DDH

EVALUATION

UNDP Support to

"TZA10 00015414 - Strengthening Participatory Democratic Systems in Tanzania"

Final Evaluation Report

November 2005

ACRONYMS

APNAC	-	African Parliamentarians Network Against Corruption
CEP	-	Civic Education Programme
CSO	-	Civil Society Organization
DfID	-	UK Department for International Development
ICT	-	Informations and Communications Technology
LPC	-	Local Programme Coordinator
MP	-	Member of Parliament
NEPAD	-	New Partnership for Africa's Development
NFGG	-	National Framework on Good Governance
NGO	-	Non Governmental Organization
ONA	-	Office of the National Assembly
POLIS	-	Parliamentary Online Information System
PRSP	-	Poverty Reduction Strategy Papers
SUNY	-	State University of New York
USAID	-	US Agency for International Development
TAPAC	-	Tanzanian Parliamentarians AIDS Coalition
UNDP	-	United Nations Development Programme

TABLE OF CONTENTS   **PAGE**

Annexes

Annex 1: Terms of Reference

Annex 2: List of people met / interviewed

0. Executive Summary

UNDP has during the period 2002 – 2005 provided support to the Programme *"TZA10 00015414 - Strengthening Participatory Democratic Systems in Tanzania"*. The *Office of the National Assembly (ONA)* has had the ownership of the Programme and been responsible for it's administration. UNDP has contributed with USD 1,000,000 to implementation of programme activities out of a total programme budget of USD 2,315,775.

The overall aims of the Programme are:

- To strengthen capacities of the Parliament as a people's voice as well as an institution that provides a forum for the expression and obtaining consensus on conflicting interests;
- To support civic education programmes as a way of enlightening citizens on issues that affect their lives so as to stimulate demand for their active participation; and
- To assist the Government of Zanzibar in the development and implementation of a strategic plan that targets the attainment of good governance.

This report has been carried out by an independent Evaluation Team (*Evaluator*) and presents the assessment of the UNDP funded programme intervention. The Evaluation has been carried out with a particular view to consider the prospects for a new UNDP programme support phase to Tanzanian Parliament.

It is Evaluators **overall conclusion** that the UNDP funded activities within the Programme can be described as *satisfactorily* conducted in relation to the overall objectives of the Programme and parliamentary needs.

In relation to **Programme Administration and Management**, Evaluator finds that the modality established for programme management set-up between UNDP and ONA has been *appropriate*. Moreover, it is Evaluator's assessment that *UNDP has played a satisfactory role* in order to ensure that implemented activities have been *relevant* and *within the overall programme framework*.

Evaluator finds that the **relevance** of the UNDP supported Programme activities is *very satisfactory*. Support to Parliament and its functioning seems to be at a critical juncture in Tanzania at this time. *Increasing demands from the public as well as from the international society* are putting new and stronger requirements on the Parliament and its capability to adopt and respond quickly and efficiently.

The Programme has included a mix of transfer of technology and capacity building, through which it has been intended to contribute to the process of developing the Parliament into an efficiently operating institution and at the same time stimulate the overall democratic development process in the country.

Evaluator finds that the overall **efficiency** of the UNDP funded Programme intervention has been *satisfactory*, mainly due to:

- Extensive use of *local/national consultants and experts* as trainers;
- Satisfactory *quality of the trainers* contracted;
- Good *cooperation between UNDP and ONA* on programme implementation;
- High degree of *budget flexibility;*
- Particular attempts to *coordinate programme* activities with other donors;
- Satisfactory *quality of most of the studies and plans* prepared.

Evaluator finds that **effectiveness** of the UNDP funded programme support has been *satisfactory,* although limited within some areas. Evaluator finds that this assessment is justified by three particularities of Programme intervention:

- The Programme was *formulated* as a *framework programme with relatively broadly formulated immediate objectives;*
- The Programme is *based* on an *innovative programme approach, introducing new techniques, themes and working procedures* into parliamentary work and;
- The relatively *low state of development within Parliament* at the time of formulation and implementation of the Programme.

Evaluator finds it important to emphasize that Parliament, in particular over the last part of the programme implementation period, has demonstrated development and moves forward that will allow for a more *strategic and result-oriented programme intervention* in a future UNDP support phase.

