UNDP TANZANIA
MID-TERM EVALUATION OF THE
LEGISLATIVE SUPPORT PROJECT PHASE II
(2017-2021)
November 2019

Project Title	**Legislative Support Project (LSP), Phase II**
Atlas ID	Award 00095419, Project 0009425
Corporate Outcome	Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance
Corporate Outputs	**Output 1**: Increase the capacity of the National Assembly to effectively scrutinise legislation and its implementation and to monitor government performance in a participatory manner **Output 2**: More effective parliamentary scrutiny of government budget and expenditure, including monitoring of the Sustainable Development Goals (SDGs) **Output 3**: Enhance the capacity of the National Assembly to engage citizens and represent their interests in the work of the parliament **Output 4**: The National Assembly is more effectively engaged in strategic leadership, transparency and external engagement **Output 5**: Gender is mainstreamed in all functions of the National Assembly
Country	Tanzania
Project Dates	Start: 01 January 2017 Planned end: 31 December 2021
Project Budget	USD $12,765,600
Funding Source	DFID, Royal Danish Embassy, One Fund, Embassy of Ireland, TRAC
Implementing party	National Assembly Tanzania

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List of Acronyms

ADC	Alliance for Democratic Change
AFP	Alliance for Tanzanian Farmers Party
APG	All-Party Group
APNAC	African Parliamentarians Network Against Corruption
APNODE	African Parliamentarians' Network on Development Evaluation
BO	Budget Office
BoT	Bank of Tanzania
CBOs	Community Based Organisations
CCM	Chama cha Mapinduzi
CHADEMA	Chama cha Demokrasia na Maendeleo
CSOs	Civil Society Organisations
CTA	Chief Technical Advisor
ICT	Information and Communication Technology
LGAs	Local Government Authorities
LSP II	Legislative Support Project Phase 2
M&E	Monitoring and Evaluation
MTE	Mid-Term Evaluation
MPs	Members of Parliament
MoFP	Ministry of Finance and Planning
NA	National Assembly (Bunge)—the Parliament of Tanzania in Dodoma
NIM	National Implementation Modality
NFGG	National Framework for Good Governance
OECD DAC	The Organisation for Economic Co-operation and Development (OECD) Development Assistance Criteria (DAC)
PETS	Public Expenditure Tracking Studies
PBO	Parliamentary Budget Office
RBA	Rights Based Approach
RBM	Results Based Management
SPs	Strategic Plans
STTEs	Short-term Technical Experts
TADEA	Tanzania Democratic Alliance
TOC	Theory of Change (in development)
TRA	Tanzania Revenue Authority
TWPG	Tanzanian Women's Parliamentary Group
UNCAC	United Nations Convention Against Corruption
UNDAP	United Nations Development Assistance Plan
UNDP	United Nations Development Programme

Executive Summary

The Legislative Support Project Phase II (LSP II) has been implemented since 2017 as a follow-up to LSP I and in tandem with the ongoing development assistance support to strengthening of the National Assembly of Tanzania (NA). As a new round of parliamentary elections approaches in 2020, LSP II will likewise approach its conclusion in December 2021 with opportunity for ongoing engagement between UNDP and the NA likely.

This mid-term evaluation is based on four of five OECD/DAC[1] criteria: **relevance; efficiency; effectiveness**; and **sustainability**. The evaluation process also examined cross-cutting issues of **human rights** and **gender mainstreaming**. This report provides an assessment of how project implementation reporting, and beneficiary feedback compares to the goals and objectives outlined in the project document and subsequent workplans and periodic monitoring and evaluation (M&E) reports. Interviews with participating and available MPs, parliamentary staff, a civil society representative, development partners, UNDP staff and UNW staff provided the narrative data which (along with UNDP reports) allowed the LSP II evaluation team to reach a number of conclusions. In addition, the evaluation process provided the basis for findings and recommendations enumerated in this report.

Relevance: The project is well-aligned with the strategic priorities for the Parliament of Tanzania, and the design of project activities reflects the stated priorities and the documented objectives and outputs for parliamentary stakeholders. The National Assembly in partnership with UNDP endeavored to implement NA-identified technical assistance priorities as evidenced by the various Guidelines that are being used to conduct committee and house business on a regular basis. Given the uncertainties forthcoming at first as a result of the civic elections in Local Government Authorities (LGAs) held on 24 November 2019 and depending on the nature of subsequent 2020 parliamentary elections, the project remains relevant to the stated concerns of stakeholders to support political pluralism in legislative work as required by the Constitution of the United Republic of Tanzania. This includes routine legislative process, public outreach, and executive oversight activities planned and underway at the time of this writing. A previous reliance on seminars, trainings and other one-off events as noted in the LSP I terminal evaluation has evolved in response to include study tours, on-site mentoring in partnership with the UNDP LSP II office housed in the Bunge in Dodoma, and the production of knowledge products intended to promote institutional strengthening of Parliament independent of UNDP intervention.[2]

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[1] The Organisation for Economic Co-operation and Development (OECD) Development Assistance Criteria (DAC): *Relevance, Efficiency, Effectiveness, Sustainability*: https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm and http://www.netpublikationer.dk/um/7571/html/chapter05.htm (MOFA Denmark)

[2] This is noted anecdotally by several MPs who described LSP II as "our project" during on-site interviews.

Efficiency: The inputs to the project were identified as a key factor in the project's success to date, including in regards to cost-effective use of human and material resources dedicated to the project. This is also reflected in the management of project implementation and an increasing reliance on mentoring and training in-country rather than on one-off training events. While there is ongoing effort to reflect on and revise project outputs, the modality whereby a full-time resident UNDP staff works daily with Bunge project coordinator(s) and various departments (e.g. M&E, research, committee staff) and MPs has enhanced the efficiency and value for money of project implementation. This is matched by the professional capacity and efficient technical assistance provided by the project Chief Technical Advisor (CTA) based in Dar-es-Salaam. The ongoing effort to provide practical technical assistance twinned with tools that MPs and staff can use on a daily basis independent of other forms of intervention increased the impact and efficiency of funds from international development partners (DPs) spent and technical assistance provided. This is evidenced by the relatively high number of activities implemented in the first 2 years of project implementation whilst the implementation rate (e.g. percentage of funds reported spent to date) remains relatively low. In accordance with recognised international standards and as a reflection of the efficient use of funds from DPs, MPs are engaging incrementally in regional and international best practice in such areas as budget scrutiny, standing order revision and implementation, and committee (and staff) professional conduct.

Value for money: The initial phase of assistance (LSP I) included numerous off-site study tours and regional engagements which were carried through in the early stages of LSP II. However, and despite interlocutor request(s) to continue this aspect of the project during the MTE, there are opportunities for skills transfer and knowledge sharing between and among participants in-country and possibly from neighboring countries. For example, those who participated in MP and staff study tours to Rwanda, South Africa, Uganda, Kenya (etc.) could be engaged as peer-to-peer mentors at relatively low cost and with direct impact as such advice and interaction relates to specific areas and issues of concern to individual MPs and in committee sessions.

Likewise, contacts made with particularly effective and relevant counterparts identified by previous study tour participants could be engaged as part of distance learning mentors (e.g. Skype, WhatsApp) and utilising the forthcoming e-Parliament tools such as the NA App combined with a parliamentary intranet platform housed on each MP's tablet.

Effectiveness: Based on the evidence in progress and implementation reports and as confirmed by those MPs and staff interviewed during the field mission, the project has achieved many of the outputs as defined in the project document baseline and as tracked in progress reports as compared to periodic workplans.   These outputs are addressed in detail in the body of this report, but include:

- active **budget scrutiny** and budget oversight;
- a **more professional staff** and MPs who are more aware of and able to fulfill their representation and legislative functions;

- increased capacity and willingness to **engage the public in the legislative process** at the committee level through public hearings and printed notices soliciting public input into pending legislation, and;
- parliamentary staff and members continuing to perform key legislative functions including **legislating and constituent representation**.

The implementation of the Budget Law is another milestone which has resulted in a more active and constituent-responsive legislature.

This is an MTE and therefore project outcomes are still at a development stage. However, based on review of project progress reports, lessons learned, and interviews with project beneficiaries, the MTE finds the documentation of procedures and best-practices for budget oversight, bill scrutiny, gender mainstreaming, and public hearings was an effective way of achieving a more effective, open, transparent, accessible and inclusive Parliament as outlined in LSP II Programme Document. As a result, the proportion of MPs who can conduct effective bill scrutiny increased from 12% in 2016 to 31% in 2018. All 4 Committees which were targeted to be trained in bill scrutinization by end of 2019 were trained by September 2019. Overall, the project is on track to achieve the project-end target of 8 Committees trained on bill scrutiny by 2021.

Sustainability: For the National Assembly, the project to date was able to institutionalise key reforms such as the budget oversight process, which reflects sustainable technical and process capacity. However, the incremental tendency toward limited oversight and deference to the executive may prove challenging during the remaining months of project implementation—particularly if the 2020 elections change the composition of existing and new members in the NA. This does not mean that individual majority MPs working together with minority colleagues in committees will discontinue incremental institutional capacity development progress made and use of the tools and guidelines provided by LSP I and LSP II to date. The sustainability of the project depends upon the participation of parliamentary partners and other stakeholders in planning and implementation of interventions, as well as in assessing the measures taken to ensure that activities initiated by the project will be completed and continued after the project's closure. At this point in project implementation, the extent and kind of interventions that will prove to be sustainable remains to be seen and is more likely to be clear at the terminal evaluation period in 2021. In addition to ongoing periodic project M&E reports, it is important to monitor and evaluate how daily business is conducted independent of periodic review (e.g. this evaluation) or high-profile visits from development partners, senior UNDP management and other officials. The overall goal of project implementation is recognised as the transfer of technical skills capacity to help ensure independent professional skills capacity for engaged staff and MPs over time—and after the project ends.

Human Rights: The evaluation team found that most interlocutors agreed with human rights in concept and that MPs and staff strive to ensure that the National Assembly recognizes and practices its obligation as part of its representative (and constitutional) mandate to protect and defend the human rights of all citizens of Tanzania. However, during the evaluation process, anonymous feedback received indicates that at least some participants are sensitive to review

and assessment of human rights as it pertains to the conduct of MPs, the legislature, and/or the executive branch. Given this feedback, it is important for UNDP to remain aware of this sensitivity whilst continuing to diplomatically promote and defend these broadly recognised rights as part of the LSP development assistance programme.

Gender Mainstreaming: The process of data collection and engagement with available MPs, staff and other parliamentary stakeholders during the evaluation indicates that most (if not all) evaluation participants were well-aware and accepting of not only the concept of gender mainstreaming but also the importance of its implementation as part of the daily business of the Bunge toward the goal of sustainable incorporation of gender mainstreaming concepts and practice in parliament's longer-term institutional development. This also extends to intra-parliamentary conduct and external engagement. For example, despite the social obstacles presented to women parliamentary candidates when running for office, once elected and in office, women constituent MPs and TWPG Executive Committee members with support from LSP II were able to engage first-term women special seats MPs in performing their representative, legislative, and oversight duties as Members of Parliament representing the people of Tanzania.

Engagement with Parliament to conduct gender mainstreaming has been enhanced by the recent placement of a Gender Technical Specialist in the UN Sub-Office in Dodoma. In partnership with UN Women, the project conducted a comprehensive gender audit and capacity assessment at the beginning of LSP II. The audit which was the first of its kind for the NA identified several gender gaps in the institutional structure, Standing Orders and staff capacities and resulted in formulation of the NA Gender Strategy and Action Plan. Several activities spelled-out in the Gender Strategy including the draft Gender Mainstreaming guidelines/handbook were approved by the Parliamentary Service Commission in September 2019, training to the Budget Office (BO), oversight and sectoral committees' clerks and members, and formulation of the Gender Male Champion (He4She) advocacy strategy. All were supported and implemented by the NA.

In accordance with the United Nations Development Assistance Plan (2016-2021/UNDAP II), there is progress noted toward achieving the 12 UNDAP programme outcomes,[3] including toward democratic governance, human rights for women, and gender equality in parliamentary affairs—including for individual MPs, members of the Tanzania Women's Parliamentary Group (TWPG), women serving on committees, and as part of parliament's staffing and public outreach activities.

Lessons Learned

  ➢ Promote deeper **institutionalization of tools** (such as guidelines) and skills learned to ensure skills transfer sustainability and parliamentary institutional memory over time and to carry over after the LSP II project ends.
  ➢ Encourage further development of the **professional relationships** established by UNDP staff with MPs, NA staff and departments. This is an important positive leverage for

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[3] As noted in the September 2019 report: *Results Framework: FINAL Revised with Core Output Indicators for LSP II*

encouraging ongoing parliamentary reforms and institutional development in line with the project's objectives.

➢ Determine how to provide parliamentary staff with opportunities to **enhance and further develop their professional skills**.

➢ Prepare a comprehensive **political contextual analysis prior to the design of an LSP III project** given the pending political uncertainty which will result from the 2020 elections during LSP II implementation.

➢ Identify and implement best practice approaches to encourage **a non-partisan approach to process and function of Parliament** whilst giving voice to under-represented and marginalised groups in the NA.

➢ Given that the Speaker is likely to take some action on issues when petitioned, encourage **reports from study tours inclusive of specific (and actionable) recommendations**.

➢ Promote working **meetings between Parliament and Government** to improve cooperation, coordination and parliamentary oversight capacity.

➢ Recognise that there is greater **value for money** in encouraging in-country seminars, mentoring, and ongoing training for staff and those MPs identified as having relevant professional skills which can be enhanced by project-sponsored interventions. As identified in the LSPI terminal evaluation and as part of data collected for this evaluation, training and study tours which did not result in participant follow up and recommendations for practical follow-up as part of regular (and relevant) parliamentary business tend to be lost for lack of practice or due to electoral and staff turnover. Likewise, MPs who have demonstrated how training can transfer to such legislation and parliamentary regulations as the Budget Law or budget process guidelines are well-placed to maximize project efficiency and impact over time.

