by improving civil society capabilities and opportunities to influence and monitor policies.

In November 2007, PF incorporated Social Accountability Monitoring (SAM) to address poverty reduction, bring greater equity and democratization by progressively enhancing the capability of CSOs to influence 'bottom-up' accountability through more effective monitoring of the social accountability cycle. Moreover, SAM was envisioned as a logical means of supporting the work of Policy Forum members and partners working in non-urban areas who seek to influence decisions on the use of public resources for the progressive realization of socio-economic rights of Tanzanians. It was also seen as an approach to enable CSOs to monitor planning and budget execution in a holistic and integrated way. In addition to CSOs, PF conducted SAM training for 106 Councillors in four district councils of Kilwa, Mafia, Mafinga and Kiteto. The aim of this training was to enhance collective actions for and sustainability in public resource management.

In December 2018, Policy Forum commissioned an evaluation to assess the extent to which the objectives of the training for councillors have been achieved. The evaluation assessed the general understanding of the public resource management framework, reviewed the relevance of the training, training modality/strategy, and investigated the implementation of evidence-based advocacy and institutionalization of SAM within the Council process.

This is therefore the evaluation report, highlighting the key findings of the study. Appended are the checklists that were used in data collection.

2.0 METHODS

Qualitative methods were adopted for this evaluation. Three techniques were followed to triangulate data, namely, review of literature, key informant interviews (KIIs) and Delphi.

For the former, the consultants reviewed the following documents:

- a. Concept note for councillors' training
- b. Concept note for councillors' training - *Sheria*
- c. Capacity assessment tool for councillors
- d. Booklet on laws and regulations governing the mandate of Councillors.
- e. Training reports including pre-and post-evaluation results
- f. Post training Councillors' declaration

In addition to document review, seven key informant interviews were conducted. To ensure a fair representation from the cross-section of the stakeholders of the initiative, purposive sampling was used to select the individuals that participated in the KIs. The following participated in KIs a) the PF's Program Manager for Local Governance, the District Executive Directors (DEDs) of Mafinga Town Council (TC) and Kiteto District Council (DC), the Councillor for Songosongo Ward, the District Chairperson of Mafinga and the Members of Parliament (MP) for Mafia and Kilwa.

The Delphi technique was adapted to obtain information from the 90 councillors that attended the PF training (see Appendix 1). Developed by the RAND Corporation in 1950, Delphi is a systematic method that involves structured interaction among a group of experts on a subject. This method enables a group of experts (the WGs members in the current case) to arrive at a consensus on the subject being discussed. Table 1 presents the summary of the evaluation activities and the number of participants.

TABLE 1: SUMMARY OF THE EVALUATION ACTIVITIES AND THE NUMBER OF PARTICIPANTS

Category of respondent	Delphi technique		Key informant interviews	
	Number of activities	Number of participants	Number of activities	Number of participants
Project staff			1	1 (M)
Councillors	4	90 (25F)	1	1 (M)
District Chairpersons	-	-	1	1 (M)
DEDs	-	-	2	2 (1F)
MPs	-	-	2	2 (2M)
Total	4	90 (25F)	7	7 (1F)

Field work to collect data was conducted between February 4 2019 and February 27 2019. In total, 11 research activities were conducted, covering 97 participants (26F). A key informant guide and an FGD checklist was developed to aid in data collection (appendix 2). These instruments were translated into Kiswahili.

The qualitative data that was obtained was analysed through an immersive approach.

Limitations:

The terms of reference (ToR) proposed the assessment of the 'impact' of the councillors training. However, being a recent intervention, documenting the impact of the activity, in the actual definition of the term 'impact', was a little difficult. In this report, the focus is given to emerging impact while the ultimate impact is inferred.

With hindsight, resources permitting, it would have been insightful to investigate the knowledge that the councillors received has cascaded to the grassroots. Although inferred under section 3.3, the data and conclusion concerning this issue is not exhaustive.

3. KEY FINDINGS AND OBSERVATIONS

3.1. Appraisal of Activities and outputs

Progress reports indicate that PF trained 106 councillors from Mafinga, Kilwa, Kiteto and Mafia local government authorities (LGAs). The training in Mafinga and Kiteto was held in March 2018, while that of Kilwa and Mafia was held in June 2017 and December 2016 respectively. The selection criteria of this four LGAs was based on Controller and Auditor General (CAG) reports that showed these Councils were among the least performing councils in terms of accountable use of public resources.

The objective of the training was to enhance the capacities of councillors to oversee the use of public resources and to improve their knowledge as oversight bodies at the LGAs level. The training content included the concept of Social Accountability Monitoring (SAM) on planning and resource allocation, expenditure management, performance management, Public integrity management and oversight management. Furthermore, the participants were trained on SDGs and FYDP II and how they can incorporate them during their planning process.

As a resource material, PF developed and distributed the '*Mjue Diwani*', (*Know your Councilor*) booklet. This booklet explains the duty and the role of the councilor in performing his/her functions. Moreover, the councillors were oriented on regulatory frameworks that govern the business of councils, policies, laws, regulations and guidelines.

Section 3.2 below appraises these inputs while section 4 provides recommendations to achieve even better outcomes.

3.2. Outcomes and Potential Impact

From the activities and outputs generated (see section 3.1), a number of outcomes emerged as outlined below. Potential impact of these outputs are inferred:

- a) **Supporting the government to implement institutional strengthening programmes:** In years past, the central government implemented a similar annual training programme for councillors. However, due to financial constraints, the central government halted this programme and recommended that future trainings be conducted and financed through LGA funds. Unfortunately, the LGAs are financially constrained to self-sustain the councillors' training. The training by PF comes in to fill an important gap. Participants lauded this intervention - *"this course was extremely useful for us. It equipped us with good skills"* (Councillor, Kiteto LGA). During the discussions, the participants indicated that the training conducted by Policy Forum could not have come at a better time. *"In view of funding cuts by the central government and an increasing demand for resources, the training by PF is quite timely. PF has come to fill an important gap that has been left government"* (DED, Kiteto District).