Evaluator rates the **impact** from the UNDP supported Programme activities to be *satisfactory,* in particular when considering that UNDP financial support to Parliament during the period 2002-2005 has been less than 1% of the total parliamentary budget for the same period. The impact is best evidenced within three programme intervention areas:

- Parliament has passed through a remarkable technological development process and an IT spirit has now emerged within Parliament;
- Parliament has been turned into a "committee driven" parliament, where each parliamentary committee is now linked up to specific ministries and;
- The developed Strategic Plan for Zanzibar has been specifically useful in assisting the Government of Zanzibar to undertake a series of governance-related reforms.

Although these achievements during the period cannot be attributed the UNDP Programme alone, it is being emphasized from many sides that *the UNDP Programme has been the driving force* in introducing and demonstrating new technologies and being *an "eye-opener" for MP's and ONA staff on new ways of thinking parliamentary work.*

Evaluator assesses that **sustainability** of the UNDP funded programme intervention is *satisfactory*. The sustainability of the *IT development processes* is manifested in the recently approved ONA budget for 2005/2006, which include significant funding for IT related activities. In particular should be highlighted the *POLIS Website*, where ONA has

demonstrated a particular *commitment* to ensure full operation of the website solution upon Programme completion.

Likewise, the sustainability of the *reorganization of the Parliamentary Committees* appears to present a sustainable progress in parliamentary work, through the approved change in the Standing Orders.

It is Evaluator's **overall recommendation** that *UNDP will move into a new and third phase of programme support to Tanzanian Parliament*.

The following **key recommendations** are provided by Evaluator in relation to **management and administration** of a new UNDP programme support phase to Tanzanian Parliament:

- It is recommended to make use of the *same type of programme implementation modality* between the UNDP and ONA, as the one used for the just completed programme based on *Parliamentary Leadership.*

- A "*Programme Coordination Committee*" (PCC) should be established (preferably, there should be established only one PCC for all donor assistance to Parliament).

- *ONA management* should pay increased attention to *transparency*, *information sharing* and *follow-up* on implemented activities.

- A *strategic coordination* should be established *within ONA of all donor contributions to Parliament*.

The following **key recommendations** are provided by Evaluator for the *overall approach* of a new UNDP programme support phase to Tanzanian Parliament:

- A new programme phase for parliamentary support should take point of departure in the *Strategic Plan 2004-2007*, *yearly Action Plans* and *Key Target Indicators* already approved and implemented within all ONA departments.

- A new Programme Document should be more *strategic* and *result-oriented* based on *fewer overall intervention areas* in order to obtain a deeper impact within the specific programme components.

- *Synergies and linking* should be ensured between proposed programme intervention areas, as well as in relation to other related programmes.

- *A Deepening democratic approach* through which *civil society groups will be empowered* to better assist Parliament to represent the people.

- A new programme phase should continue to focus on issues related to *capacity building, training and awareness,* however, through a more systematic and strategic approach.

- *Pilot and Demonstration Projects* should be implemented based on prepared studies and plans.

The following **key recommendations** are provided by Evaluator for the **specific approach** of a new UNDP programme support phase to Tanzanian Parliament:

- *Support to strengthening of internal ONA capacities* to implement own Strategic Plan and yearly Action Plans and to monitor and follow up on these.

- Support to *implementation of internal parliamentary Training Programme* and *avoid developing of a parallel training structure*.

- An *assessment* should be carried out on how to strengthen existing *analytical functions* within Parliament.

- Support to further *sustaining and development of the IT area* in relation to parliamentary functions.

- A *Dissemination Strategy and Action Plan* should be developed and implemented for the *POLIS Website*.

- A continued and targeted *strengthening of key Parliamentary Committees,* in order for the committees to carry out more effectively their oversight function.

- A targeted *training of new MPs* in order for them to catch up basic skills in relation to performing their duties as MP's efficiently.

- *Awareness raising and strengthening of capacities of identified civil society groups* in order to improve their capacity for interaction with and support to Parliament.

- Evaluator finds that there is a particular need to consider how *Bills* could be formulated and presented in a way that would make them *more understandable and interpretable* to MP's as well as to the public in general.