➢ **Gender mainstreaming** is becoming institutionalised by individual MPs, in committee, and in the whole House with support of the Speaker.

➢ There is room for improvement identified in the areas of **human rights practice** in accordance with international conventions to which Tanzania is a signatory, and regarding **more effective executive oversight by parliament**.

Legislative Support Project Phase II (LSP II): Table of Recommendations
The evaluation also produced a series of recommendations for consideration as the current project draws to a close and in advance of discussion and formulation of a potential follow-on project. These are:

Relevance

1	Encourage demand-driven **engagement of relevant CSOs** (or local networks) to advocate in a watchdog capacity
2	Appoint parliamentary project **Board member(s)** from relevant committees and those who have specific expertise on annual and/or rotating basis
3	**Review the post-2020 election structure** of the House to determine the nature of support for the remaining project implementation period.

Efficiency

4	Examine **how staffing can be harmonized** with the needs of the existing and new parliament.
5	**Digitize, archive and disseminate all knowledge products developed under LSP I and II.** Distribute these materials in soft copy to all freshmen MPs as part of the orientation information and independent study kit. As part of the eParliment initiative, encourage best practice sharing, distance learning, and remote engagement for continuous professional skills development.

Effectiveness

6	Encourage a **wider scope for public hearings** beyond outreach and input regarding the budget process.
7	Engage select **parliamentary peers with specific expertise** (e.g. budget process, research, committee function, etc.) identified by parliamentary stakeholders who participated in previous on-site training or regional study tours as peer mentors.
8	Encourage **enhanced parliamentary oversight** of the Executive through active dialogue, specific engagement and exercise of identified Constitutional oversight mandate.
9	Scale-up dissemination of best-practices from other Parliaments through cost-effective approaches and knowledge dissemination forums.
10	Promote **a multi-partisan approach to process and function of Parliament.**

Sustainability

11	Implement ongoing **training for existing staff.**
12	Support **Youth MPs** as champions of change management in Parliament.
13	Focus on an LSP II transition strategy for a successor Parliament support project.

Human Rights

14	Promote **Rights Based Approach (RBA)** to development in the NA.

Gender Mainstreaming

15	Institutionalise the **Gender Strategy and Action Plan** through statutory Instruments.
16	Conduct a **gender audit** of the Parliament SO to identify gaps in gender mainstreaming.
17	Strengthen the **gender focal point** through the appointment of a departmental Gender Technical Team.
18	Strengthen capacity to conduct **gender data disaggregation**.
19	Promote **participatory M&E** approaches through 2021.

I. Introduction

a. Project Background

1. The Legislative Support Project, Phase II

Tanzania's national development is articulated in the "Vision 2025"[4] which targets development of Tanzania's economy to the level of other middle-income countries over a twenty five-year period from 1999. This development plan also includes the goal of a well-functioning legislature and a focus on good governance, including the strengthening of the capacity and function of the national assembly.[5] The National Framework for Good Governance (NFGG)[6] articulates the need for strengthening the rule of law and provides for enhanced legislative oversight over the Executive. These priorities are articulated in the UN Tanzania development frameworks, including the UNDAP and Country Plans.

UNDP's support to the NA is predicated upon the project document which states:

> UNDP will continue to support the Government in its efforts to ensure more effective, transparent, accountable governance for Tanzanians. It will support capacity development for the National Assembly of the United Republic of Tanzania…[and will] support the Government's efforts to combat corruption by building capacities in specific sectors. UNDP will help to improve human rights reporting and access to justice and support legal reform in order to benefit women, youth and people with disabilities. It will support the Ministry of Finance's efforts to mobilize domestic resources and leverage alternative sources of development financing to monitor the Sustainable Development Goals embedded in the national development plans… [7]

2. Objectives of the LSP II Mid-term Evaluation

The LSP II mid-term evaluation intended to review, analyse and assess the overall progress of project implementation to date as compared to the baseline (2017) established at the end of LSP I (the *Legislatures Support Project* which included Zanzibar) and to indicate how implementation

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[4] *Tanzania Vision 2025*: http://www.mof.go.tz/mofdocs/overarch/vision2025.htm and Tanzania Development Vision (Ministry of Finance and Planning/PDF):
http://www.mipango.go.tz/index.php?option=com_docman&task=cat_view&gid=45&Itemid=62

[5] Vision 2025: 22 and Vision 2020: 40.

[6] United Republic of Tanzania, Steering Committee on Good Governance, President's Office, Planning Commission (1999):
https://books.google.co.tz/books/about/The_National_Framework_on_Good_Governanc.html?id=nUQWAQAAIA AJ&redir_esc=y

[7] Excerpt from *Country Programme Document for United Republic of Tanzania* (2016-2021), version 27 November 2015 Original: English/PDF.

has supported the project's defined objectives and intended outputs. The evaluation findings will be used as the basis for ongoing project implementation through project end in 2021 and as a reflection on forthcoming changes to the Bunge following scheduled elections in 2020. Cross-cutting issues of **human rights** and **gender mainstreaming** are highlighted as part of project activities as well.

The evaluation has been conducted with the following specific objectives which are intended to provide an assessment of progress to date and specifically to:

1. Assess performance in relation to the original work programme as stated in the project document and assess to what extent that has evolved in view of demand from the beneficiaries and operational environment;
2. Assess the relevance of the project with regards to consistency, ownership, quality of technical assistance, and complementarity of the project with other initiatives;
3. Determine the effectiveness of the project in achievement of results, highlighting reasons for achievement and non-achievement of results and factors contributing (or hindering) achievement of the results;
4. Assess the sustainability of the project including the participation of partners and other stakeholders in planning and implementation of interventions, as well as assessing the measures taken to ensure that activities initiated by the project will be completed and continued after the project's closure;
5. Assess risk management and mitigation measures taken by project staff to ensure progress on the work programme;
6. Derive lessons learned and areas for improvement for the remaining project activities, and;
7. Provide recommendations and identify best practices that may be used in future programming.

These objectives are reviewed in comparison to the stated outputs of the LSP II project at inception in 2017 which are:

Output 1:   Increase the capacity of the National Assembly to effectively scrutinise legislation and its implementation and to monitor government performance in a participatory manner

Output 2:   More effective parliamentary scrutiny of government budget and expenditure, including monitoring of the Sustainable Development Goals (SDGs)

Output 3:   Enhance the capacity of the National Assembly to engage citizens and represent their interests in the work of the parliament

Output 4:   The National Assembly is more effectively engaged in strategic leadership, transparency and external engagement

Output 5:   Gender is mainstreamed in all functions of the National Assembly

b. Contextual Analysis

1. Constitutional context and brief history of the National Assembly (Bunge)

In 1983, a new constitutional debate started in Tanzania with the ruling CCM setting the agenda for change. The three main areas for analysis and possible reform were: **executive powers**, **supremacy of parliament**, and **participatory democracy**. In 1984, the Constitution was amended to include a bill of rights. The 1984 amendments also limited the presidential mandate to two terms and introduced a system of two Vice-Presidents, with one the President of Zanzibar and the other the Prime Minister of Tanzania.

The 1977 Constitution (amended 2005) provides for a strong executive and a two-tier government: a Zanzibar government and a Union government. The executive powers belong to the two governments of the United Republic and the Government of Zanzibar. Legislative and supervisory powers over public affairs are vested in the Parliament of the United Republic and the House of Representatives of Zanzibar.[8] The National Assembly was established according to Article 6(1) of the Constitution of the United Republic of Tanzania.[9]

2. The National Assembly as of November 2019

The National Assembly of the United Republic of Tanzania consists of the following categories of members in accordance with Article 66 of the Constitution:
- Members elected to represent constituencies;
- Women members whose number shall increase progressively starting with twenty per cent of the members named in sub-paragraphs (1), (3) and (4) of this paragraph, to be elected by the political parties that are represented in the National assembly in terms of Article 78 of the Constitution and on the basis of proportional representation amongst those parties;
- Five members elected by the Zanzibar House of Representatives from among its members;
- The Attorney General;
- Not more than ten members appointed by the President, and;
- The Speaker (If the speaker is not among Members of the Parliament).

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[8] Extract from Constitution.net/Tanzania from the *Constitution of the United Republic of Tanzania* (1977): http://constitutionnet.org/country/tanzania-country-constitutional-profile
[9] https://www.parliament.go.tz/pages/compositon

As a result of the parliamentary elections in 2015, the current parliament is comprised of a total of 393 Members: 264 MPs elected from the same number of constituencies (Tanzania mainland 214 and Zanzibar 50); special seats for women MPs (113); Members elected by the Zanzibar House of Representatives (5); the Attorney General, MPs appointed by the President (10), the Vice President of Zanzibar and; the Speaker who is already an elected Member from CCM.[10]

In 2015, prior to the election and following the Constituent Assembly, the Opposition in the Constituent Assembly formed an informal Coalition known as *Umoja wa Katiba ya Wananchi* (UKAWA).[11] The Opposition Shadow Government was re-constituted to include MPs from CUF and NCCR, in addition to CHADEMA. The UKAWA coalition was maintained in the parliamentary elections and subsequently formed as a joint shadow Government in the House.

In anticipation of the 2020 elections at the end of the current Bunge, it is anticipated that there will be a relatively large number of new MPs in the next parliament if past elections are a predictor and in accordance with interlocutors' opinion during the field assessment. As a reflection of the changing demographics of the country, it is anticipated that the next NA will likely include a younger cohort of MPs along with more women candidates (if also not more directly elected women MPs).[12]

Women MPs in the NA have been active in the LSP II project and also independently through the women's caucus group, Tanzania Women's Parliamentary Group (TWPG), in advocating for women's empowerment and status in the legislature whilst engaging other MPs across parliamentary groups and committees. The number of women MPs has increased from 102 in 2010 to 113 after the 2015 elections. If this trend continues, there will likely be even more women MPs as a result of the 2020 elections despite the social obstacles identified by several women MPs interviewed for this evaluation.

In general, the National Assembly is incrementally strengthening its three core functional capacities (legislative, oversight and representation) whilst engaging their peers in the East and Southern, and Sub-Saharan Africa Region and engaging technology, participating in ongoing professional education, and looking toward a future which is more equitable, economically viable, and socially inclusive than in the past.

3. Challenges and Achievements

Since the introduction of multi-party democracy in Tanzania, there has been progress noted not only in comparison to prior evaluations of UNDP Tanzania development partnerships, but also as part of inclusion in the electoral process resulting in more diverse representation and the

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[10] National Assembly of Tanzania website: https://www.parliament.go.tz/pages/structure

[11] Translated as *Coalition for Citizen's Constitution*

[12] As of 2018, 64% of the population of 54 million people is 25 years old or younger: https://www.indexmundi.com/tanzania/demographics_profile.html

existence of opposition/minority parties in the national legislature.[13] However, since the 2015 parliamentary elections, there have been areas of concern identified by domestic and international NGOs in terms of human rights protection and the erosion of legal protection for women, the impoverished, other marginalised groups and statements which prejudice sexual minorities.[14]

As with any parliamentary democracy, change is incremental and takes time to be realised. This is particularly true in many African countries where the youth population will likely bring even more political and social change when it is their turn to assume power in parliament. It is important for the majority party to recognise and accept the concept of democratic opposition in parliament as an important check and balance whilst the parliament as a whole might unite over time to exercise its constitutional authority to exercise even more Executive oversight and hold those in power accountable to all citizens of the country—regardless of political, religious, social or other affiliation.

There are tangible achievements that the NA made during the period examined. These include:
- active **budget scrutiny** and budget oversight;
- a **more professional staff** and MPs who are more aware of and able to fulfill their representation and legislative functions;
- increased capacity and willingness to **engage the public in the legislative process** at the committee level through public hearings and printed notices soliciting public input into pending legislation, and;
- parliamentary staff and members continuing to perform key legislative functions including **legislating and constituent representation**.

The implementation of the Budget Law is another milestone which has resulted in a more active and constituent-responsive legislature.

c. LSP II MTE Methodology

Criteria
The evaluation is based on the criteria enumerated in the Terms of Reference for the MTE (which are provided in Annex 1 of this report). These criteria are closely aligned with the OECD/DAC evaluation standards and the UNDP Evaluation Guidelines, with the former articulating the categories relevant to project evaluation: Relevance, Efficiency, Effectiveness, Sustainability, and Impact.[15] In the case of this review, the TOR does not require a review based on impact but does

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[13] As of this writing, it remains to be seen if the local/municipal elections on November 24, 2019 will result in such diversity of party representation at the local level of government as well.

[14] See, for example, Human Rights Watch/Tanzania (2018): https://www.hrw.org/world-report/2019/country-chapters/tanzania-and-zanzibar, UNW/Tanzania: https://africa.unwomen.org/en/where-we-are/eastern-and-southern-africa/tanzania, and UNHCR/Tanzania: https://www.un.org/africarenewal/news/un-rights-chief-warns-potential-%E2%80%98witch-hunt%E2%80%99-tanzanian-official-plans-track-and-arrest-lgbt

[15] http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm

call for an analysis of the cross-cutting intervention issues of gender mainstreaming and human rights.

Evaluation Modalities

The two-person consulting team (team leader and national consultant) gathered data from in-person interviews in Dodoma, analysis of available documentation, and consultation with UNDP parliamentary staff and relevant departments in the Bunge (e.g. the NA Project M&E team). The evaluation therefore focused efforts on a process that included the following to establish and validate findings contained in this report:

> **Desk review:** Documents were provided in advance of the Dodoma field mission by the UNDP CO in Dar es Salaam. These documents were the basis for the questions and evaluation framework articulated in the final version of the inception report. Additional documents were obtained on an ongoing basis on-line and as a result of discussions with stakeholders in Dodoma during the field mission.[16] Questions for interviewees were formulated as part of the inception report drafting process and these questions are listed in Appendix 2 of this report.