Participants further observed that the training was timely given that a sizeable proportion of councillors are freshly elected and therefore not conversant with regulations, laws and responsibilities. For instance, in Kiteto, 20/30 councillors are first term, 11/14 in Mafinga, 19/30 in Kilwa and 10/13 in Mafia. Therefore, training these councillors may have given them a significant head start over those that were not trained. We deduce that this intervention will have significant spillovers for posterity, and will influence wider change processes at institutional, and the policy arena at the LGA levels. Below are some excerpts to underscore this point:

"As Councillors, we now have a good understanding of the process of budget preparation, starting from the village level all the way to the District level. Through the training, we got a clear understanding that there are two types of budget preparation processes: we have the processes that originate from the village level and those from top to the grassroots. We also understood that the former is more practical, participatory and leads to better acceptability by beneficiaries. Another important thing we learned is how to manage our resources and expenditures effectively. Before the training, we had limited understanding on this issue. Through the training, we understood that there are laws, principles, regulations and guidelines that underpin our operations.....as councillors therefore, we now have better awareness and understanding of our roles and responsibilities as the representatives of those who elected us" (Councillors, Kilwa DC)

"We are members of a WhatsApp group consisting of Councillors from other LGAs. In this group, you will often note some Councillors requesting for or recommending for this or that legislation in their LGA. One always wonders whose responsibility it is to formulate such legislations at the LGA level? Is it not the duty of the councillors? I can assure you that such a comment cannot originate from Mafinga because we know our mandate! These LGAs need this training as well!"(Councillor, Mafinga TC)

"As new councillors, we relied on older colleagues to educate/inform us about these things....sometimes we would doubt their interpretation. We also realized (after the training),

that some of the things they told us were not necessary factual. The training helped us bridge this gap” (Councillors, Mafinga TC)

We can confidently say that our skill level has improved to 70%, up from 35% (Councillor, Kilwa DC).

“Before the training, we had limited understanding concerning oversight of district’s resources. Currently, we can say that our level of understanding has improved to about 70%” (Councillors, Mafia DC)

Nowadays, the councillors are keen readers. If you give them documents, they will read and provide feedback in case of changes. This is a complete departure from the past where they were poor readers and monitors (MP, Mafia)

- b) **Improved effectiveness at the LGA level:** the PF sponsored training helped improve effectiveness in operations at three interrelated levels, namely i) in saving time during Council Sessions and ii) equipping Councillors with skills on roles and responsibilities particularly on fiduciary oversight (procurement and financial management). Concerning the former, both councillors and DEDs indicated that with improved awareness of roles and responsibilities, regulations and standing orders, council meetings nowadays take an average of one (1) hour down from three (3) hours before the training. Below are some excerpts to underscore this point:

“Because of lack of awareness, the councillors didn’t know what matters were relevant for discussion in Ward Committees, in committees or in full council meetings. However, with full understanding of roles and responsibilities, we now know what matters are to be discussed in what forum. The full-council meetings are now set aside to ratify high-level decisions that have been concluded at the Committee level. Because of this, our meetings take no more than one (1) hour, are focused and more productive” (Council Chairperson, Mafinga TC)

“Our Council meetings are nowadays enjoyable and effective. We conclude the meetings on time and with much output unlike previously. We thank PF for improving the capacity of my councillors” (DED, Kiteto DC).

After the training, contributions during the various committees meetings by councillors at the LGA has improved largely. We attribute this to improved understanding of laws, regulations and standing orders that underpin debate, contribution and implementation of development programmes (Councillors, Mafia DC).

In terms of roles and responsibilities, as indicated in section 3.1, **PF enhanced councillors’ capacities in overseeing the councils’ use of public resources, in understanding the context in which they work and re-tooled them on relevant laws and regulatory frameworks that guide the conduct and mandate of the Local authorities in Tanzania.** Participants observed the following: *“We are now quite conversant with the public procurement law and guidelines and this has enabled us be more frugal and efficient. We are also more aware about the laws on public finance and how to identify and initiate new revenue generating projects” (, Mafinga TC). “There is huge improvement in accountability by councillors resulting from enhanced awareness and understanding of laws and various regulations such as management of the Force account and different development programmes” (Councillors, Mafia DC).*

Because of this improved awareness on roles, responsibilities and regulations, the Councillors indicated that they had improved in effectiveness in their functioning, leading to among other outcomes, iii) improved efficiency in their work. Efficiency is discussed under d, e and f

- c) **Improved harmony and conflict resolution at the LGA:** because of improved awareness on roles, responsibilities, laws and regulations, respondents indicated that there is now less friction between the councillors themselves and between the councillors and the duty bearers (the executive). These sentiments were echoed across two LGAs that participated in the evaluation. Below are a few excerpts:

“In this room, we have councillors from various parties. However, if you noted, you can hardly tell. Since the training, we understood our responsibilities well. We focus on delivery of services and not investing our energies in unnecessary partisan politics. We have decided that politics should be conducted at the party caucus level” (Councillors, Mafinga TC).

“I have worked in various other LGAs before this one. However, I must confess that I have not enjoyed my work the way I have experienced in this district. The Councillors are focused and there is little partisan bickering. I have actually determined in my mind that I would rather be allocated other responsibilities (other than DED) should I be transferred from here to another District” (DED, Mafinga TC).

“In previous years [before the training], Councillors were involved in a wide array of activities including mobilization of resources, collection of levies and administering allocation and supervision of the same. However, we learned that our role was even more specific, to make recommendations and guidance for implementation by the executive. We therefore understood that most of the roles and activities we were involving ourselves in were actually for the executive. At the moment, we are clear about our roles in governance and not in implementation per se.....The councillors now understand their duties and thus reduced duplication of efforts and conflict with the Ward Executive Officers (WEO)” (Councillors, Kilwa DC)

- d) **Improved revenue collection:** Without exception, all the four (4) LGAs indicated that their revenue collection had improved, attributing this to the enhanced capacity of the Councillors. The councillors indicated that because of the training, they had put in place stringent revenue collections mechanisms, have diversified revenue streams and correctly interpreted or enacted new legislations concerning taxes and levies.

Below are some cases that depict improved revenue collection in the four (4) LGAs.