1. Introduction

UNDP has during the period 2002 – 2005 provided support to the Programme *"TZA10 00015414 - Strengthening Participatory Democratic Systems in Tanzania"* (in the following named the *Programme*). The *Office of the National Assembly (ONA)* has been responsible for programme administration and the "owner" of the Programme.

The **overall aims** of the Programme are:

(1) to strengthen capacities of the Parliament as a people's voice as well as an institution that provides a forum for the expression and obtaining consensus on conflicting interests;

(2) to support civic education programmes as a way of enlightening citizens on issues that affect their lives so as to stimulate demand for their active participation; and

(3) to assist the Government of Zanzibar in the development and implementation of a strategic plan that targets the attainment of good governance.

The following eight **Immediate Objectives** are specified for the Programme:

Immediate objective 1**:** *Provide short-term training and seminars for Members of Parliament (MPs)* on their roles and responsibilities, etc. to enable them to perform their duties effectively.

Immediate objective 2: To *strengthen the technical and managerial capacity* of the staff of the Office of the National Assembly so as to provide more efficient and effective service to MPs in discharging their constitutional functions and responsibilities.

Immediate objective 3: To *improve the Library and Research Service* so that they become an effective source of data and information that can be utilized by MPs in discharging their constitutional functions and responsibilities.

Immediate objective 4: To *strengthen a few selected committees* to be effective representational institutions within the Parliamentary system.

Immediate objective 5: To *strengthen the women caucus* so that it can contribute positively and effectively to parliamentary debates and influence decisions especially on issues regarding gender equity.

Immediate objective 6: To provide *support to Civil Society Organizations (CSO's)* to strengthen their capacity for the articulation, development and implementation of civic education programmes and to effectively be pressure groups on key topical issues such as PRSP.

Immediate objective 7: To provide *support to the Government of Zanzibar*, through the Ministry of State, President's Office, Constitutional Affairs and Good Governance, to articulate, formulate and assist in the implementation of a Five Year Strategic Plan, identifying the key areas to be addressed as a process for the achievement of Good Governance.

Immediate objective 8: To undertake *strategic studies and Monitoring and Evaluation (M&E) exercises* as and when necessary and whose results could be fed into the implementation process of the programme.

Under each Immediate Objective a list of Outputs and Activities are formulated, which are expected to lead to fulfilment of the programme objectives.

The following entities are outlined in the Programme Document as the *direct beneficiaries* of the assistance:

- Members of Parliament (MP's);
- Technical Staff of the National Assembly Office;
- The Government of Zanzibar;
- The population at large;
- Selected Civil Society Organizations; and
- Academic Institutions.

The implementation of the Programme Document was based on a total budget of USD 2,315,775. Out of this amount, UNDP would finance programme activities worth USD 1,000,000. The remaining USD 1,315,775 needed for Programme implementation was to be mobilized from other sources[1].

In relation to planning and implementation of the UNDP funded programme activities, it was agreed that the Office of the National Assembly should act as the Executing Agent, and the Director from the Planning Office within the National Assembly was assigned the position as *Local Programme Coordinator (LPC)*. It was a particular wish from ONA that UNDP should take care of accounting, funds disbursement and financial management in relation to implementation of the UNDP funded activities, due to limited capacity and resources within ONA to carry out these functions.

The Evaluation Assignment
The Programme recently completed and the UNDP Country Office in Tanzania therefore requested assistance, through the Danish Trust Fund within UNOPS Nordic Funds, to finance and contract a team of International and National Experts to carry out an evaluation of the UNDP funded programme support as well as to assist in the formulation of a new UNDP support phase to the Tanzanian Parliament.

According to the Terms of References for the evaluation assignment, the objective is to examine whether the UNDP funded programme activities have been successfully implemented in relation to overall objectives, specific goals and results of the Programme. Furthermore, it is analyzed to what extent the Programme has been satisfactorily administered and managed.

It should be emphasized that the evaluation has been carried out with a specific view to the fact that the UNDP Country Office in Tanzania intends to move into a new support phase to the Tanzanian Parliament. The evaluation is therefore expected to provide guidance on how continued UNDP support should be formulated and what should be the priority areas of intervention.