> **Semi-structured Interviews:** Evaluation interlocutors were identified by the UNDP field office in Dodoma in coordination with the UNDP CO in Dar es Salaam. The interview process was compressed into a four-day process (3 days in Dodoma, 1 day in Dar es Salaam) and included MPs, parliamentary staff, one CSO network via Skype,[17] the Clerk's office, LSPII, UNDP and UN Women staff, and donor representatives. Each interview was conducted in a group representing relevant beneficiaries who participated to a varying extent in LSP II since 2017 and were approximately one hour in duration. The interviews included a series of questions with, where possible, follow up based on the need for further information.[18]

The evaluation team conducted the collection of data and evidence for the report during 3 days of interviews as part of a ten-day mission to Dodoma and Dar es Salaam from 14—22 November 2019.[19]

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[16] A comprehensive list of documents consulted and Interweb resources accessed is contained in Annex 4 of this report.

[17] In what could be considered another MTE limitation, most CSOs contact for interview were unavailable during the evaluation period in either Dodoma or Dar es Salaam.

[18] Evaluation criteria and questions for data collection and persons engaged are contained in Annexes 2 and 3, respectively. Note that additional information was gathered from relevant documents and on-line resources to clarify points raised during the interview process.

[19] Conclusions reached and recommendations provided are based on the input of those interviewed unless otherwise noted in this report. Given the Bunge session schedule and available interlocutors, not all potential stakeholders were available for engagement by the evaluation team.

d. Limitations of the Review

The evaluation team was contracted, documents were delivered remotely and electronically, desk review was conducted, the inception report was drafted and delivered, and the consulting team was deployed to Dodoma within one calendar week. Meetings in the NA intended for at least one full work week (or more) in accordance with the July 2019 TOR were reduced to two working days plus one supplemental meeting day after the end of the Bunge session. Another day was allocated to meetings in Dar es Salaam which resulted in a debrief at the UNDP and a meeting/interview with representatives of the four donors to this project.[20] Senior level NA leadership (e.g. the Speaker and Deputy Speaker) were unavailable during the field mission and in Dar es Salaam. Likewise, most participating CSOs were unavailable for in-person interviews in either location. The team was able to conduct remote (Skype) interviews with one CSO coalition member and a representative of UN Women after the field mission.

Despite the compressed MTE timeframe and somewhat limited interlocutor access described, the evaluation team endeavored (with the aid and assistance of the UNDP Dodoma field office and NA coordination along with the Dar es Salaam-based CO) to meet with as many key beneficiaries of the project as was possible. Documents received by the project team were reviewed in depth during the time allotted. Available time to meet with MPs, staff and other stakeholders allowed primarily for group interviews in Dodoma which by their nature are not necessarily ideal for extensive questioning or follow-on questioning during a given group interview session.

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[20] Denmark, Ireland, the United Kingdom (DFID), and Sweden.

II.   Findings & Analysis

LSP II Mid-term Progress toward Overall Project Outputs

The project team had a strong relationship, overall, with the National Assembly. The specific aspects of the work are outlined below in accordance with the four criteria identified in the Terms of Reference for this evaluation – **relevance, efficiency, effectiveness** and **sustainability**. However, it is fair to say that the project was well-integrated into the work of National Assembly to the extent more than one senior staff person in the NA referred to the LSP II as "our project," and indicated that the tools and training provided has helped the Bunge to institutionalise various capacities—including standing orders, guidelines for budget process, public outreach, committee operations and the like.

Output 1:   Increase the capacity of the National Assembly to effectively scrutinise legislation and its implementation and to monitor government performance in a participatory manner

Output 2:   More effective parliamentary scrutiny of government budget and expenditure, including monitoring of the Sustainable Development Goals (SDGs)

Output 3:   Enhance the capacity of the National Assembly to engage citizens and represent their interests in the work of the parliament

Output 4:   The National Assembly is more effectively engaged in strategic leadership, transparency and external engagement

Output 5:   Gender is mainstreamed in all functions of the National Assembly

The planning process, both on an annual basis and for each activity, was well-coordinated with the NA having significant ownership of the process. This included the need for a multi-step collaborative process to develop each knowledge product. Annual work plans were developed in a consultative process with the lead being the Project Coordinator based in the NA Project Director/Clerk of the NA, Chief Technical Advisor, UNW Gender Technical Specialist and Project M&E specialist with active involvement of the NA management group.

With motivated beneficiaries, the project was able to play less of a lead role and rather one that is more focused on facilitation and the provision of timely advice and information to be considered and adapted (and subsequently adopted) as a result of a consultative and collaborative process. This function contributed to timely review and adaption of changes to maximise the project's relevance as evidenced by the April, 2018 revision of the Results Framework,

Under Output 1 of the project the evaluation found evidence that the project successfully built the capacity of the NA members to scrutinise legislation and monitor government performance through public hearings. The NA adopted 2 main strategies in its bid to strengthen the capacity of members to conduct effective and transparent bill scrutinization. The strategies involved preparation of guidelines/handbooks on bill scrutinization and conducting public hearings. The guidelines and handbooks were developed to provide more detailed and in-depth information on bill scrutiny and the conduct of public hearings including case-studies and best-practices drawn from past Parliaments in Tanzania and the region.

Prior to publication of the guidelines, committee MPs largely depended on the Standing Orders (SOs) which provided limited information on an entire complement of bill scrutiny and mark-up. MPs previously depended on their general knowledge to evaluate bills in committees. Although SOs make provision for public hearings, they did not provide detailed guidelines on how to engage public citizens including through interest groups in civil society organisations (CSOs). Invitations and engagements largely depended on committee discretion.

The standing orders activity involved preparation of the guidelines/handbooks followed by training to almost all 393 MPs on these procedures. The training based on the guidelines that was provided to MPs provided an opportunity for members to discuss and debate how committees can be more effective in bill scrutiny and in engaging citizens and CSOs in the public hearing process.

Output 2 targeted the strengthening of the capacity of members to oversee the government budget, including monitoring of SDG implementation. Effective oversight of government implementation of the Appropriations Bill is one of the main functions of any Parliament. An enabling environment to fulfill this function was provided for by the budget Act No. 11 of 2015. In line with the mandate under the Act, Parliament proceeded to establish a Budget Department to exercise this function. The project provided support to the budget office in several ways in-order to strengthen its role. Budget Oversight guidelines and associated tools including guidelines on how to conduct Public Expenditure Tracking Studies (PETS) and tracer studies to "follow-the-money" were prepared through support from LSP II. After preparation the guidelines were disseminated, discussed and adopted by the three Parliamentary Oversight Committees (Public Accounts, Local Government Authorities Accounts and Budget Committees). Facilitators from previous Parliaments and resource persons outstanding in the area of budget oversight including the Government Auditor and Accountant General (CAG) provided input and training to members of the Committees on budget oversight.

Likewise, an overall training on the budget cycle and its processes, and oversight within the provisions of the 2015 Act was provided to staff in the newly created Budget Office (BO). The project created space for the Oversight Committee to pilot test the guideline and tools in budget scrutiny in the run-up to the 2018/2019 budget session. The exercise provided an opportunity for oversight and for sectoral Committees to use the budget Oversight guidelines first-hand in discussion and scrutiny of the budget proposals from Tanzania Revenue Authority (TRA) and Treasury.

The NA used the support provided by LSP II to forge strategic partnership between the BO and CSOs which have extensive prior experience in conducting PETS. Strategic partnerships between the BO and CSOs took different forms first in the form of Public Hearings much more elaborated and made clear through the guidelines and in LSP supported formal and informal sessions between Oversight, sector Committees and Ministry of Finance and Planning (MoFP), budget officials, TRA and BoT. In some instances, public hearing access was selective in that representatives of civil society were brought in to the hearings consecutively to provide information and independent analysis to relevant committees.

The project extended support to the BO and oversight Committees to learn from other Parliaments with Budget Offices in the Region. In consequent the BO adopted a Macro-economic Modelling framework from Parliament of Uganda to enhance its own independent analysis of macro-economic assumptions which underpin budget provisions and their projections. Regarding gender-responsive budgeting, the Bunge BO, committee members and clerks made a commitment to conduct enhanced budget tracking for education (focused on female students' dormitories) and agriculture budgets. The training afforded the participants time to use the tools and concepts learned in the training to conduct hands-on gender mainstreaming of implementation reports of the two sector budgets in case study format. It remains to be seen if the skills and commitments to this process will be implemented in real time budget scrutiny as part of the 2020/2021 budget proposal process.

Regarding **Output 3**, the project focused on enhancing the capacity of the NA to engage other stakeholders and seek their input into the work of the NA. The approach followed by the NA stood on developing and implementing a multimedia approach centred on new digital social media with a view to target the youth and increase their interest and awareness about NA affairs. Under this output the NA took a number of steps to bring Parliament closer to the people and constituents by strengthening constituent outreach work of MPs and Parliament staff, participation in the establishment of Parliament information outlets in exhibitions and public fairs, and engagement of youth in school outreach by organizing the *Know Your Parliament* school visits, organizing a Youth Parliament and information session, and launching of the Bunge App. A pilot programme to train Parliamentarian's constituent staff on outreach was conducted to test strategies and functional relationships which can work where constituent staff support members in engaging constituents on an ongoing basis toward a more effective representative role.

Within Parliament the project focused on strengthening the All-Party Groups (APGs) to network and actively lobby and advocate for legislative change. The APGs adopted a bipartisan approach to engage oversight and sectoral committees thus promoting MP to MP engagement on pertinent issues across party lines. The project provided support to APNAC to organize a training for and with the administration and Local Government Committee on issues related to institutionalising, devolution and implementing the National Anti-Corruption Strategy (NACSAP 2017-2022) at the local government level. Under the same assistance modality to TAPAYE, the Environment and Climate Change APG, and the Young Parliamentarians Group (TYPG) were supported to conduct training and dialogue sessions with select committees (Natural Resources

and Tourism: and Industries, Trade and Environment in the case of TAPAYE, and Constitutional and Legal Affairs for TYPG).

In-line with the NA Strategic Plan to achieve more effective and pro-active engagement with its primary external stakeholders in the Government particularly in reducing the turnaround time for private members questions and motion, NA staff conducted several meetings with Parliamentary Desk Officers and Directorate of Coordination of Government Business in the PMO to harmonise procedures and lines of communication. The NA held additional meetings with legislative draftsmen in government to map-out timelines which would achieve effective engagement between the two branches of government to achieve effective and sustainable legislation.

The project has under **Output 4** extended capacity development to Parliament staff in the form of training to committee staff, Parliamentary Legal Counsel, the Budget Department, and the Research and Library Service Department. The support also took the form of study visits to Kenya, Uganda and South Africa where case-studies and best-practices were learned. Participating staff in the study tours routinely submitted back-to-office reports with recommendations which the MTE found to have prompted the Speaker of Parliament to issue directives and orders to adopt best-practices.

Gender mainstreaming in all functions of Parliament including bill scrutiny and budget oversight were supported through **Output 5** of the project. Interviews from UNW and project beneficiaries provided evidence that committee members had started to apply gender equality and women's empowerment (GEWE) principles covered in the gender training. Gender responsive bill scrutiny is evident in the stipulation for at least 2 seats reserved for women and in the Land Transport Regulatory Authority Act, and the wording was changed regarding reserved women seats from 1/3 to 50:50 in the Water Supply and Sanitation Act. As a result of the Budget Committee commitment following project gender training, mandatory gender statements are now required to be made in the preamble of the national, sectoral and spokespersons of the minority budget speeches.

i.   Relevance of Project Design and Strategic Alignment

LSP II was designed to strengthen the NA to be more effective, open, transparent, accountable and inclusive. The need to increase project support to enhance capacity of the leadership in the House to fulfill their constitutionally-mandated parliamentary functions was expressed by members during terminal evaluation of LSP I. As noted throughout this report, LSP II has succeeded to an extent in doing so at this point given the overall project implementation timeframe.

The 11th Parliament is different from previous ones in that it has a higher proportion of young members below 35 years of age. Towards the end of the 10th Parliament the Government adopted several policy measures including the Budget Act and Open Government Initiative (OGP) which provided an enabling framework for enhanced budget oversight. In the beginning of the

11th Parliament, the government promulgated the Five-Year Development Plan (FYDP II) aimed at economic transformation and industrialization to middle-income economy status. The 11th Parliament also ratified the post-2015 SDGs. Overall, the House began session on an optimistic note and a sense of urgency to get things done. However, the majority in the House were first-term MPs with a turn-over of 70% new members. The guidelines and handbooks were relevant to beneficiary needs to quickly catch-up with tools and guidelines to make them effective in fulfilling their representative, legislative, and oversight functions.

The project design was found to be highly relevant and timely in enhancing the capacity of Parliament to fulfill its core functions specified by provisions in the Budget Act. The MTE finds the project served as an enabling framework for implementation of the Budget Act. The Budget Act was a new level of exercising parliamentary authority not previously seen in Tanzania. Without the support extended to the PBO, Budget Oversight Committee and MPs more generally budget officials in the MDAs would likely revert to discretionary use of public funds without adoption and enforcement of the Act.

Project support towards enhancing the representation function of members was also found to be relevant to the needs of the NA. Recognising that Tanzania is a diverse multifaceted country with different actors in the economy who exert positive pressure in their support for a more open, inclusive, and participatory Assembly through consultation with the private sector, NGOs, citizens and particularly youth. This trend is noted as appreciated by members who were interviewed by the MTE.