MAFINGA TC

In Mafinga TC, revenue collection rose from Tsh 2.3B in 2016/17 to 2.9B, representing a 26% growth. However, after the training, various mechanisms to tighten controls and establish new streams of revenue were put in place. Half way the financial year, Mafinga DC had already realized 61% of its annual revenue collection target (Tsh 3.3B). The LGA is therefore on course to achieving its target (Tsh 5.4B), which will represent 87% improvement in revenue collection. "Mafinga is currently one of the best performing LGAs in the Iringa Region, which we attribute to good governance as a result of the training we received" (Chairman, Mafinga TC). "for instance, to improve revenue collection, we strictly implemented the laws on mining and minerals. We therefore started charging Tsh 100,000 for 30 ton of cement harvested within our borders, up from Tsh 30,000 that was charged in periods prior to the training. The LGA further invested Tsh 138M to acquire land and expand the car park (DED, Mafinga TC). Moreover, after careful interpretation of tax laws, we began to vigorously advocate for implementation of 5% tax charge on timber sales instead of Tsh 5,000 per pole, as was practice. Our advocacy was firm and consistent. We went all the way to Dodoma, seeking for interpretation and intervention by the central government concerning this law. Eventually, the Prime Minister gave an order that 5% should be levied on the sales. These are some mechanisms we have put in place that have enabled us achieve our revenue targets. (Chairman, Mafinga).

The LGA attribute improved income by modernizing revenue collection (implementing automated receipt system using electronic fiscal devices (EFD)), sealing revenue haemorrhage loopholes (particularly at the District Hospital) and implementing new revenue project/streams such as the implementation of a new environment management levy, launching of the Mafinga Soap Manufacturing industry and the improved bus park. Other upcoming income generation projects included the trucks parking zone and the avocado growing project.

KITETO DC

"Last year, my councillors recommended that we conduct a benchmarking tour to Mvomero District in Morogoro to learn how this district had managed to consistently collect impressive revenues from livestock auction. During the trip, we learned a lot. When coming back, we revamped our auction operations. We improved the auction market by constructing sheds for both buyers and sellers to shelter from the elements. From these improvements and by increasing the levies in tandem with improved services, we saw a significant increase in revenues – from Tsh 4m to Tsh 14-18M monthly. Generally, at half year, we have attained 70% of our annual revenue targets" (DED, Kiteto)

KILWA DC

There are two ways in which we have increased revenue at Kilwa which directly relates to what we learned during PF session. First, we changed from manual receipt to electronic fiscal device (EFD) receipt. This shift alone has significantly increased revenue collections and "ule ujanja ujanja wa kuwa na vitabu viwili umemalizwa" a Councillor narrated. Secondly, we have revamped the way we charge in auctions. For instance, we used to estimate the weight of a sardine sack but now we have made sure that we have a weighing scale in each every auction site and charge on the actual weight, which has helped increase revenue.

MAFIA DC

In Mafia, about 10% of the Council revenue comes from the Whale Shark (Papa Potwe) tourism. Participants indicated that this source was hitherto hidden, with only private citizens benefitting. After the training, the LGA put in place mechanisms to derive revenue from this tourism. In addition the Council commissioned revenue collection to an agent; who initially was seen to have doubled the revenue. However, the procedure for recruiting the agent seemed not to have been agreed by Councillors, which brought about change in the modality from buyer-seller negotiation to auction, which led to automatic termination of the intermediaries. The auctions has seen almost 40% increase from what the agent collected and without having to pay commissions.

- e) **Accountability and efficiency:** Perhaps this is the main outcome of the councillors training activity. The evaluators found compelling evidence of enhanced efforts by the trained councillors at ensuring accountability and efficiency within their zones of influence. The enhanced accountability has therefore resulted in a) improved efficiency in utilization of public resources b) because of frugal utilization of resources more development projects have been initiated c) contractors have been disciplined to adhere to quality guidelines. Below are some excerpts to underscore these findings:

MAFINDA DC

Mutula Primary School was allocated Tsh 4M to construct a classroom. Through close monitoring by the area Councillor, the school was able to construct not only the classroom, but an office block as well. To achieve this feat, the school utilized local labour that is relatively cheap and requested the local community to volunteer in providing labour and supplying some locally available resources, such as water. The entire construction took only 14 days.

“Moreover, because of improved awareness on public procurement laws and procedures, we visited Makala Primary school to monitor the ongoing construction of school facilities. We requested the contractor to provide us with a copy of the contract, the approved designs and the bill of quantities (BQ). After careful scrutiny, we noticed that the amount of cement purchased was excess. We advised that the constructor should adhere to the guidelines outlined in the BQ and that the school should not pay for the extra bags of cement. In Olule Primary School, we realized that the bricks that had been purchased by the contractor were substandard. We ordered him to buy better quality bricks to replace the poor consignment, at no extra cost to the school. This was done as directed” (Councillors, Mafinga TC)

KITETO DC

During the construction of the Laiseki Dispensary, the councillor noted that the bricks in use by the contractor were of poor quality. The contractor was authorized to replace at least 3,000 bricks. Last year, two schools received Tsh 40M each from the French Embassy to construct two classrooms. The project in one school (Kibaya Secondary) was Head-teacher managed - without close oversight by the Councillor. In contrast, the project in the second school (Magogo Secondary) received close oversight. At the end, the Head-teacher managed construction took longer to finish. The Magogo project was not only finished on time, but 120 bags of cement were saved. The savings on cement was diverted to buy desks. In Ndeto Secondary School, the councillor influenced the cancellation of a food supply tender and instead requested the school the purchase the food directly from suppliers. From Tsh 200,000 per bag that the tenderer would charge, the school begun buying the food for between Tsh 50,000 – 60,000 per bag.

In Bwawani Ward, the area Councillor reviewed the detailed designs and BQ of the Tsh 31M water project, noticing discrepancies. The Councillor filed a report with the DED and the District Engineer was immediately dispatched to the site to correct the anomalies. Furthermore, the participants indicated that due to **improved awareness on public procurement procedures, opportunities for conflict of interest** (and hence efficiency) have been hugely minimized. *“Initially, the politicians were the main suppliers and contractors in this District. This has changed now” (participant, Kiteto DC)*

From the increased internal revenues, The LGA was able to establish and construct two public secondary schools.