---

[1] ONA never succeeded in mobilizing funding for programme implementation in addition to the UNDP contribution. This left the Programme with several activities without financing.

The Evaluation Team and Mission
The evaluation has been carried out by an independent Evaluation Team (in the following named the *Evaluator*) composed by Mr. Carsten Schwensen, DDH Consulting, who has been Team Leader on the assignment, and two local consultants, Prof. Ernest Mallya and Dr. Bernadeta Killian, from the University of Dar es Salaam.

The evaluation assignment was initiated with an *Inception Mission*, carried out in the period from 20 - 29 June 2005, followed by an *Evaluation Mission* in Tanzania, undertaken in the period from 10 – 23 August 2005. A *Reformulation Mission* is planned for February 2006.

Acknowledgement
The Evaluation Team is very thankful to all stakeholders who have provided inputs to the evaluation process in one way or another. Without these inputs it would not have been possible to carry out the assessment. It should be stressed, however, that *the Evaluation Team alone is responsible for the content of the evaluation.*

Structure of the Report
The Evaluation Report is structured as follows:

Chapter 1 contains an *introduction* to the Report, including a short description of the Programme, the Evaluation Mission and the Methodology applied by the Evaluation Team.

Chapter 2 includes *background information* of relevance to the Programme evaluation.

Chapter 3 includes *Evaluators assessment* of Programme Administration and Management as well as of the Programme intervention based on the five key Evaluation Criteria: Relevance, Efficiency, Effectiveness, Impact and Sustainability.

In *Chapter 4,* the overall *Conclusions* of the evaluation is presented.

Chapter 5 contains Evaluators analysis of the *current change process* and *future challenges* for parliamentary development in Tanzania.

In *Chapter 6*, Evaluator formulates a list of *operational recommendations* to be considered for future UNDP programme support to Tanzanian Parliament.

1.2 Methodology

In terms of methodology, the evaluation was conducted by means of:

- An assessment of *management and administration* of the UNDP funded programme activities.
- An *overall assessment* of the UNDP funded programme activities.
- A *component specific assessment* of the UNDP funded programme activities.

Evaluator has applied the following key "tools" for the assessment:

- ***Desk research***

In order to add knowledge and value to the evaluation assignment, the Evaluation Team has made use of desk research continuously throughout the evaluation period.

- ***Review of available Programme documentation***

UNDP and the LPC Office have made relevant programme documentation available to Evaluator. This material has been supplemented with documents obtained from other stakeholders during the evaluation process.

- ***Questionnaires distributed to MP's and ONA staff***

A total of 54 questionnaires were prepared and distributed randomly to Members of Parliament and ONA staff in Dodoma during the Inception Mission. 20 of these questionnaires have been filled in and returned to Evaluator.

- ***Personal interviews and meetings with Programme stakeholders and beneficiaries***

An important source of information for this evaluation assignment has been a number of personal interviews and meetings with key stakeholders inside as well as outside Parliament.

- ***Informal consultations***

As a supplement to the more formal interviews and meetings, Evaluator has frequently consulted with stakeholders in order to clarify or amplify on particular subjects and topics.

- ***Site visits***

The Evaluation Team has carried out two visits to parliamentary premises in Dodoma: The first visit formed part of the Inception Mission and was carried out during the Parliamentary Session in June 2005 (from 27 – 29 June). This visit consisted mainly of interviews with MP's. The second visit was carried out during the Evaluation Mission, on 15 – 16 August 2005, and was primarily focused on interviews with ONA staff and an assessment of working conditions within parliamentary offices.

Further to this, the Evaluation Team has visited the parliamentary premises in Dar es Salaam on several occasions.

From a methodological point of view, it is important to emphasize that Evaluator has tried to cross-check to the extend possible information received from different sources in order to verify the validity of the information. This cross-checking has formed an integrated part of the interview technique used as well as for the formulation of the questionnaires.

In accordance with international evaluation practice, a number of evaluation criteria have been applied to assess the programme intervention, which subsequently has been rated on the basis of a five-step scale. The evaluation model is illustrated in table 1.1 after which the applied scale is presented in table 1.2.