The MTE observed three areas with issues regarding strategic fit to beneficiary needs.
 1) First, enhanced alignment between the SDGs and national development goals as stipulated in the FYDP II is needed to make the project output concerning SDGs more relevant and effective;
 2) Second, ensure that the national development goals as articulated in the FYDP II (the national development plan) are the localized version of the international SDGs, and;
 3) Monitor national development goals (NDGs) while ensuring that these are also aligned with the SDGs to make the exercise more relevant for MPs to follow in budget oversight discussions and legislative drafting.

The MTE also recognizes concerns that the project design did not take into account the post-electoral transition and the formation and composition of a new Parliament in 2020, and the implications of that election cycle on a potential successor LSP programme. The LSP II project has effectively utilized the recommendations from the LSP I terminal evaluation to implement and at least partly instituionalise knowledge products developed thus far into mainstream NA standing orders, sustainability of project results and has thereby enhanced its relevance over time.

ii.   Efficiency in the Use of Project Resources

Efficiency is the measure of the cost-effectiveness of the inputs provided by a project. Cost-effectiveness is a measure of the cost of the inputs provided (i.e. – staffing; activities) and the results achieved from those inputs.

The project had limited resources in comparison to the development needs in the NA. In the opinion of the MTE, the project design took this into account by designing cost effective approaches to increase efficiency in delivering project results. Project strategies to conduct training, seminars, workshops and dialogue sessions when Parliament was in session was efficient in that overhead costs to convene Parliamentarians from constituencies did not need to be met. This proved to be an efficient way to reach Parliamentarians compared to other projects which have to repatriate MPs from constituencies for huge sums of money. However, and as noted by several interlocutors, the time available to potential participants was limited given that parliamentary sessions have already got a packed agenda forcing MPs and project activities to be conducted mostly during lunch break, afternoon recess or weekends. In this limited space, project activities compete with other demands placed on time due to committee, whole house, and constituent business thus limiting availability for in-depth participation in LSP II interventions in Dodoma.

The project approach to develop guidelines/handbooks was an efficient way to strengthen capacity of MPs. The guidelines and handbooks remained with the MPs as a repository which they could use to reference materials when performing actual functions addressed by them (i.e. budget and bill scrutiny, preparation of private motions, public hearings or gender mainstreaming). Prospects to digitize the guidelines/handbooks and provide access to them through digital learning platforms provides prospects for increased efficient use of project resources as it will contribute to preserving the training content for future use including by new MPs.

Ongoing NA staff training remains an efficient way to service MPs and Committees. The capacity built for permanent Parliament staff ensures institutional memory and an incremental approach to capacity strengthening in Parliament. There is, however, room for continued assistance on an ongoing basis to further strengthen and enhance staff professional capacity. This includes ongoing and refresher training on bill markup and scrutiny, budget analysis, report writing, legislative and policy research and analysis, and application of ICT in monitoring and evaluation of post-legislation and budget implementation.

The adoption of multimedia and in-particular social-media and outreach was found to be an efficient and cost-effective means of reaching a large number of constituents, and in particular youth. Youth were particularly targeted in the project design as Increased awareness campaigns toward increased public support of Parliament—including in the relevance of its roles in oversight and representation as well as budget legislation. The project implementation modality through NIM has both contributed to a high level of ownership and cost-effectiveness in-terms of management structure and overhead. The board has created a structure for policy dialogue on

legislative development between stakeholders and parliamentary leadership which did not exist independent of the project.

The project management structure was well designed in that it was aligned with NA structures and implemented through the UNDP National Implementation Mechanism (NIM).[21] Regarding the structure, the MTE finds beneficiary needs, voice and feedback would be more amplified and effective if there were more MP representatives from Oversight Committees in-addition to the current set-up where board members come from the Parliamentary Services Committee (PSC). Oversight committees were the most directly targeted beneficiary group of the project to achieve the project output of an effective, open, transparent, accountable and inclusive Parliament.

The original Outcome 3 in the original project document on "Increased capacity of Parliament to monitor implementation of SDGs" had too many outputs for the NA to effectively reach within the project implementation timeframe. This limitation was realized by project partners through the Board and the project log frame was revised to a much leaner Results Framework approved by the project Board in April 2018. This demonstrates how the Board was effective in utilizing the project's M&E capacity as a project management tool to identify underperforming areas and allocate resources in synch with available capacity thus contributing to more efficient use of resources.

Despite evidence that study-tours to other Parliaments in the Region contributed to exposure and learning by participating MPs and staff, a greater number of people in the NA could be reached through organized visits, in-house advisor placements, and mentorship by individuals from Parliaments in the region to the NA. The use of ICT was generally not optimized during the period under review. Utilisation of resources such as teleconferencing with peers in other Parliaments in the region and also those from friendly countries such as those involved in LSP II (UK, Sweden, Denmark and Ireland), self-paced online courses to MPs such as that operated by the World Bank and UNDP, and select customized video documentaries and Massive Open Online Course (MOOCs) would contribute to increased efficiency in the use of project resources and its impact orientation.[22] This will contribute to increased efficiency in the number of individuals reached with the same cost need for stay-away study tours.

iii. Effectiveness of Project Implementation

Given that this is a mid-term evaluation, project outcomes are still in process and are intended to be included in full as part of a project terminal evaluation. However, based on review of project progress reports, lessons learned, and interviews with project beneficiaries the MTE finds the documentation of procedures and best-practices for budget oversight, bill scrutiny, gender mainstreaming, and public hearings was an effective way of achieving more effective, open,

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[21] National Implementation Modality/NIM (UNDP) for project financing and management:
https://popp.undp.org/SitePages/POPPChapter.aspx?TermID=f3136f23-5ced-45d8-89a0-c7b6b56b5229
[22] World Bank on-line coursework for parliamentary committees:
https://olc.worldbank.org/content/parliamentary-committees-self-paced

transparent, accessible and inclusive Parliament. As a result, the proportion of MPs who could effectively conduct bill scrutiny increased from 12% in 2016 to 31% in 2018. All 4 Committees (Budget, Social Development and Services, Agriculture, Livestock and Water; and Constitutional and Legal Affairs Committees) which were targeted to be trained in bill scrutinization by end of 2019 were trained by September 2019. All other factors remaining constant the project to achieve the project-end target of 8 Committees trained on bill scrutiny in 2021.

The project's effectiveness in-terms of output-to-purpose review can be seen in snap-shot form in **Table 1 below highlighting Project Achievements** since inception in 2017 and through the evaluation period in November 2019.

Table 1: Outcome and Outputs/Achievements Against Medium-Term Goals (2019)

OUTCOME & OUTPUTS	FULLY ACHIEVED	PARTIALLY ACHIEVED	NOT ACHIEVED	EVIDENCE/ EXAMPLES
Intended Outcome: National Assembly of Tanzania is more open, accessible and inclusive		X		• Guidelines and handbooks are well implemented to elaborate on Standing Orders and incorporate best practices and lessons learned • The available time for MPs to practice the knowledge acquired was ineffectively institutionalise practices, procedure and lessons learned • Practices and procedures not reflected in revised standing Orders
Output 1: Increase the capacity of National Assembly to effectively scrutinise legislation and to monitor government performance in a participatory manner through inviting public hearings	X			• 4 Committees trained in 2019 against a target of 8 by 2021 • Increased bill scrutiny • Increased number of recommendations from bill scrutiny • More informed debate on the bills in the House • MPs more informed during bill scrutiny • 19 consultations held during review of 7 bills • Consultations between Budget Committee and CSOs increased
Output 2: Increase the capacity of the National Assembly to oversee government budget including monitoring of SDGs.		X		• Oversight guidelines and tools developed in 2017 • Oversight Committees conducted PETS • PAC produced proposals to minimize misallocation of government revenues • NA's authority on budget oversight still to be demonstrated over a couple of other budgets
Output 3: Enhance the capacity of the NA to engage stakeholders and seek their input into the work of the NA	X			• 60% of constituent assistants improved performance • There has been an increase in the quality of representation of constituents • Increased interaction between Committees and CSOs and Parliamentary All-Party Groups

				• Effective engagement All Party Groups • Procedures of
Output 4: The NA is more effectively engaged in strategic leadership, transparency and external engagement		X		• Interaction with Government stakeholders harmonized • Procedures for interaction with CSOs systematized • Study visits have enabled NA to adopt best practices from other Parliaments • However, there are concerns over limited timeframe for bill submission and no case of private sponsored bills and limited number of private member motions
Output 5: Gender is mainstreamed in all functions of the National Assembly	X			• MPs and staff knowledge on gender mainstreaming has increased • Bills amended to mainstream gender in appointments of governing boards • Women MPs performance improved through mentorship

An overall assertion can be made that the project was **effective in achieving some of its outputs** to the medium-term period (i.e. as of November 2019). The project fully achieved its target to increase the capacity of the NA to effectively scrutinise legislation in a participatory manner through public hearings. Project outputs in producing, training and testing the bill scrutinization guidelines and implementation of public hearing guidelines has improved both the quality of MPs' scrutinisation of bills and more effective representation through outreach to the citizens and CSOs for input into the legislative process.

The medium-term goal for **output 3** on enhancing the capacity of the NA to engage stakeholders and seek their input into the work of the NA has also been fully achieved as per the medium-term goals of 2019. Parliament has met its primary legislative stakeholder who are the Parliamentary desk-officers and department of Coordination of Government Business in the Prime Minister's Office (PMO) and agreed to harmonise lines of communication and procedures in-order to increase efficiency and productivity in the legislative process. The level of interaction between the NA, CSOs and Parliamentary All-Party Groups also increased as a result of elaborations made by public hearing guidelines and associate training, and lessons learned from best-practices from other Parliaments in the region. This being said more work still needs to be done to increase the quality of interaction with CSOs from space provided for committee petition submission to participation in a broader full-house public hearing.

The project has not been able to fully achieve the medium-term goals of 2 outputs (**output 2** and **output 4**). Although the preparatory work towards increasing the capacity of the NA to oversee government budget including monitoring of SDGs has been done but it has only been tested in the 2018/19 budget discussions. More time is needed to demonstrate and determine whether Parliament authority provided for under the Budget Act can be asserted as a co-equal branch of government vis-à-vis the executive.

Regarding **output 4**, there is an identified need for the NA to more effectively engage in strategic leadership, transparency and external engagement. While activities to engage CSOs, All Party Groups, constituent assistants and the public contributed to a more open Parliament, in the final analysis stakeholders observed that only limited recommendations were incorporated into final legislation.

In accordance with **output 5**, the level of awareness of all MPs on gender mainstreaming has significantly increased. Gender responsive budgeting has increasingly been raised by the TWPG and male gender Champions during bills and budget scrutiny.

iv.   Sustainability

The project was implemented through the NIM modality, implying that it was effectively aligned with the management structures and functions of Parliament. Due to this alignment, it is anticipated that LSP II will prove effective in ensuring long-term sustainability of results beyond the project—and this aspect of project implementation should be examined in more detail as part of the LSP II terminal evaluation. The positions of the National Project Coordinator (NPC) and the Project M&E Team are effectively engaged within the NA by NA staff thus promoting both institutional memory and strategic-fit to project beneficiaries. This is most likely since the staff will have the institutional memory and inspiration derived from the professionally transformative aspects of the project in promoting best-practices to enhance parliamentary capacity to exercise its core functions. The anticipated continuation of capacity-building in management of functions supported by the project (such as support and implementation of the Gender Strategy, budget scrutiny and process, and public outreach) will however be contingent upon NA support to staff and relevant committees/MPs in independently implementing these strategies after project closure.

The MTE recognizes that the composition of Parliament is determined through a democratic electoral process with the next election overlapping with the timeframe of the current project. Turnover of MPs in the past 3 elections has been somewhere between 30-70%. While the overlap is beneficial for sustainability of support to Parliament, LSP II will need to develop specific strategies to leverage the tools and products which were developed to support the 11th Parliament for the benefit of the 12th Parliament. These include such tools as legislative process and budget guidelines/handbooks, Gender Strategy and Action Plans, APG Strategic Plans, and Public Hearing Guidelines which need to be consolidated, packaged and distributed to freshmen MPs as part of the orientation information kit. The information could further be digitized to make them open and more accessible in sync with the new eParliment orientation. To consolidate this

impact, the project should continue support for the Parliament's new MP orientation programme. LSP II should plan for a series of orientation activities targeted at new MPs and refresher training for those returning before the budget session starts in April 2021. This activity is likely to contribute to sustainable project results during the transition between Parliaments.

LSP II will itself be coming to an end in December 2021. A discussion needs to take place regarding the nature and scope of support under a successor project. All current project stakeholders interviewed agree that it does not need to be more of the same although some elements need to be sustained to address turnover both of staffs and members, changing needs and circumstances.

This needs to be addressed through an LSP II Exit Strategy beginning June 2020 running through December 2021. The strategy can begin with developing Concept Notes focusing on self-assessments/evaluations, beneficiaries' expectations, findings and assembling an appropriate Theory of Change (ToC) for the next phase of programming, specific stakeholder surveys, and analysis to inform the strategic thinking underpinning the next programme. The exit-strategy should also itemize project outputs which can and should be integrated into statutory SOs and other administrative instruments of Parliament so this can be done before December 2021 as part of the routine review and updating of procedures routinely conducted by outgoing Parliaments in Tanzania—including hand-over notes, orientation materials, and rules of procedure. This support will ensure practices and procedures supported by the project are effectively mainstreamed in Parliamentary affairs, and therefore support the long-term sustainability of results achieved.

v.   Cross-cutting Issue: Human Rights

Human rights principles are incorporated into all aspects of the SDGs[23] and stated clearly as part of the UN Charter (1945) and the subsequent UN Universal Declaration of Human Rights (1948).[24] Despite the shortcomings of history in its full expression since, the founding principles established by all signatories to the Charter and subsequent Declaration are intrinsic to the work of the United Nations and its affiliated organisations—including the UNDP. As such, human rights protection and promotion is recognised as an important component of all project work conducted with UNDP assistance.