KILWA DC

In addition to implementing new revenue streams such as the levies on water at Songosongo, fishing vessels and sardines as mentioned above, Kilwa councillors posited the following:

“After the training, we became even more proactive in streamlining revenue collection and sealing off revenue loopholes. For starters, we insisted that the Council stop using manual receipts and instead use EFD receipt system. These books were susceptible to tempering and prone to counterfeiting. Unscrupulous staff took advantage of these and begun printing duplicates. The staff would then issue fake revenue collection receipts and pocket the proceeds. We replaced these books and currently implement an electronic revenue collection using EFD machine This could explain the improved revenue outcomes.....because these kind of initiatives, our LGA was ranked the 2nd nationally as far as utilization and accountability of resources is concerned. (Councillors, Kilwa DC).

MAFIA DC

At the start of construction of dormitories at Kitomondo Secondary School, PF had not conducted training and the area Councillor was a mere observer; the dormitories were never completed on time. It was narrated that later on after training especially on procurement guidelines, the Councillor realised that use of ‘force account’ has very specific procedure and required the involvement of community member in the procurement process. After the training the Councillors now ensures that procedures are followed and community members actively participate in the process. *“For instance we have been able to build a health facility with 5 building at Tshs. 400m and when looking at the construction you see value for money. Mind you, we live on an island, where we have to import 95% of the construction materials from mainland (MP, Kilwa). All this has been possible because Councillors have been imparted with essential skills which made them i) be able to interpret decisions made by executives, ii) be able to have a better understanding of procurement regulations and iii) able to speak with confidence (Chairperson, Mafia DC).*

- f) **Improved monitoring of development projects:** with more awareness about roles and responsibilities, and the need to improve efficiency, the participants indicated that they have increased and improved on monitoring projects in their zones and the LGA at large. Some of the outcomes of improved monitoring and oversight of projects are outlines in the textbox above (e). In addition, below are some excerpts:

“We realized the need to increase our monitoring visits to ensure projects are of high quality and resources are utilized optimally. We also learned [during the training] our roles and opportunities for lobbying. We therefore approached the Tanzania Revenue Authority (TRA) for vehicles. TRA listened to our case careful and was extremely understanding. We were eventually given two (2) vehicles for free, which we now use” (Councillors, Mafinga TC)

“One day, the Councillors came to my office requesting a vehicle to go monitor projects. I was sceptical at first, concluding that they were busybodies, wanting to go out for mere fun. However, later in the day, they brought me a detailed report of what was going on at the various revenue collection points in the District. I have come to appreciate these monitoring visits. Today, I have made the vehicle readily available for the Councillors to use for these monitoring visits” (DED, Kiteto DC).

“Our role is to monitor and ensure that the resources allocated to projects reach the intended users/beneficiaries...for instance, if the money was meant for a poultry project, we monitor to ensure that the poultry project benefits - and we educate the beneficiaries to ensure that the project succeeds”Councillors, Kilwa DC)

“Concerning the management of development projects, previously, to a large extent, the office of the DED was the one that would plan, implement and monitor the projects. However, since the training, we are now involved: through the various committees, we sit identify, prioritize and allocate budget accordingly. Honestly, this training has been quite beneficial” (Councillors, Mafia DC)

Setting foundations for Accountability post Policy Forum Trainings: Songosongo Success Story

“I received social accountability monitoring training from Policy Forum in collaboration with Lindi Association of NGOs (LANGO) in August 2017. One key take-away I picked from the training is that it is difficult to develop if we do not have a strategic plan to guide us on how we should spend the revenues from gas resources and FA-NJOVE reserve.

Let me explain a bit - Different from other wards, Songosongo has stable revenue obtained from the 0.3% levy on ‘gas’ and FA-NJOVE reserve. The money is released by Kilwa DC and utilised for development (60%) and ward/village office operations (40%). This revenue is guaranteed, however, there was lack transparency on the release and utilisation processes. Following the training, I initiated a plan which in part aimed at empowering the community to understand their entitlements (levy) and how to demand for accountability from their local leaders.

The process of preparing a solid strategic plan was not as simple as I thought it would be. In September 2017, I met with ward and village executive officers to explain the importance of having a strategic plan. However, they did not agree with the idea in the first place.

Knowing the importance of having strategic plan as a tool for accountability, I had to meet with the District Planning Officer (DPLO), whom after explaining the need and how it will help Songosongo, he supported and wrote a letter directing WEOs and VEOs to ensure that a strategic plan for Songosongo is developed. Furthermore, DPLO instructed that if a village and ward would fail to use local experts available in their areas, Council experts from planning office will be directed to visit the village and work with them to develop the plan and all expenses will be borne by the village. Without hesitation, I would say that letter unlocked the process in October of 2017.

To implement the directive, the village council meeting was convened; a task force team that spearheaded the development of the strategic plan was immediately formed. The team included a Primary School and Secondary School teacher, village executive officer, Councillor, Village Chairperson and the head of the gas and tourist companies operating at Songosongo. The task-force worked for three weeks to draft the five years strategic plan and subsequent quarterly budgets. As part of the process, the task force engaged community members in setting the development agenda. The village government submitted the draft plan and budget to the Council executives from where improvements were done albeit without affecting the contents of the plan. The submission was done towards end of November 2017 and improvements from DPLO received mid-December 2017.

The approval of the five-year plan and budgets is supposed to be done in a general village meeting. It took almost 4 months for the VEO, WEO and Chairperson to convene this important meeting despite consistent follow up that I made. Finally, the village government agreed to a meeting, which was held on April 25th 2018 to ratify the strategic plan.