Table 1.1: Evaluation criteria applied for UNDP Programme evaluation

Evaluation criteria
Relevance (an assessment of the relevance of the objectives of the project in relation to the needs and problems of the beneficiary)
Efficiency (the value of outputs and effects in proportion to the input)
Effectiveness (the degree to which outputs and results meet the objectives)
Impact (an assessment of the quantitative and qualitative results of the project outputs)
Sustainability (an assessment of the anchoring of the project output, results and impacts of the beneficiary)

Table 1.2: Scale

1. Highly unsatisfactory
2. Unsatisfactory
3. Less satisfactory
4. Satisfactory
5. Very satisfactory

The use of an evaluation model has ensured consistency in the assessment of the programme components, allowing evaluator to make an aggregated assessment of the UNDP supported programme intervention.

2. Background

Tanzania adopted the multi-party democracy in 1992 after amendment of the country's constitution and the enactment of the Political Parties Act. This culminated in the October 1995 elections, which ushered in a Parliament elected and constituted based on the multi-party system.

With the adoption of the new system, a number of challenges and needs emerged. These included an alternative building to house the Parliament, staff who were knowledgeable, had the required skills and who could serve all the Members of Parliament impartially and a better working environment, conditions and tools.

In view of this, UNDP in collaboration with the Governments of Norway, Ireland and Finland decided to provide assistance to parliamentary development through the cost-shared programme "URT/97/017 – Support to the Strengthening of the Capacity of the National Assembly", implemented in the period from 1997 – 2001.

The long-term objective of this assistance was to strengthen the capacity of the Parliament, as one of the most important institutions of democracy, to facilitate the realization of democracy in the country and for the effective delivery of its services. The immediate objectives targeted the creation of a conducive working environment; training of MPs in their respective member roles; their ultimate accountability to their constituencies as well as their inherent responsibility to the electorate and the training of the Parliamentary staff so as to enhance their delivery capacity.

The programme "URT/97/017 – Support to the Strengthening of the Capacity of the National Assembly" was evaluated after its completion in 2001. The evaluation report from that programme has been used as input for the formulation of the Programme "TZA10 00015414 **-** Strengthening Participatory Democratic Systems in Tanzania"

The UNDP support to the Programme "TZA10 00015414 **-** Strengthening Participatory Democratic Systems in Tanzania" can therefore be considered *the second UNDP support phase* to parliamentary development in Tanzania. UNDP is currently considering moving into a new, third support phase, which will be based on, among others, the outcome and recommendations from this present evaluation.

2.1 The Parliament

The National Assembly currently consists of 295 Members[2] of Parliament (MP's). This number will increase to 320 by upcoming parliamentary elections in December 2005.

The Parliament is ruled by a set of orders called *"Standing Orders"* of the House, to which every Member of Parliament becomes subject immediately upon taking the oath of a Member

---

[2] The 2000 general elections produced the following composition of Parliament: 231 members elected from the same number of constituencies; 48 women members elected by political parties in terms of Article 78 of the Constitution; 5 members elected by the Zanzibar House of Representatives; 1 Attorney General and 10 members appointed by the President.

of Parliament. The Standing Orders of the House are made (and amended from time to time as may be necessary) by the House itself. These rules are designed to guide the procedures for transacting parliamentary business.

The *Speaker* is the top leader of Parliament. He is elected by all the members of Parliament by secret ballot, either from among themselves, or from among other persons who are qualified to be members of parliament. The Speaker is the presiding Officer of all parliamentary proceedings. He is also the guardian of its privileges and represent parliament on all official occasions. The first business of a new parliament is always the election of the Speaker. Without a Speaker the House cannot carry out its tasks.

Tanzania Parliament possesses an organised system of committees, which comprise *Standing Committees* and *Select Committees*. Standing Committees are permanent and the members are nominated by the Speaker every year. This type of Committees are termed as permanent Committees in the sense that they are appointed from one life of parliament to the other and their work is in principle continuous. Select, or Ad hock committees as commonly referred to in parliamentary practices, are those committees, which are constituted by the House or the Speaker to consider and report on specific matters and become functions officio as soon as they have completed their work on these matters.

The *Office of the National Assembly* is responsible for parliamentary support functions and assists the MP's work. ONA is headed by the Clerk of the National Assembly and employs just above 200 persons (by August 2005). The ONA organisation has recently been restructured into 7 Departments, all of them further divided into sections and units.