The evaluation team found that most interlocutors agreed with this premise and that MPs and staff strive to ensure that the National Assembly recognizes and practices this obligation as part

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[23] See *Human rights and the SDGs - two sides of the same coin* by Sarah Rattray, Policy Specialist for Human Rights, Crisis Bureau, UNDP: https://www.undp.org/content/undp/en/home/blog/2019/human-rights-and-the-sdgs---two-sides-of-the-same-coin.html

[24] See Preamble to the United Nations Charter (1945) and the UN UDHR (1948): "To reaffirm faith in fundamental human rights, in the dignity and worth of the human person, in the equal rights of men and women and of nations large and small…" https://www.un.org/en/universal-declaration-human-rights/ and https://www.un.org/en/sections/un-charter/preamble/

of its representative and constitutional mandate to protect and defend the human rights of all citizens. The extent to which this is in practice internally as part of daily parliamentary conduct and externally as part of parliamentary outreach is limited to activities reported by project beneficiaries and recorded as part of periodic project reports. In essence, the issue of human rights as an internal and external practice is viewed as becoming more limited since 2015 and in particular in regards to executive constraint on the practice of recognised and treaty-obligated human rights guarantees.

However, during the evaluation process, anonymous feedback received indicates that at least some participants are sensitive to review and assessment of human rights as it pertains to the conduct of MPs, the legislature, and/or the executive branch. Given this feedback, it is perhaps important for UNDP to remain aware of this sensitivity whilst continuing to diplomatically promote and defend these broadly recognised rights as part of the LSP development assistance programme.

Human Rights and the SDGs

The Sustainable Development Goals (SDGs) and the 2030 Agenda are based on the recognition and protection of human rights, and more than 90% of the goals and targets of the SDGs correspond to human rights obligations. One important indicator of progress toward fulfilling the SDGs is the existence of independent national human rights institutions (NHRIs) which comply with international standards in accordance with the Paris Principles. The NHRIs help address inequality and discrimination by receiving and addressing complaints and advising governments on rights-based legal frameworks, and act as an important intermediary between civil society and the government.

Currently, 79 of all 193 UN Member States (39 percent) have NHRIs that are fully compliant with international standards. Seven countries have achieved this milestone since 2015. Several other Member States have NHRIs working towards compliance. However, at the current rate of progress, only 54 percent will have these critical institutions by 2030. This is not enough to reach a tipping point, and there is space for the international community to do more to support NHRIs and Member States in their collective effort to preserve and protect the human rights of all citizens of signatory countries.

Sources: *Human rights and the SDGs - two sides of the same coin* by Sarah Rattray, Policy Specialist for Human Rights, Crisis Bureau, UNDP: https://www.undp.org/content/undp/en/home/blog/2019/human-rights-and-the-sdgs---two-sides-of-the-same-coin.html. See also: https://tz.one.un.org/what-we-do/9-core-comittments/15-human-rights and the Tanzania Commission for Human Rights and Good Governance: https://www.iwgia.org/en/iwgia-partners/78-commission-for-human-rights-and-good-governance-tanzania

The process of data collection and engagement with available MPs, staff and other parliamentary stakeholders during the evaluation indicates that most (if not all) evaluation participants are well-aware and accepting of not only the concept of gender mainstreaming but also the importance of its implementation as part of the daily business of the Bunge toward the goal of sustainable incorporation of gender mainstreaming concepts and practice in parliament's longer-term institutional development. This also extends to intra-parliamentary conduct and external engagement. For example, despite the social obstacles presented to women parliamentary candidates when running for office, once elected and in office, MPs have been able to meaningfully and professionally engage their colleagues in performing their representative, legislative, and oversight duties as elected representatives of the people of Tanzania. This is also an area of assistance recognised with gratitude to the UNDP LSP II project.

In accordance with the United Nations Development Assistance Plan (2016-2021/UNDAP II), there is progress noted toward achieving the 12 UNDAP programme outcomes,[25] including toward more democratic governance, human rights for women, and gender equality in parliamentary affairs—including for individual MPs, members of the TWPG, women serving on committees, and as part of parliament's staffing and public outreach activities. Specifically, the evaluation team engaged interlocutors to determine the extent to which the LSP II project fulfilled the objectives of:

- **Democratic Governance, Human Rights and Gender Equality promoted**: National governance that is more effective, transparent, accountable and inclusive;
- **Women's Political Participation and Leadership encouraged**: Women and girls increasingly participate in political and public life and are elected to leadership, and;
- **Violence Against Women and Children reduced**: Enhanced prevention of and response to violence against women and children.[26]

The project supported a number of activities to mainstream gender and other cross-cutting issues in all functions of Parliament. To this end the developed Gender Strategy and Action Plan including the Advocacy Strategy aimed at identifying gender Champions amongst male MPs and sensitizing male MPs. The project further supported the NA to develop a gender mainstreaming guideline and handbook followed by training and sensitization through UN Women and TWPG.

While gender concerns have been largely addressed in most functions of Parliament, affirmative action was still needed for women special seats MPs who did not necessarily go through the political process of the general elections, did not represent direct constituencies, did not control the Constituent Development Fund (CDF) and direct constituent outreach and engagement. Some evaluation interviewees observed that they have experienced a subtle sense of

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[25] As noted in the September 2019 report: *Results Framework: FINAL Revised with Core Output Indicators for LSP II*

[26] Democratic Governance, Human Rights and Gender Equality (United Nations Tanzania):
https://tz.one.un.org/what-we-do/democratic-governance-human-rights-and-gender-equality

discrimination between constituent and special seats women MPs occupy, and thus affect the extent to which they can effectively and fully practice their representation role in Parliament. New and young special seats MPs were most affected. To this end the project supported a mentorship programme targeted at women special seats MPs also in part as implementation of the Parliament Gender Strategy and Action Plan.

Gender Sensitive Parliaments and Inter-Parliamentary Union Awareness Raising
The implementation of gender mainstreaming in parliaments across the continent has primarily been the responsibility of women MPs until recent effort as expressed through legislation, rules of procedure, and electoral laws. Many parliaments are gradually moving towards promoting equality whilst ensuring that qualified candidates are put forward to help ensure that elected representatives are empowered to fulfill their legislative, oversight, and representative functions in office—regardless of their gender.

"Making that change often involves looking at the institution itself with a critical eye, acknowledging unseen barriers that deter the presence of women, limit their participation or hinder progress towards gender equality, and then taking strong action to address these issues…[the Inter-Parliamentary Union] introduced the concept of gender-sensitive parliaments [in 2010]…Gender-sensitive parliaments have seven key characteristics that make them modern, dynamic places that fully reflect the populations they serve. Being sensitive to gender makes parliaments efficient, effective and legitimate."

The IPU has devised a **self-assessment tool for parliaments** to utilize in that regard: https://www.ipu.org/resources/publications/handbooks/2016-11/evaluating-gender-sensitivity-parliaments-self-assessment-toolkit.

Source: https://www.ipu.org/our-impact/gender-equality/gender-sensitive-parliaments

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Remaining gender capacity gaps need to be addressed moving forward. These are:

➢ A **gender audit of the Parliament SO is needed** to identify gaps for mainstreaming and scaling-up GEWE approaches to mainstream parliamentary process and procedures;
➢ The gender focal point system **needs to be strengthened by appointment of the inter-departmental Gender Technical Team** as per a Government circular requiring their establishment in all Government agencies;
➢ Strengthen the capacity of the LSP and NA **to conduct gender disaggregation of all data across its databases**, and;
➢ Promote **participatory M&E approaches** during the remaining implementation timeframe for LSP II

Gender mainstreaming is relatively satisfactory across the different groups in Parliament. A recommendation to constitute a new Women/Gender Committee along the lines of best-practices learned from a project supported study visit to Parliament of South Africa has been submitted to the Speaker and is under review for implementation. The constitution of the Committee which in effect may mean transforming some of the functioning currently undertaken by the TWPG into a statutory committee whilst retaining the TWPG because of its APG characteristics will ensure long-term sustainability of gender mainstreaming support and implementation of the Gender Strategy and Action Plan.

Human rights remain an issue of concern and is recognised as such by this evaluation. The project should attempt to introduce the rights-based approach to programming following the success and approaches followed in promoting gender-responsive programming in the NA. The programme could leverage an inter-agency collaboration on RBA focusing on rights-based approach to women (UNW), children (UNICEF) and development (UNDP) for example as an entry point for more enhanced mainstreaming of rights-based approaches to development. LSP II would benefit from an enhanced attention to mainstreaming of human rights including a review of its Results Framework to reflect stronger attention to RBA during the remaining months of implementation. This includes raising awareness of MPs (and NA staff) on the International Human Rights Charter, its ratification and institutionalization in Tanzania, and its various components beyond fundamental political rights. A focus on a Rights Based Approach (RBA) to Development and support for the initiation of a new APG on human rights which does not yet exist is a workable middle ground to start engaging MPs in mainstreaming human rights in the NA.[27]

vii.   Conclusion

LSP II successfully built upon the predecessor project (LSP I) with a narrower focus to include the Dodoma-based Bunge whilst excluding work with the Zanzibar House of Representatives. As such, many of the technical assistance outputs are noted throughout this report, and in that regard, it is important to consider how sustainable these tools will be moving forward: in terms of independent regular institutionalised practice and once the parliamentary elections of 2020 have taken place.

Formulation of a potential follow-on project ("LSP III") might benefit from sufficient time allocated for a terminal review along with adequate time allocated for donors, the UNDP, all levels of stakeholders in the National Assembly (leadership, MPs, committees, caucus group representatives, and various staff) to fully engage, reflect upon and then agree to what needs to be done from 2021. This of course should consider value for money and maximum relevance, efficiency, effectiveness, sustainability and potential long-term impact. Regardless of the funds allocated, it is considered important to measure and evaluate these criteria on an ongoing basis,

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[27] Given sensitivities the approach should in the beginning be referred to as *rights based* as opposed to *human rights-based* approach to development

and to share the results of these periodic assessments in a collaborative fashion with parliamentary partners.

The regular formal and informal engagement, advice and relationship-building evident in UNDP work with staff, MPs and leadership is a positive, impactful and high value result of the LSP II project. Contrary to the one-off trainings and seminars which were noted as part of the terminal evaluation of LSP I, this follow-on project has endeavored in good faith to boost relevance, effectiveness, efficiency and sustainability through focused study tours, mentoring, and advice on an ongoing basis.

Relevance: The project is well-aligned with the strategic priorities for the Parliament of Tanzania, and the design of project activities reflects the stated priorities and the documented objectives and outputs for parliamentary stakeholders. The National Assembly in partnership with UNDP endeavored to implement NA-identified technical assistance priorities as evidenced by the various Guidelines that are being used to conduct committee and house business on a regular basis.

Efficiency: The inputs to the project were identified as a key factor in the project's success to date, including in regards to cost-effective use of human and material resources dedicated to the project. This is also reflected in the management of project implementation and an increasing reliance on mentoring and training in-country rather than on one-off training events. This is matched by the professional capacity and efficient technical assistance provided by the project Chief Technical Advisor (CTA) based in Dar-es-Salaam. The ongoing effort to provide practical technical assistance twinned with tools that MPs and staff can use on a daily basis independent of other forms of intervention increased the impact and efficiency of funds from international development partners (DPs) spent and technical assistance provided.

Value for money: The initial phase of assistance (LSP I) included numerous off-site study tours and regional engagements which were carried through in the early stages of LSP II. However, and despite interlocutor request(s) to continue this aspect of the project during the MTE, there are opportunities for skills transfer and knowledge sharing between and among participants in-country and possibly from neighboring countries. For example, those who participated in MP and staff study tours to Rwanda, South Africa, Uganda, Kenya (etc.) could be engaged as peer-to-peer mentors at relatively low cost and with direct impact as such advice and interaction relates to specific areas and issues of concern to individual MPs and in committee sessions.

Likewise, contacts made with particularly effective and relevant counterparts identified by previous study tour participants could be engaged as part of distance learning mentors (e.g. Skype, WhatsApp) and utilising the forthcoming e-Parliament tools such as the NA App combined with a parliamentary intranet platform housed on each MP's tablet.

Effectiveness: Based on the evidence in progress and implementation reports and as confirmed by those MPs and staff interviewed during the field mission, the project has achieved many of the outputs as defined in the project document baseline and as tracked in progress reports as

compared to periodic workplans.   The implementation of the Budget Law is another milestone which has resulted in a more active and constituent-responsive legislature.

This is an MTE and therefore project outcomes are still at a development stage. However, based on review of project progress reports, lessons learned, and interviews with project beneficiaries, the MTE finds the documentation of procedures and best-practices for budget oversight, bill scrutiny, gender mainstreaming, and public hearings was an effective way of achieving a more effective, open, transparent, accessible and inclusive Parliament as outlined in LSP II Programme Document.

Sustainability: For the National Assembly, the project to date was able to institutionalise key reforms such as the budget oversight process, which reflects sustainable technical and process capacity. However, the incremental tendency toward limited oversight and deference to the executive may prove challenging during the remaining months of project implementation—particularly if the 2020 elections change the composition of existing and new members in the NA. This does not mean that individual majority MPs working together with minority colleagues in committees will discontinue incremental institutional capacity development progress made and use of the tools and guidelines provided by LSP I and LSP II to date. The sustainability of the project depends upon the participation of parliamentary partners and other stakeholders in planning and implementation of interventions, as well as in assessing the measures taken to ensure that activities initiated by the project will be completed and continued after the project's closure. At this point in project implementation, the extent and kind of interventions that will prove to be sustainable remains to be seen and is more likely to be clear at the terminal evaluation period in 2021.