As part of the community engagement, the citizens are involved in quarterly review of the strategic plan. During these meetings, the village government provide feedback to the community members on the implementation status (including revenues and expenditure) of the strategic plan. In addition, community members are informed on the recommendations contained in the vision plan and budget for the coming quarter and vote to approve/disapprove on the implementation of the expected work for the period. This involvement has increased awareness and accountability of the community members and leaders of various levels. All these suggestions are based on the things I learned through Policy Forum”

Saidi M. Mohamed, Songosongo Councillor

- g) **Enhanced Gender programming:** Participants in the group discussions indicated that training enabled them to fully understand and appreciate the need for gender mainstreaming as stipulated in the Public Finance Bill (2018). This Bill provides guidelines among others, sectoral approaches to address women, youth issues facing people with disabilities. With this awareness, all the four (4) LGAs indicated that they had set-aside 10% of their budget to fund programmes targeted for these three groups. The participants observed the following:

“As we speak, this LGA has not received any money from the central government to run our development programmes. All the resources are internal. Even this constraint, in the 2017/18 budget, we have managed to allocate Tsh 60M and 30M to fund women and youth groups respectively. But this is not all. We also disbursed Tsh 70M to central government” (Councillors, Kiteto DC).... “Moreover, Kichemi Group for the disabled received Tsh 4M” (Councillors, Kiteto).

“After 10 years of incessant complaints about poor services offered to women, we managed to tour the Njia Panda dispensary in Namelok Ward to listen to both the service providers and the beneficiaries. We sat together and managed to resolve the issues. Today, women attending the dispensary are happy” (Councillors, Kiteto).

“In the current fiscal year [FY2018/19] we have already disbursed Tsh 11M to women and youth groups only. Our plan is to disburse Tsh 153M, and with over 50% of the time elapsed we are only at 7%. Last year [FY2017/18] we managed to disburse Tsh 25M which is 54.3% of the planned Tsh. 46M” (Councillor, Mafia)

- h) **Improved confidence in executing mandate:** Majority of the Councillors across the four LGA confessed that they had limited formal education, mostly primary level. Because of low education, apart from little awareness, the participants indicated that they had low self-confidence in executing their mandate. *“we thought this work was for ‘experts’ only...but after the training, we became ‘experts’ (Councillor, Mafinga)... “this training gave us the confidence to interrogate issues and demand for accountability” (Councillors, Kiteto).... “nowadays, we do our work without fear or favour” (Councillors, Kilwa).*

In Mafia, the councillors posited the following:

“Before the training, we thought that councillors had no role in decision made by the executive. We then learned that the counsellors are the key decision makers and provide oversight on the executive...for example, there is a certain activity that was to be implemented [by the executive], which we disagreed with and we went ahead to stop it. This is a departure from the past where the councillors had little say in decisions at the LGA. Nowadays, planning, implementation and monitoring is participatory” (Councillors, Mafia DC)

Unfortunately, in at least one LGAs (Mafia), this increased levels of confidence and self-awareness has put the councillors on a collision course with some members of the executive. Participants indicated that the latter were unwilling to change and found the enlightened councillors a threat. Below are some excerpts:

“I can say that because of the training, the confidence levels for councillors has improved greatly. Because of this, we are witnessing increased conflict between the DED and the councillors. Therefore, I can conclude that the ability and confidence [of councillors] has improved.....there is really great improvement; even those that were originally shy are now able to express themselves confidently” (Area Member of Parliament)

“Yes, we confirm that there’s quite some conflict....after gaining confidence and awareness of the law, the executive has become apprehensive because we have been well equipped and are able to defend our issues without fear” (Councillors, Mafia)

3.3. Appraisal of Sustainability and Institutionalization

Being elected leaders, Councillors come and go, voted in or voted out. However, during the interviews, it was noted that some councillors had served up to 20 years. Moreover, none of the four LGAs had a completely new set of councillors. It is therefore clear that continuity is possible, if the trained councillors (that will not be voted out) will pass the skills to the incoming team after the next electoral phase. However, this is not institutionalized and therefore not guaranteed. The passing on of the knowledge depends upon the goodwill at the individual level.

Perhaps the most important question as far as sustainability is concerned is – to what extent has this capacity cascaded to the grassroots? As highlighted under the limitations section, the scope, time and resources did not permit the evaluators to investigate this issue exhaustively. However, limited anecdotal evidence seems to suggest that some efforts have been put in place to cascade the capacity to the grassroots for mutual accountability. Below are some anecdotes:

“I went around the 6 villages that make up my ward to sensitize the Village Executive Officers (VEOs) on their roles and responsibilities. I also sensitized them concerning my role and how the two positions intersect. I did this with the aid of the brochures given to me by PF” (Councillor, Mafinga TC).

“We have sensitized the citizens concerning voluntary participation in development projects. For example, the active participation by locals in the construction of temporary classrooms at the Ward and Constituency levels. Others include the construction of the Kirongwe Health Center. We credit all these to the training we received which we cascaded to the ward and village levels and through various development committees at the two levels” (Councillors, Mafia)

Citing an individual that requested PF for information concerning roles and responsibilities of the village elders¹, a respondent at PF secretariat hypothesized that *“there is increased awareness amongst citizens to demand for accountability”* (respondent, PF secretariat²).

¹ The individual asked the following through a WhatsApp group: *“My name is Mricho Mulupi (Pseudo name, for ethical reasons), an active follower of Policy Forum. I am writing to seek information on the following items a) what are the powers and responsibilities of a Village Chairman and b) does a Village Chairman have the powers to discharge a member of the village management committee?”*

² Interview conducted during the evaluation of the PF working groups.

The evaluation established that the provision of printed material by the PF may have been the most significant sustainability strategy. This issue is discussed in a bit more detail under the recommendations section. Below are some excerpts from the interviews:

“PF provided us with books, which are useful as resource and reference material. That is why you see us singing from the same script” (Chairperson, Mafinga TC).

*“Today, we can confidently confess that **conflicts have drastically reduced in this LGA. This is because of enhanced transparency and accountability.** For instance, 20% of the budget is allocated to villages, with the councillors providing oversight. This has improved community participation and reduced suspicion. We have succeeded in doing this due to improved awareness amongst ourselves and following the laid-down laws, guidelines and procedures. These laws and guidelines have always been available but were unfortunately ‘locked-up’- PF therefore helped unlock these, by training us and helping simplify the laws and guidelines in easy to read booklets” (Councillors, Mafinga).*

“First, we received training that has been key in planning and in conflict resolution. We have used the books to educate and raise awareness, and how to utilize the books to aid in the process of planning and budgeting - in accordance with the law and regulations. We gained this knowledge courtesy of PF and we continue to utilize this capacity to advance our work” (Councillors, Kilwa DC)

‘.....I also sensitized them [village elders) concerning my role and how the two positions intersect. I did this with the aid of the brochures given to me by PF” (Councillor, Mafia DC).

3.4. Comment on relevance

Based on the outcomes outlined in section 3.2, there is compelling evidence that the training was relevant. Evaluation participants spoke in glowing terms concerning the usefulness of the course in executing their roles and responsibilities. The comment below by a respondent sums up this conclusion aptly:

“If the training you offered to these few has been this beneficial, what will happen if you scaled-up to all the LGAs? I know it will be a huge task but worthwhile.....how I wish you could scale-up the training so others can benefit as well – and that will have a huge impact”(MP, Mafia)

The timing of the training (not long after the general elections) was appropriate, ensuring that freshly elected councillors benefitted. It is recommended that such courses be conducted only in the first two years after general elections. The training content is appropriate but a wider scope could have been more beneficial. Similarly, the target group (councillors) for the training is relevant. Nevertheless, a more inclusive and diverse constituency of the trainees could have resulted in even better outcomes. These two elements (target group and content) as relates to the training are discussed in section 4.

4. RECOMMENDATIONS

In addition to recommendations outlined in the previous text, the evaluators propose the following:

- i. Widen the scope of the training content: Although the evaluators established that the training content provided to the councillors is relevant, there is need to widen the scope so that the training on roles, responsibilities and financial management is done under the wider subject of management. A good proportion of the councillors confessed that they have limited formal education and requested for training in management (focusing on procurement, budgetary guidelines/ financial regulations, and public service guidelines). PF should therefore develop a module (s) that cover salient features of management (planning, administration, organizing, coordinating, control, financial management and information management).
- ii. Expand the target group: As highlighted in section 3.4., the target group (councillors) for the course is relevant. Nevertheless, a more inclusive and diverse constituency of the trainees from each LGA could have resulted in even better outcomes. Participants in the evaluation (councillors) observed that even with improved skills/knowledge, limited understanding of the same subject by the duty bearers/ executives and the District Commissioner hampers their progress. Future training should include selected individuals from the assembly of councillors, the executive and the district commissioner. Of priority, the DED and the District Commissioner should participate. For the four (4) LGAs already trained, a follow-up training (all 4 combined under one roof) targeting the duty bearers is proposed. The findings of this evaluation can also be shared during this workshop.
- iii. Institutionalization of the course. PF is filling an important gap. The LGAs that benefitted from the training are extremely thankful. However, the immediate challenge is institutionalization and scaling-up. The current model of delivery could be costly if more LGA have to be reached. We therefore propose two recommendations:
 - a. Conduct the course on a rolling basis, in partnership with a credible public management-training institute (host) such as Local Government Training Institute Hombolo. PF to develop the training modules and in the first year, offer the training as the training centre observes. In the second course, jointly offer the course, and in the third session, step back and watch as the centre delivers the training. Alternatively, PF can skip the host institution and conduct the course directly as the primary facilitator.
 - b. The course participants in the course above should be identified by each LGA, individuals who are credible and able to train others (ToTs – see recommendation ii above). The ToTs should then be required to step-down the course to their respective LGAs. This cascading training format is explained in point iv below.
- iv. Delivering the impact of the councillors training at scale in Tanzania in the current format may not be feasible. There is still need for more trained councillors and duty bearers to act as change agents in their respective LGAs. To reach a critical mass of change agents, we propose the following cascading training model³.

³ Jidi made this recommendation in the evaluation report for Working Groups.