Human Rights: The evaluation team found that most interlocutors agreed with human rights in concept and that MPs and staff strive to ensure that the National Assembly recognizes and practices its obligation as part of its representative (and constitutional) mandate to protect and defend the human rights of all citizens of Tanzania. However, during the evaluation process, anonymous feedback received indicates that at least some participants are sensitive to review and assessment of human rights as it pertains to the conduct of MPs, the legislature, and/or the executive branch. Given this feedback, it is important for UNDP to remain aware of this sensitivity whilst continuing to diplomatically promote and defend these broadly recognised rights as part of the LSP development assistance programme.

Gender Mainstreaming: The process of data collection and engagement with available MPs, staff and other parliamentary stakeholders during the evaluation indicates that most (if not all) evaluation participants were well-aware and accepting of not only the concept of gender mainstreaming but also the importance of its implementation as part of the daily business of the Bunge toward the goal of sustainable incorporation of gender mainstreaming concepts and practice in parliament's longer-term institutional development. This also extends to intra-parliamentary conduct and external engagement. Women and youth of both genders are positive agents of change and along with continued engagement and strengthening of relevant

civil society organisations, the current project is well-placed to maintain relevance, efficiency and effectiveness towards sustainability whilst being impactful after LSP II comes to an end.

III   Lessons Learned

In reference to materials reviewed and interviews conducted at this point in LSP II implementation, the MTE team has identified a number of lessons learned that are intended to better inform implementation of the remainder of the project whilst providing pause to consider how a follow-on project might be formulated in or before 2021.

The **institutionalization of tools** (such as guidelines) and skills learned (on study tours, as part of ongoing technical assistance) should be a high priority for the project—particularly as the 2020 elections approach. The tools and skills are recognized by project beneficiaries as having immediate value. As recommended in this report, these materials should be digitized and widely distributed as part of general parliamentary resources and specific to the parliamentary orientation kits for new MPs after the 2020 elections.

The **professional relationships** established by UNDP staff with MPs, NA staff and departments is an important leverage for positively encouraging ongoing parliamentary reforms and institutional development in line with the project's objectives. These relationships should be maintained and further developed during the project's remaining implementation. UNDP is the primary actor and development partner in the NA, and this unique position can be leveraged to encourage even more progress in parliament's role in the country.

Staff have expressed a desire to **enhance and further develop their skills**. This can be accomplished through utilisation of peer mentors, distance learning and exploring the possibility for e-learning as part of the forthcoming introduction of the NA app and the e-Parliament initiative.

As noted in the 2016 terminal evaluation of LSP I, "a parliamentary development project is inherently political, even if its primary focus is institutional capacity development. Therefore, where the engagement of a parliament is contentious, there is a need for a strong **political context analysis prior to the design of the project**." This will continue to be important after the forthcoming elections and prior to formulation of a possible LSP III project.

The Speaker is likely to take some action on issues when petitioned. Some study tours presented their back-to-office recommendations to the Speaker such as the formation of a statutory Gender/Women Committee to the Speaker who has directed it to the Leadership Committee to be considered for implementation. A lesson learned was **MPs and LSP activity recommendation are more likely to be integrated and incorporated if they were presented to the Speaker as a report activity needing his attention/decision.** Other study tour participants did not submit their recommendations to the Speaker.

Working meetings between Parliament and Government can prove to be effective in improving coordination, harmonization and therefore effectiveness and productivity in all functions of Parliament. When the NA met with Parliamentary desk officers in Ministries, a common understanding was reached to improve the turn-around of Government response to private questions and motions of members. **This relationship can be extended to key stakeholders of Parliament in budget legislation** (Attorney General Chambers, draftsmen, cabinet secretariat and Ministries) **to reduce the proportion of bills submitted under certificate of urgency and to allow additional time for public hearings and consultations with constituents.**

IV   Recommendations

Relevance

➢ Encourage demand-driven **engagement of relevant CSOs** (or local networks) to advocate in a watchdog capacity on issues of concern on a more regular and issue-based advocacy basis to assist parliament in more deeply fulfilling its representative mandate whilst providing voice and space in parliament for addressing such issues as the environment, anti-corruption, gender equality, and human rights protection and promotion.

➢ Consider refining appointment of project **Board member(s)** from the Budget Committee, the PBO, the YWPG (etc.) who have specific subject matter expertise in line with LSP II project activities and might serve on an annual and/or rotating basis to better inform donor-level monitoring and evaluation of project progress year-by-year

➢ **Review the post-2020 election structure of the House to determine the nature of support for the remaining project implementation period.** The post-election Parliament can have different form and structure depending on various factors including the nature of elections and participation by pollical parties, proportion of the youth demographic and women elected, and size of the minority in the House. In any case, LSP II should conduct a rapid response review of the post-election structure and provide recommendations to the project Board and via a project tripartite meeting (UNDP, Government and donors) as to whether a project review is needed if substantive changes in the structure and composition of the NA has been altered to the extent that parliament composition is in sync with diversity in Tanzanian society.

Efficiency

➢ Examine **how staffing can be harmonized** with the needs of the existing and new parliament, particularly given the limited number of staff currently available to work with committees. At this point, approximately 1 staffer services each of 3 parliamentary committees.

➢ **Digitize, archive and disseminate all knowledge products developed under LSP I and II.** LSP II has developed a number of products in the form of guidelines, handbooks and best practice notes. The project should consider the sustainability of these products via digital archiving. This includes placing them on open and broadly accessible digital platforms

including the eParliment, eLibrary system and forthcoming Bunge App. The project should build on existing content to produce self-tutorial modules where members and staff can conduct self-learning and refresher training through applicable digital modules enhanced through audio-visual capabilities. Likewise, these materials in all formats should be made available to the 12th parliament and include such tools as legislative process and budget guidelines/handbooks, Gender Strategy and Action Plans, APG Strategic Plans, and Public Hearing Guidelines. These materials need to be consolidated, packaged and distributed to **freshmen MPs as part of the orientation information kit**. The information could further be digitized to make them open and more accessible in sync with the new eParliment orientation. Encourage **best practice sharing, distance learning, and remote engagement** (e.g. Skype, WhatsApp, the NA app once launched) for MPs and staff with regional staff, and in particular those peers identified as having been particularly informative and relevant from other parliaments engaged as part of earlier study tours.

Effectiveness

- Encourage a **wider scope for public hearings** beyond outreach and input regarding the budget process. This might include, for example, soliciting public input on the Political Parties Act, Electoral Reform (and the Election Commission) among other pending and possible legislative agenda items—particularly as the current parliament ends and the new parliament is convened and formulates a new legislative agenda.
- Engage select **parliamentary peers with specific expertise** (e.g. budget process, research, committee function, etc.) identified by parliamentary stakeholders who participated in previous on-site training or regional study tours as peer mentors. These individuals can provide relevant, specific, and contemporary skills transfer and advice in situ on committees, with staff, in parliamentary departments and elsewhere as identified by UNDP through consultation with parliamentary stakeholders.
- Encourage **enhanced parliamentary oversight** of the Executive through active dialogue, specific engagement and exercise of identified Constitutional oversight mandate.
- **Scale-up dissemination of best-practices from other Parliaments through cost-effective approaches and knowledge dissemination forums.** LSP II should place more emphasis on arranging visits, mentorship and inspirational speakers from MPs and Parliament staff who have practiced best practices from other Parliaments in the region and beyond. This will prove to be a more cost-effective and efficient approach ensuring broader engagement of a greater number of MPs and staff in comparison to study visit.
- Best practices and approaches promoted by the project require **a multi-partisan approach to process and function of Parliament.** To this end, there is a need for the project to address this area including engagement and training of party whips and caucus leaders, including developing guidelines and training on co-sponsoring of bills and motions across party lines.

Sustainability

➢ Implement ongoing **training for existing staff** to encourage a deepening of sustainable skills transfer whilst assisting staff in place during the transition to the new parliament in 2020. For example, staff are a key focal point for maintaining operational standards and procedures established in the standing orders and project Guides and can assist new MPs in their transition in 2020.

➢ **Support Youth MPs as champions of change management in Parliament.** Parliamentarians work in a much more bipartisan manner in ALPs compared to formal sessions. A culture embracing a bipartisan approach to issues of concern to citizens is evident, although this needs to be inculcated and accepted by party leaders in Parliament. The youth through the TYPG present an opportunity to reach across the aisle and promote bi-partisan issues around the SDGs which are neutral public goods free from particular ideologies. Through this process, the TYPG can be supported to introduce a transformative political culture in the greater public interest over time.

➢ **Focus on an LSP II transition strategy for a successor Parliament support project.** LSP II should start to focus on a programme of activities to transition into a successor project which might include the development of an exit strategy for completed activities and development of research and strategic thinking inclusive of concept notes on desired 'theory of change' for a third phase support to parliament.

Human Rights

➢ **Promote Rights Based Approach (RBA) to Development in the NA.** LSP II should use the remaining part of the project to promote basic concepts of Rights Based Approach (RBA) to development and in-particular budgeting and legislation (*bill scrutiny*) and public hearings (*representation*). This function can be made more effective by supporting the formation of an ALG on Human Rights and Development and a series of training, guidelines and handbooks and study tours and visits from other Parliaments on lessons how rights issues are addressed in other countries.

Gender Mainstreaming

➢ **Institutionalise the Gender Strategy and Action Plan through statutory Instruments.** Project support through LSP has achieved an appreciable level of awareness and best practice on gender mainstreaming throughout almost all levels in Parliament. The NA has articulated gender mainstreaming strategies in the Gender Strategy and Action Plan. LSP II should intensify efforts to ensure that gender mainstreaming tools, approaches, practices and guidelines are institutionalized and integrated into parliamentary Standing Orders and statutory instruments to ensure full institutionalization of gender mainstreaming and long-term sustainability including a focus on: Gender audit of the Parliament SO; establishment of an inter-departmental Gender Technical system; enhanced gender disaggregation of all data across its databases, and; introduction of participatory M&E approach in LSP II.

- A **gender audit of the Parliament SO is needed** to identify gaps for mainstreaming and scaling-up GEWE approaches to mainstream parliamentary process and procedures;
- The gender focal point system **needs to be strengthened by appointment of the inter-departmental Gender Technical Team** as per a Government circular requiring their establishment in all Government agencies;
- Strengthen the capacity of the LSP and NA **to conduct gender disaggregation of all data across its databases**, and;
- Promote **participatory M&E approaches** during the remaining implementation timeframe for LSP II

Annex 1: Terms of Reference for the LSP II MTE

Please see appended TOR and also: http://procurement-notices.undp.org/view_notice.cfm?notice_id=57926

TERMS OF REFERENCE

MID-TERM EVALUATION OF THE LEGISLATIVE SUPPORT PROJECT II
UNDP TANZANIA

Job title: Consultants for the mid-term evaluation of the Legislative Support Project
Contract type: Individual Contract (IC)
Contract duration: July – August 2019
Starting date: July 2019
Duty Station: Dodoma

1. Background

The goal of the second phase of UNDP's Legislative Support Project (LSP II) is to build the capacity of the National Assembly of Tanzania to be an effective institution for the passing of quality legislation, approval of the annual national budget in a comprehensive manner, monitoring of the activities and expenditures of the Government of Tanzania, and to do all these things based on the inputs of all the citizens of Tanzania. The project also seeks to ensure that in undertaking the above, the National Assembly does so in an inclusive, participatory and collaborative manner through establishing tools and mechanisms for the engagement of civil society, professional associations and the public. Further, the project seeks to ensure the mainstreaming of gender in the functions and structures of the National Assembly, and the empowerment of women parliamentarians. The LSP II commenced in January 2017 and is financed by the embassies of Denmark, Ireland, United Kingdom (DFID), and Sweden, and UNDP Tanzania. The project is expected to run until December 2021 and has a projected budget of US$12,765,600. It is implemented directly by the National Assembly under the National Implementation Modality (NIM), with the technical support of UNDP.

Specifically, the LSP II project seeks to achieve the following:

Output 1:	Increase the capacity of National Assembly to effectively scrutinise legislation and its implementation and to monitor government performance in a participatory manner
Output 2:	More effective parliamentary scrutiny of government budget and expenditure, including monitoring of the Sustainable Development Goals (SDGs)
Output 3:	Enhance the capacity of the National Assembly to engage citizens and represent their interests in the work of the parliament
Output 4:	The National Assembly is more effectively engaged in strategic leadership, transparency and external engagement
Output 5:	Gender is mainstreamed in all functions of the National Assembly

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The LSP II was designed in response to the priorities outlined in the Country Programme Document for United Republic of Tanzania (2016-2021), the United Nations Development Assistance Plan for Tanzania II 2016-2021 (UNDAP II) and the National Five-Year Development Plan 2016/2017-2020/2021. The project contributes to the achievement of Outcome 2 of the Country Programme Document: Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance.

2. Objectives

The overall purpose of the mid-term evaluation of project is to assess the programmatic progress towards the stated outcome by measuring the extent to which the project interventions achieved the intended outputs as well as capturing lessons learned, challenges faced, and best practices identified during implementation period including from a gender perspective. The specific objectives of the mid-term evaluation are to:

1. Assess performance in relation to the original work programme as stated in the project document and assess to what extent that has evolved in view of demand from the beneficiaries and environment;
2. Assess the relevance of the project with regards to consistency, ownership, quality of the technical assistance, and complementarity of the project with other initiatives
3. Determine the effectiveness of the project in achievement of results, highlighting reasons for achievement and non-achievement of results and factors contributing/hindering achievement of the results;
4. Assess the sustainability of the project including the participation of partners and other stakeholders in planning and implementation of interventions, as well as assessing the measures taken to ensure that activities initiated by the project will be completed and continued after the project's closure;
5. Assess risk management and mitigation measures taken by project staff to ensure progress on the work programme;
6. Derive lessons learned and areas for improvement for the remaining project activities, and
7. Provide recommendations and identify best practices that may be used in the future programming.