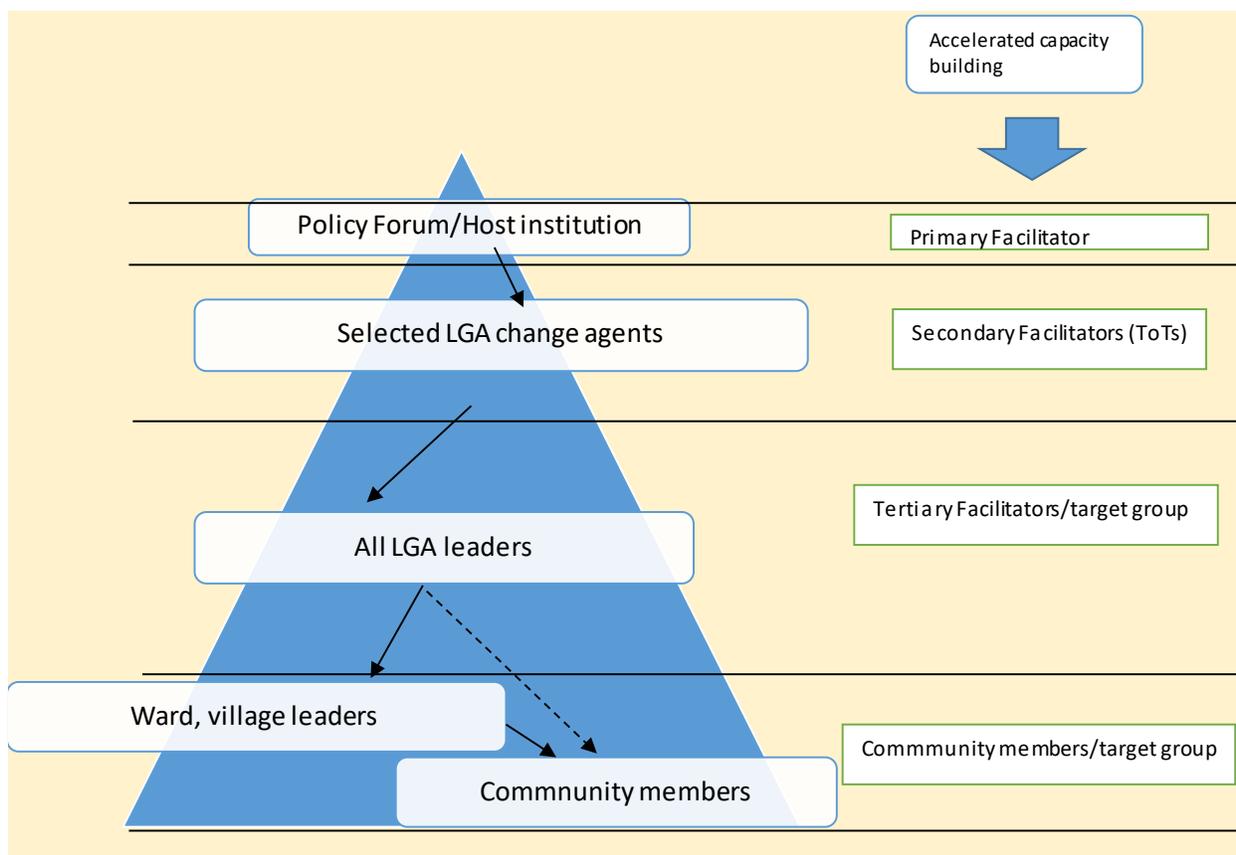


FIGURE 1: PROPOSED CASCADING TRAINING MODEL

In this model, the PF with experience and track record in advocacy is the primary facilitator. With Manuals and other necessary materials, the PF builds the capacity of either a training institution or conducts the training directly for a purposively selected Councillors, duty holders and District Commissioner. Each LGA would recommend perhaps two individuals from each of the three groups, individuals with good leadership skills. These individuals will be trained as secondary trainer of trainers (ToTs). The ToTs then cascade the training to their colleagues at their respective LGA level. The training could end at this phase. However, the PF theory of change envisage the community members as the agents of change to hold their leaders accountable. It is therefore imperative that the capacity and awareness level of community members is enhanced. The Councillors can therefore reach their communities directly or equip the community level leaders (Ward and Village leaders) who will in turn cascade it to the community level.

This model of capacity building was adopted by Mbabu *et.al.* (2015) with overwhelming success⁴. Moreover, the model is cost effective and highly acceptable by communities. The local structures are also quick to own it. For even better results, a little seed money to fund the training at each level (to cater refreshments and training materials) is recommended.

⁴ Based on this approach, the Reaching Agents of Change (RAC) built the capacity of three institutions, namely the Sokoine University of Agriculture in Tanzania, the Eduardo Mondlane University in Mozambique, and the Agricultural and Rural Management Training Institute in Nigeria. Forty-one national primary facilitators were trained in these three institutions. In partnership with RAC, the host institutions conducted nine courses, training 224 tertiary facilitators as trainers. An independent ex-post evaluation of the project revealed that on average, each of the tertiary facilitators reached an average of 1952 community members through step-down courses.

Should resources be limited, we propose selection of LGA based on the following criteria:

- Undeforming LGAs – in terms of revenue collection.
 - Economically poor LGAs (based on the wealth index).
 - Those with a hugely heterogeneous political mix.
 - Those with internal conflicts
 - The LGAs with a high proportion of first term councillors.
- v. In line with (iv) above, there is a need to develop community of learning among councillors within the Council and could extend across Councils. This would enable lessons to be learned between Council that are struggling with social accountability for improved service delivery and those that are performing well, facilitated by effective political leaderships. This could be achieved through introduction of mentorship systems involving ‘progressive’ councillors and in some instance senior experienced councillors mentoring others.

5. REFERENCE

Mbabu, A., Munyua, H., Mulongo, G., David, S. and Brendin, M. (2015). *Learning the Smart Way: Lessons Learned by the Reaching Agents of Change Project*. Nairobi (Kenya). International Potato Center, 26 p.

6. APPENDICES:

Appendix 1: Participants

Key informant interviews				
#	Name	Sex	Organization	Position
1	Richard Angelo	M	PF secretariat	Manager, Local Governance
2	Hon. Mbaraka Dau	M	Mafia	Area MP
3	Hon. Selemani Bungara	M	Kilwa	Area MP
4	Saada Mwaruka	F	Mafinga TC	DED
5	Mohamed J. Gomvu	M	Mafinga MC	Council Chairperson
6	Tamin Kambona	M	Kiteto DC	DED
7	Saidi M. Mohamed	M	Kilwa DC	Councillor for Songosongo

Participants in Delphi discussion groups

S#	Name of the Councillor	Sex	Ward
Kilwa District Council			
1	Fikiri Mkunga	Male	Miguruwe
2	Ally Y. Mtanga	Male	Nanjilini
3	Amina J. Kaudunde	Female	Masoko
4	Ashura H. Kuchao	Female	Njinjo
5	Abuu M. Mjaka	Male	Masoko
6	Selemani Bungara	Male	Area MP
7	Selemani A. Waziri	Male	Pande
8	Ibrahim N. Msati	Male	Miteja
9	Saidi M. Mohamed	Male	Songosongo
10	Abdallah Mkumbara	Male	Chumo
11	Rukia A. Jamadari	Female	Pande
12	Rafii H. Kuchao	Male	Mitole
13	Malerina Mtumbuka	Female	Kipatimu
14	Omari Rashidi Malolo	Male	Somanga
15	Saida Idrisa Kiliula	Female	Likawage
16	Hussein D. Sungura	Male	Namayuni
17	Nassoro H. Kimburu	Male	Kandawe
18	Saidi H. Njenga	Male	Likawage
19	Ahmadi S. Moni	Male	Lihimalyao
20	Dayani Saidi Mkenda	Male	Tingi
21	Imamu M. Makaso	Male	Kipatimu
22	Ibrahim M. Likao	Male	Mingumbi
23	Zainabu M. Mushah	Female	Pande
24	Fatuma S. Kindamba	Female	V/ Maalum

S#	Name of the Councillor	Sex	Ward
25	Amina A. George	Female	V/Maalum
26	Mussa S. Kinjokwile	Male	Kikole
27	Swalehe Mketo	Male	Kibata
28	Hadija Mkanilo	Female	Njinjo
29	Abderehman Simba	Male	Kiranjeranje
30	Khatibu Kitotiko	Male	Kingonet
Mafia District Council			
31	Mohamed J. Gomvu	Male	Kirongwe
32	Sudi O. Sudi	Male	Miburani
33	Zaituni Abhai	Female	Kilindoni
34	Hadija S. Nassoro	Female	Kirongwe
35	Mwanahawa Simba	Female	Kilindoni
36	Juma M. Amri	Male	Ndagoni
37	Ahmadi M. Mbonde	Male	Kilindoni
38	Saidi A. Ally	Male	Kanga
39	Hassani M. Swalihu	Male	Kiegani
40	Hassani M. Hassani	Male	Jibondo
41	Taifa Constantino	Male	Afisa Tarafa
42	Ally M Ngao	Male	Balani
43	Mbaraka Dau	Male	Mbunge
44	Darweshi Ahmadi	Male	Kilindoni
Kiteto District Council			
45	Lairumbe Mollel	Male	Chapakazi
46	Hassani Benzi	Male	Dosidosi
47	Rehema T. Cheleleu	Female	Njoro
48	Paulo Y. Laizer	Male	Ndedo
49	Mwasigwa Kimosa	Female	Engusero
50	Hidaya R. Jullah	Female	Dosidosi
51	Kassim O. Msonde	Male	Kibaya
52	Ester P. Lemahati	Female	Loolera
53	Chitu B. Mnjelu	Male	Ndirigisai
54	Yakobo N. Syang'au	Male	MakaMale
55	Paulo Tonyoni	Male	Partimbo
56	Christina Ngoiboo	Female	Ndedo
57	Yahya M. Masumbuko	Male	Bagamoyo
58	Daudi S. Mwadimage	Male	Magungu
59	Abdallah Bundala	Male	Songambebe
60	Mandallo A. Mussa	Female	Igtungu
61	Mussa Olokoyo	Male	Laiseri
62	Zamzam R. Saidi	Female	Kibaya

S#	Name of the Councillor	Sex	Ward
63	Mainge Lemalali	Male	Lengatei
64	Mussa M. Brighton	Male	Sunya
65	Christopher E. Parnet	Male	Kaloleni
66	Raheli F. Mkunda	Female	Dongo
67	Salkuru Ngungo	Male	Bwawani
68	Ngais M. Laizer	Female	Partimbo
69	Habibu M. Kiberenge	Male	Olboloti
70	Elia Ndegea	Male	Dongo
71	Ngarengo Maitet	Male	Njoro
72	Kidawa Athuman	Male	Matui
73	Kosei Lehiwga	Male	Looheri
74	Michael Lepunyat	Male	Namelou
75	Gift Mollel	Male	
76	Solomon N. Mburunyuki	Male	Engusero
Mafinga Town Council			
77	Charles Maloga	Male	Isazavanu
78	Zacharia Vangota	Male	Changarawe
79	Monica S. Luvanda	Female	Changarawe
80	Patrick Mwhava	Male	Rungemba
81	Dennis V. Kutemile	Male	Saohill
82	Dainesy L. Msola	Female	V/Maalum
83	Chesco S. Lyuvale	Male	Kinyanambo
84	Asha Y. Nyenza	Female	V/Maalum
85	Michael L. Msite	Male	Upendo
86	Ezekia Kihundo	Male	Bunga
87	Shakila S. Salim	Female	Mafinga
88	Hezron Mtambo	Male	Mafinga
89	Mawasiliano Deule	Male	CC
90	Fredrick Kayombo	Male	Mafinga TC

Appendix 2: Evaluation Checklists

1. KII guide

Background

- a. Briefly explain your position and role in this institution/District Council- probe for length of service and the role of position in governance and accountability
- b. Briefly explain the role that councillors play in ensuring efficient allocation, expenditures and utilization of resources at the district council. i.e. probe for value of money, monitoring council expenditures as identified by the citizens in plans.

Evaluation of training

- c. Policy Forum collaborated with your council to conduct a SAM training targeting Councillors. Please comment on the following in relation to this training:
 - i. Comment on the relevance of the SAM councillors training.
 - ii. The extent the councillors that were trained have improved their understanding of the public resource management framework at the council level. – Give practical examples to illustrate your answer.
 - iii. The extent at which SAM has been institutionalized within the local council processes.
 - iv. The extent at which relationships between state and non-state actors at the council level have improved as a result of the capacity acquired.

Others (continuation):

- v. Before the training, there was apparent knowledge gap by councillors on laws and regulations that mandated their role as an oversight organ. To what extent has this changed after the training? Give specific examples
- vi. Highlight some practical examples/cases of how the district has improved because of improved capacity of the councillors. And to what extent has this improvement been used for national-level advocacy or peer learning for other LGAs? i.e. if any

Conclusion:

- d. It has been reported in some LGAs that has been some level of misunderstanding between Councillors and government officials when the latter execute SAM. To what extent have you observed this in your area/role?
- e. Give recommendations on how similar trainings in the future can be improved for even better results.

2. Group work guide – brainstorming sessions (Trained Councillors)

- a. Policy Forum collaborated with your council to conduct a SAM training targeting Councillors. Please comment on the following in relation to this training:

- i. To what extent has your skills as councillors improved as a result of this training? Focus on your understanding of the public resource management framework at the council level. – Give practical examples to illustrate your answer.
- ii. Give examples (if any), showing the extent at which SAM has been institutionalized within your council processes.
- iii. Explain the extent at which relationships between state and non-state actors at the council level have improved as a result of the training you received.

Others (continuation):

- iv. Before the training, there was apparent knowledge gap on laws and regulations that mandated your role as an oversight organ. To what extent has this changed after the training? Give specific examples.
- v. Highlight some practical examples/cases of how the district has improved because of your improved capacity as councillors. And to what extent has this improvement been used for national-level advocacy or peer learning for other LGAs? i.e. if any
- vi. To what extent do you as counsellors use the skills gained from the training to exert social accountability in your areas of work (beyond 'council meetings')? Give examples

Conclusion:

- b. Do you as counsellors perceive the level of accountability practiced by the duty bearers in your district as effective and sufficient? Explain
- c. It has been reported in some LGAs that has been some level of misunderstanding between Councillors and government officials when the latter execute SAM. To what extent have you observed this in your area/role?
- d. Give recommendations on how similar trainings in the future can be improved for even better results.