The evaluation including its recommendations will be used by UNDP to inform future programming and direction.

3. Scope of Work and Expected Output

The expected output for the consultant's assignment is to provide a holistic, impartial and credible review of the activities implemented by the project from January 2017 to June 2019. To achieve the stated objective, the consultant(s) will have the following responsibilities:

Inception Phase
1. Conduct a comprehensive desk review of the project documentation after an initial briefing by the LSP team;

2. Draft an Inception Report, including evaluation questionnaire, proposed methodology, and work plan with agreed deliverables and timeframes;
3. Provide a Final Inception Report, which incorporates feedback received from UNDP and the National Assembly.

Data Collection and Analysis
1. Carry out interviews with UNDP and UN Women management and relevant staff, donors, beneficiaries and other relevant organizations;
2. Conduct an analysis that is gender-sensitive, covering the following topics:
a) Assess the project's progress towards attaining its objectives, envisaged outcomes and recommend measures for improvement, if needed;
b) Assess the targeting of project activities, including equal participation by men and women, as well as various categories of staff;
c) Determine the effectiveness of the project in achievement of results, highlighting reasons for achievement and non-achievement of results and factors contributing/hindering achievement of the results;
d) Evaluate the overall impact of the project and its contribution to the development of the National Assembly;
e) Evaluate the efficiency of project implementation for which the consultant(s) shall assess amongst others the following aspects: performance of the project in terms of timeliness, quantity and cost effectiveness of the activities undertaken including procurement of experts/facilitators, equipment, training programmes, etc.;
f) Review the responsibilities of project stakeholders, clarity of the roles and the level of coordination between the project team and stakeholders;
g) Identify and analyze the challenges and constraints, which confronted the project during the reviewed implementation period;
h) Evaluate the project's risk management and any mitigation measures taken by the project team;
i) Assess the prospects of the sustainability of the project outcomes with a specific focus on national and institutional capacity and ownership and recommend measures for its further improvement;
j) Review the Results and Resources Framework for assessment of the project's monitoring and evaluation of project performance;
k) Derive lessons learned across the focus areas for the analysis and identify areas for improvement for the remaining project activities; and
l) Provide recommendations and identify best practices that may be used in the future programming.

Report writing
- Develop and present the first draft Mid-term Evaluation Report with concrete findings and recommendations;
- Convene a debriefing meeting with UNDP on the preliminary findings, main recommendations and lessons learned; and
- Finalize the Mid-term Evaluation Report based on the feedback received at the debriefing meeting and, if needed, present the final report at a project Board meeting.

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4. Evaluation questions

The questions should cover the following key areas of evaluation criteria:

a) **Relevance:**
- To what extent is s the project in line with the national development priorities, the country programme's outputs and outcomes, the UNDP Strategic Plan and the SDGs?
- To what extent were lessons learned from other relevant projects considered in the project's design?
- To what extent does the project contribute to gender equality, the empowerment of women and the human rights-based approach?
- To what extent has the project been appropriately responsive to political, legal, economic, institutional, etc., changes in the country?

b) **Effectiveness:**
- To what extent does the project contribute to the country programme outcomes and outputs, the SDGs, the UNDP Strategic Plan and national development priorities?
- What factors have contributed to achieving or not achieving intended country programme outputs and outcomes?
- To what extent has the UNDP partnership strategy been appropriate and effective?
- In which areas does the project have the greatest and fewest achievements? Why and what have been the factors influencing progress? How can the project build on the achievements and improve on areas of limited progress?
- What, if any, alternative strategies would have been more effective in achieving the project's objectives?
- To what extent has the project contributed to gender equality, the empowerment of women and the realization of human rights?

c) **Efficiency:**
- To what extent has the project management structure as outlined in the project document been efficient in generating the expected results?
- To what extent have the UNDP project implementation strategy and execution been efficient and cost-effective?
- To what extent has there been an economical use of financial and human resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes? To what extent have resources been used efficiently? Have activities supporting the strategy been cost-effective?
- To what extent do the M & E systems utilized by UNDP ensure effective and efficient project management?

d) **Sustainability:**

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- To what extent will financial and other resources be available to sustain the benefits achieved by the project?
- Are there any financial, social or political risks that may jeopardize sustainability of project outputs and the project's contributions to country programme outputs and outcomes?
- What is the risk that the level of stakeholders' ownership will be insufficient to allow for the project benefits to be sustained?
- To what extent do mechanisms, procedures and policies exist to allow primary stakeholders to carry forward the results attained on gender equality, empowerment of women, human rights - and human development?
- To what extent do stakeholders support the project's long-term objectives?

The evaluation should also include an assessment of the extent to the project design, implementation and monitoring have taken the following cross cutting issues into consideration:

Human rights:
- To what extent have poor, physically challenged-, women and other disadvantaged and marginalized groups benefitted from the project?

Gender mainstreaming:
- To what extent has gender been addressed in the design, implementation and monitoring of the project?
- Is the gender marker data assigned to this project representative of reality?
- To what extent has the project promoted positive changes in gender equality? Were there any unintended effects?

5. Methodology

The evaluation is expected to take a "theory of change" (TOC) approach to determine causal links between the development challenges, the interventions that UNDP has supported and observe progress in accordance with the project outcome. The evaluation will be based on the findings and factual statements identified from the review of relevant documents including the project document, progress reports, bi/annual project reports, in addition to the technical reports produced by the project and different publications. These will be shared with the consultant(s) at the beginning of the assignment. The consultant is also expected to use face to face interviews with project beneficiaries, the leadership and management of the National Assembly, relevant UNDP officials and project donors, to collect relevant data for the evaluation report.

The consultant(s) is particularly encouraged to use participatory and collaborative methods to ensure that all stakeholder groups are consulted as part of the evaluation process. The consultant(s) should take measures to ensure data quality, reliability and validity of data collection tools and methods and their responsiveness to gender equality. The evaluation team should refer to the UNDP Evaluation Guide (2019) for the evaluation report template and quality standards.

The evaluation will visit select project sits, primarily the National Assembly in Dodoma to validate key tangible outputs and interventions. An estimated 10 days of field work in Dodoma should be expected.

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6. Evaluation Team - Required Skills and Experience

The outcome evaluation will be undertaken by two (2) external evaluators comprising of an Evaluation Team Leader and an Evaluator. The Evaluation Team Leader will be hired as an international consultant, while the Evaluator will be hired as a national consultant.

6.1 International Consultant – The Team Leader

Required Competencies
- Demonstrates integrity by modeling the UN's values and ethical standards
- Displays cultural, gender, religion, race nationality and age sensitivity and adaptability
- Ability to conduct strategic planning, results-based management and reporting
- Ability to actively seek to improve programmes/services, offer new and different options to solve problems
- Excellent oral and written communication skills
- Ability to establish and maintain good working relationships in a multi-ethnic, multi-cultural and multi-disciplinary environment

Education

- At least a master's degree in Law, Political Science, Development Studies or other Social Sciences

Experience
- Minimum 10 years work experience in or with parliamentary and inter-parliamentary institutions as a researcher, member of Parliament or senior government or parliamentary official
- Minimum 5 years' experience in evaluating parliamentary strengthening and other capacity building programmes involving governmental and inter-governmental institutions
- Experience in designing, developing and implementing monitoring and evaluation frameworks
- Demonstrable track record of producing high quality and analytical reports and publications
- Experience in conducting evaluations for UN agencies, particularly UNDP, is desirable.

Language Skills
- Excellent written and oral communication skills in English (required)
- Working knowledge of Kiswahili (desirable)

6.2 National Consultant – The Evaluator

Required Competencies
- Demonstrates integrity by modeling the UN's values and ethical standards
- Displays cultural, gender, religion, race nationality and age sensitivity and adaptability
- Ability to conduct strategic planning, results-based management and reporting
- Ability to actively seek to improve programmes/services, offer new and different options to solve problems
- Excellent oral and written communication skills

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Annex 2: Evaluation Criteria and Questions for Data Collection

Evaluation Objective	Criteria	Key Evaluation Questions	Source(s)	Method of Information Collection
Assess performance in relation to the original work programme as stated in the project document	Project relevance	1. To what extent does the project reflect UNDP's country programme's outputs and outcomes, the UNDP Strategic Plan and the SDGs? 2.To what extent were lessons learned from other relevant projects considered in the project's design?	LSP Project staff UNDP Staff in Governance Unit Progress Reports LSP II Steering Committee minutes	Key Informant Interviews (KIIs) Focus Group Discussions (FDGs) Desk Review and secondary data review
Assess to what extent that the project has evolved in view of demand from the beneficiaries and operational environment	Relevance, effectiveness	1. To what extent has the LSP II project been appropriately responded to political, legal, economic, institutional, etc., changes in Tanzania 2. To what extent does the project contribute to gender equality, the empowerment of women and the human rights-based approach?	MPs Project Coordinator in NA Project CTA Development Partners TWPG Executive Committee and leadership Parliament clerk coordinating and supporting TWPG Selected member of Parliament select committee on Human Rights Deputy Speaker	KIIs KIIs
Assess the relevance of the project with regards to consistency, ownership, quality of the technical assistance, and complementarity of the project with other initiatives	Project relevance	1. Are the project outputs relevant to beneficiary needs in Parliament? 2. Which project outputs are considered beneficial and which are not? 3. To what extent is the project in line with current development and other national priorities in Tanzania?	MPs Parliament staff	Key Informant Interviews (KIIs) Focus Group Discussions (FDGs) Desk Review and secondary data review
Determine the effectiveness of the	Effectiveness	1. To what extent has the project management	Project Coordinator in Parliament	KIIs

		structure as outlined in the project document been efficient in generating the expected results? 2.To what extent have the UNDP project implementation strategy and execution been efficient and cost-effective? 3.To what extent has there been an economical use of financial and human resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes? To what extent have resources been used efficiently? Have activities supporting the strategy been cost-effective? 3. To what extent do the M & E systems utilized by UNDP ensure effective and efficient project management?	Officer in-charge UNDP Sub-Office (Dodoma) M&E Expert in Dodoma LSP CTA Director of Planning in NA	Minutes of project meetings and steering committee Mission reports
project in achievement of results, highlighting reasons for achievement and non-achievement of results and factors contributing/hindering achievement of the results;				
Assess the sustainability of the project including the participation of partners and other stakeholders in planning and implementation of interventions, as well as assessing the measures taken to ensure that activities initiated by the project will be completed and continued after the project's closure;	Sustainability of project results	1. To what extent will financial and other resources be available to sustain the benefits achieved by the project? 2.What is the risk that the level of stakeholders' ownership will be insufficient to allow for the project benefits to be sustained? 3.To what extent do stakeholders support the project's long-term objectives?	MPs Deputy Speaker Parliament select Committees Supported parliament groups including TWPG Clerk of NA LSP Project Coordinator in NA Director of Planning in NA UNDP Sub-Office UNDP Governance Programme	KIIS Interviews FGDs Document and secondary literature reviews
Assess risk management and mitigation measures taken by project staff to ensure progress on the work programme;	Efficiency Sustainability	1.Are there any financial, social or political risks that may jeopardize sustainability of project outputs and the project's contributions to country programme outputs and outcomes?	Deputy Speaker Clerk Director of Planning Committee leaders and beneficiary MPs LSP Coordinator in Parliament	KIIs

		2. To what extent do mechanisms, procedures and policies exist to allow primary stakeholders to carry forward the results attained on gender equality, empowerment of women, human rights -and human development?	Clerks who support members directly targeted by the project outputs	
Derive lessons learned and areas for improvement for the remaining project activities	Relevance, sustainability	**Human rights:** 1. How has the project provided the opportunity for MPs to increase awareness of, engagement with, and give voice to under-represented and marginalised groups (as well as citizens in general) as part of project implementation? **Gender mainstreaming:** 1.To what extent has gender been addressed in the design, implementation and monitoring of the project? 2.Is the gender marker data assigned to this project representative of reality? 3.To what extent has the project promoted positive changes in gender equality? Were there any unintended effects?	Deputy Speaker Select Committee working on human rights and social services (including gender, disability) Youth caucus TWPG	KIIs FGDs
Provide recommendations and identify best practices that may be used in future programming (e.g. LSP Phase III)	sustainability	1. What best practices have been achieved from LSP II? 2.What best practices have been realised and skills and processes enhanced through implementation of LSP II to date? 3. What would you suggest for LSP II to do differently in the remaining period? 4.What recommendations do you have for future programming particularly to support the NA from 2020?	Deputy Speaker Clerk of the NA Director of Planning Project Coordinator in NA MPs and Committees Chief whips UNDP Governance	KIIs Based on findings and analysis

Annex 3: List of Stakeholders Interviewed

No.	Name	Title and Institution/ Organization
1	Mussa Zungu	LSP Board Representative
2	Peter Serukamba	MP
3	Andrew Chenge	NA Chairperson
4	Mashimba Ndaki	MP and Ag Chair Budget Committee
5	Moshi Kakoso	MP and Chairperson Infrastructure Committee
6	Kemirembe Lwota	MP
7	Suleiman Saddiq	MP Deputy Chair Committee of Industries, Trade and Environment
8	Jitu Vrajilal Soni	MP and Chair TAPAYE
9	Daniel Mtuka	MP Vice Chair of APNAC
10	Fredy Mwakibete	MP
11	Joseph Selasini	MP and Chief Whip of Official Opposition
12	Riziki Rulida	MP representing people with disability
13	Dr Raphael Chegeni	MP and Chair APNODE
14	Capt George Mkuchika	MP and Chair APNAC
15	Augustine Vuma	MP
16	Mwanne Mchemba	MP
17	Dr Christine Ishengoma	MP
18	Catherine Ruge	MP
19	Susan Lyimo	MP and Vice Chair TWPG
20	Dr Saada Mkuya	MP
21	Rukia Kassim	MP
22	Masoud A. Salim	MP
23	Kaboyoka Naghendwa	MP and Chair PAC
24	Lolesia Bukwimba	MP and Secretary General TWPG
25	Rose Tweve	MP
26	Cecilia Paresso	MP
27	Oscar Mukasa	MP and Vice Chair All Party Group on HIV/AIDS
28	Zainabu Katimba	MP
29	Zaynab Vullu	MP
30	Hawa Chakoma	MP
31	Vedasto Ngombale	MP
32	Allan Kiula	MP
33	Sware Semesi	MP
34	Margreth Sitta	MP and Chairperson TWPG
35	Ally Saleh	MP
36	Dr. Peter Kafumu	MP

No.	Name	Title and Institution/ Organization
37	Hamidu Bobali	MP
38	Magdalena Sakaya	LSP Board Representative
39	Peter Msigwa	MP and Member Parliamentary Service Commission (PSC)
40	Jane Werngreen Rosales	Danish Embassy
41	Claire Henneville-Wedholm	Swedish Embassy
42	Aran Corrigan	Embassy of Ireland
43	Lilian Msuya	DfiD
44	Nenelwa Wankanga	Ag. Clerk of the National Assembly/Table Office
45	Michael Chikokoto	HoD Parliamentary Committees
46	Saidi Mawenje	HoD IT
47	Deogratius Egidio	HoD Library and Research
49	Michael Kadebe	HoD Budget Office
50	Daniel Eliufoo	HoD International Relations and Communication
52	Suleiman Mvunye	Administration
53	Brown Mwangoka	NA Budget Division
54	Neema Kiula	International Relations and Communication
55	Pamela Pallangyo	Clerk supporting All Party Group on SDGs
56	Zainab Mkamba	Clerk supporting Industries, Trade and Environment Committee
57	Stanslaus Kagisa	Clerk supporting Constitutional and Legal Affairs Committee
58	Dickson Bisile	Clerk supporting Local Authorities Accounts Committee (LAAC)
59	Felister Njovu	Staff from Administration and Human Resource Department
60	Lilian Masabala	Clerk supporting Budget Committee
61	Emmanuel Robby	Clerk supporting Budget Committee
62	Wilfred Magova	Clerk supporting Public Accounts Committee (PAC)
63	Erick Maseke	Clerk supporting PAC
64	Dismas Muyanja	Clerk supporting LAAC
65	Mwajuma Ramadhan	Library and Research Department
66	Matamus Fungo	Legal Services Department
67	Chacha Nyakega	Clerk supporting Administration and Local Authorities Committee
68	Angumbwike N'gwavi	Library and Research Department
69	Joshua Chamwela	Table Office Department

No.	Name	Title and Institution/ Organization
70	Lawrence Makigi	International Relations, Communication and Protocol Department
71	Hyansita Ntomola	Administration and Human Resource Department
72	Julius Lemwai	IT
73	Mary Lasway	LSP II Coordinator
74	Angelus Turuka	LSP II Officer
75	Grace Bidya	LSP II Officer
76	Hawa Mbaya	LSP II Procurement Officer
77	Michael Simkanga	LSP II Accountant
78	Flora Yessaya	LSP II Accountant
79	Paul Mlemya	M&E Officer UNDP/LSP II
80	Takawira Musavengana	Chief Technical Advisor LSP II
81	Gitte Nordentoft	UNDP Programme Analyst (Inclusive Democratic Governance Pillar) and MTE report reviewer
82	Godfrey Mulisa	UNDP Head of Governance cluster, MTE report reviewer
83	Angwi Mbandi	UNDP MTE report reviewer
84	Nicholas Lekula	Policy Analysis Manager, Policy Forum CSO network
85	Racheal Boma	Access to Justice for Women in Parliament Focal Person (UNW)
86	Stella Manda	UNW Gender Specialist for NA (*participated by proxy*)

Annex 4: List of Project Evaluation Documents and Interweb Resources

2019 Jan-June financial Report LSP

2019 LSP Mid-Year Report January to June

Annual Workplan: LSP II, January-June, 2017

Annual Workplan: LSP II, July-December, 2017

Annual Workplan: LSP II, January-December, 2018

Annual Workplan: LSP II, January-December, 2019

Baseline Study and Needs Assessment Report (LSP II)

Final Project Coordinator's Report   Third Quarter 2019

Financial Report - Jan- June - 2019 - LSP2

Guidelines for Evaluation (UNDP), version 2019: Sections 1—6 and addendum

Legislative Support Project 2017 Annual Report – Final Version

LSP II Bi-Annual2 Newsletter-Final version

LSP II Consolidated Project Results Annual Report 2018_Final

LSP II 2017 Financial Report

LSP II 2018 Financial report

LSP II Annual Report January to December 2018 Final

LSP II Bi-Annual Report January to June 2018

LSP I Evaluation Report FINAL (May 2016)

LSP II Financial Report Jan -June 2018 (Excel.xls)

LSP II Mid-Year Report January to June 2019 Final

LSP II Project Document

LSP II Results Progress Report Jan-Sept 2019_inputs Coordination Team

Project Coordinator's Report to the Board 28 May 2019 (LSP II)

Results Framework: FINAL Revised with Core Output Indicators September 2019 for LSP II

ROAR extracts 2017 and 2018 LSP II

UNDG ethical Code of Conduct for evaluators[28]

UNDG Results-based Managed (RBM) Handbook

United Nations Development Assistance Plan (UNDAP II) 2016-2021

UNDP PME Handbook

UNDP Tanzania CO: LSP II Board, Meeting Minutes from 28 May 2019

UNDP Tanzania CO: LSP II Board, Meeting Minutes from 13 December 2018

UNDP Tanzania CO: *SUMMARY OF LESSONS LEARNED FROM the LSPII PROJECT* (2017- 2019)

UNDP Tanzania Country Programme Document (Final v. 25 Jan 2016) 2016-2021

Government & Parliament of Tanzania

Constitution of the United Republic of Tanzania (1977):
https://rsf.org/sites/default/files/constitution.pdf

Tanzania Vision 2025: http://www.mof.go.tz/mofdocs/overarch/vision2025.htm

Tanzania Development Vision (Ministry of Finance and Planning/PDF):
http://www.mipango.go.tz/index.php?option=com_docman&task=cat_view&gid=45&Itemid=62

United Republic of Tanzania, Steering Committee on Good Governance, President's Office, Planning Commission Report (1999):
https://books.google.co.tz/books/about/The_National_Framework_on_Good_Governanc.html?id=nUQWAQAAIAAJ&redir_esc=y

Tanzania (General Information/Overview)

East African Community - Prospects for economic development (Vol. 11) : Tanzania : Prospects for economic development in Tanzania (World Bank):
http://documents.worldbank.org/curated/en/705931468009287829/Tanzania-Prospects-for-economic-development-in-Tanzania

HIV in Tanzania (UNAIDS):
https://www.unaids.org/en/regionscountries/countries/unitedrepublicoftanzania

United Nations Economic Commission for Africa and the East African Community:
https://www.uneca.org/oria/pages/eac-%E2%80%93-east-african-community

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[28] Attached signed version as Annex 5 to this report.

Tanzania and the East African Community: A comparative political economy (discussion paper, 2016): https://ecdpm.org/wp-content/uploads/ECDPM-Discussion-Paper-186-Tanzania-East-African-Community-Comparative-Political-Economy-2016.pdf

Tanzania Human Rights Report 2018 (PDF): https://www.humanrights.or.tz/assets/attachments/1557832171.pdf

Tanzania Human Development Report 2017: *Social Policy in the Context of Economic Transformation* (UNDP 2017/PDF): http://hdr.undp.org/sites/default/files/thdr2017launch.pdf

Tanzania and Gender: Gender Issues, *Key Results at a Glance* and *Gender Factsheet* (UN/web link): https://tz.one.un.org/who-we-are/7-un-programmes/87-gender?showall=1

Tanzania and Environment: Environment and Climate Change, *Key Results at a Glance* (UN Tanzania): https://tz.one.un.org/what-we-do/7-un-programmes/3-environment?showall=1

Tanzania and Society/Social Issues: *Current and future challenges and opportunities in Tanzania* (Ministry of Foreign Affairs/Danida, Denmark): https://um.dk/en/danida-en/strategies%20and%20priorities/country-policies/tanzania/current-and-future-challenges-and-opportunities-in-tanzania/

Interweb Resources

AGORA Parliamentary Portal/Tanzania: https://agora-parl.org/node/3239

African Human Rights System (International Justice Resource Centre): https://ijrcenter.org/regional/african/

Bunge in Tanzania (Facebook): https://web.facebook.com/bungetz1/?_rdc=1&_rdr

Bunge la Tanzania (Twitter): https://twitter.com/bunge_tz

Bunge TV Tanzania (YouTube): https://www.youtube.com/channel/UC7Ge3n6AbtnOW1nQAUaT7nw

Committees in Parliament of Tanzania: https://www.parliament.go.tz/committee-types-list

Democratic Governance, Human Rights and Gender Equality (United Nations Tanzania): https://tz.one.un.org/what-we-do/democratic-governance-human-rights-and-gender-equality

Gender Equality and Women's Empowerment in Africa (UN Office of the Special Advisor on Africa (OSAA)): https://www.un.org/en/africa/osaa/peace/women.shtml

Gender mainstreaming in development programming (UN Women): https://www.unwomen.org/en/digital-library/publications/2015/02/gender-mainstreaming-issues

Gender Mainstreaming Training Manual (UNDP/PDF): https://www.undp.org/content/dam/undp/library/Environment%20and%20Energy/Sustainable%20Energy/Gender_Mainstreaming_Training_Manual_2007.pdf

Human Rights (United Nations Tanzania): https://tz.one.un.org/what-we-do/9-core-comittments/15-human-rights

Human rights and the SDGs - two sides of the same coin by Sarah Rattray, Policy Specialist for Human Rights, Crisis Bureau, UNDP: https://www.undp.org/content/undp/en/home/blog/2019/human-rights-and-the-sdgs---two-sides-of-the-same-coin.html

Human Rights and the 2030 Agenda (Speech at The 2019 Annual Trygve Lie Symposium on Fundamental Freedoms on Human Rights and the 2030 Agenda) by Achim Steiner UNDP Administrator: https://www.undp.org/content/undp/en/home/news-centre/speeches/2019/human-rights-and-the-2030-agenda.html

Human Rights and the United Republic of Tanzania (UNOHCR): https://www.ohchr.org/EN/Countries/AfricaRegion/Pages/TZIndex.aspx

Human Rights Today in Africa (Amnesty International, 2018): https://www.amnesty.org/en/latest/research/2018/12/rights-today-2018-africa/

Inter-Parliamentary Union (IPU)/Tanzania: https://www.ipu.org/parliament/TZ

International Republican Institute (IRI)/Tanzania: https://www.iri.org/country/tanzania

National Audit Office of Tanzania (NAOT) and Parliament: http://www.nao.go.tz/about/naot-and-the-parliament/

National Democratic Institute for International Affairs (NDI): https://www.ndi.org/sub-saharan-africa/tanzania

Parliaments and Human Rights (Inter-Parliamentary Union): https://www.ipu.org/our-impact/human-rights/parliaments-and-human-rights

Parliament of Tanzania website: https://www.parliament.go.tz/
Political Parties and Democracy in Tanzania (Chapter 8), concluding remarks from the East African Development Library: http://www.nzdl.org/gsdlmod?e=d-00000-00---off-0unescoen--00-0----0-10-0---0---0direct-10---4-------0-1l--11-en-50---20-about---00-0-1-00-0--4----0-0-11-10-0utfZz-8-00&a=d&cl=CL2.4.3&d=HASHe4482790151948ddfc2f99.9

Tanzania Introduces a Multi-Party System by Juma Ngasongwa in *Review of African Political Economy (*No. 54, Surviving Democracy? (Jul., 1992), pp. 112-116)

Tanzania Political Parties (Nations Encyclopedia):
https://www.nationsencyclopedia.com/Africa/Tanzania-POLITICAL-PARTIES.html

UN Joint Programme on Gender Equality (JPGE) with the International Labour Organisation (ILO): https://www.ilo.org/africa/technical-cooperation/WCMS_548669/lang--en/index.htm

UNDP Parliamentary Development (global overview):
https://www.undp.org/content/undp/en/home/2030-agenda-for-sustainable-development/peace/governance/parliamentary-development.html

United Republic of Tanzania (government overview, Commonwealth Network):
http://www.commonwealthofnations.org/sectors-united_republic_of_tanzania/government/

United Republic of Tanzania : History (The Commonwealth):
https://thecommonwealth.org/our-member-countries/united-republic-tanzania/history

Annex 5: Code of Conduct for Evaluators

Evaluators:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded

2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.

3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals and must balance an evaluation of management functions with this general principle.

4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.

5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact during the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.

6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study limitations, findings and recommendations.

7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

Evaluation Consultant Agreement Form[1]
Agreement to abide by the Code of Conduct for Evaluation in the UN System

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

_____   _____
Timothy W. Baker   Christopher Awinia
Team Leader, LSP II MTE   Evaluator, LSP II MTE
November 04, 2019   November 04, 2019

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[1] www.unevaluation.org/unegcodeofconduct