As stipulated in clause 62 of the Tanzanian Constitution, the Parliament's main function is, on behalf of the people, *to oversee and advise the Government and its organs* to ensure efficiency in their functions. More specifically, key parliamentary duties and functions are related to:

Enacting legislation: The Parliament is the law-making body. It owns the process through which any intended piece of legislation has to pass before it becomes law that will apply equally to all citizens. This is why it is important that every citizen must be represented. And this representation has to be through regular, free and fair elections. These elections are carried out in every five years.

Oversight role: The Parliament has the role of making sure that what the government does is in line with what has been agreed through different authoritative organs of the state, including itself. This will include, of course, monitoring the way the government spends the money approved by the Parliament in the budget session as well as scrutinization of contracts, assessment of performance, audits and so on.

Budgeting and Taxation: The Parliament is the organ of state that passes the budget for the government. In the process it also approves the proposals as to where the money will come from i.e. where and whom the government is allowed to tax and how much in any given period of time.

Amending the Constitution: The Constitution is the basic law of the country, which may need changes from time to time. The powers to make changes in the constitution are reserved for the Parliament. When it comes to writing a new constitution then it is a different matter.

Amending pieces of legislation: The Parliament also has the power to amend other laws passed by itself when need arises.

Policy making: The Parliament receives policy proposals from the Government, discusses them and may pass, amend or reject them. Policy proposals come in different forms, including bills, policies embedded in budget proposals for specific ministries and so on.

Confirmation of appointed leaders: The Parliament has, from the 2000 Constitutional Amendment been asked for its blessings of the nominated Prime Minister. The nomination is by the President.

2.2 Parliamentary Support from other Donors

Further to the UNDP funded support, in particular one other donor-funded programme has contributed to a strengthening of parliamentary functions within the same period, namely the SUNY/Tanzania Programme "For Strengthening The Tanzanian Parliament", co-funded by the US Agency for International Development (USAID) and the Department for International Development (DfID) in the United Kingdom and implemented from 2003 to September 2005[3].

The SUNY/Tanzania Programme
The SUNY/Tanzania Programme, which is just being completed, has provided support to Parliament mainly in order to achieve the following four results:

- Increased citizen access to, and understanding of, the legislative process.
- More effective lawmaking.
- Enhanced management and administration.
- More effective oversight functions.

It is evident that the four above mentioned intervention areas are closely related to, and to some degree identical with, the focus of the UNDP supported parliamentary Programme.

Development of *civic education programmes* was among the main objectives of the UNDP-supported programme activities. Within this area, it was intended to support a number of CSOs to develop civic education material and design an efficient way of information dissemination. The SUNY supported programme targeted the same area, however, with a slightly different approach, where the civic education programme was constituted under the general area of 'Parliamentary Outreach activities'. In this activity, SUNY conducted a review of civic education material used by the parliament including booklets, handbooks and Bunge newsletters.

---

[3] Other donors have provided different kinds of ad-hoc support to parliamentary functions and facilities in Tanzania during the period 2002-2005, including the British Council (computers and computer training for women MP's), the Chinese Government (computers) and the Finnish Government (exchange between MP's in Tanzania and Finland). Denmark (DANIDA) is currently considering to support an exchange between Danish and Tanzanian Parliament.

Another common intervention area between the two programmes is the *strengthening of parliamentary committees*. Both SUNY/Tanzania and the UNDP programmes included activities geared at improving the capacity of committees in performing their tasks. SUNY has conducted a number of workshops on enhancing MPs knowledge on budgetary analysis, Poverty Reduction Strategy and other social and macro-economic issues. It also developed committees' resource manuals expected to assist MPs in understanding their scope of work and responsibilities in their respective committees. UNDP organized workshops aimed at improving MPs knowledge on NEPAD, Peer Review Mechanisms and anti-corruption.

IT Training courses have been implemented through both programmes. However, while the UNDP funded IT training mainly has been focused on training of MP's, the SUNY/Tanzania Programme has prioritized IT training of ONA staff groups, such as Committee Clerks and Researchers.

It is Evaluators assessment that although the SUNY/Tanzania programme and the UNDP supported Programme have common intervention areas, *the approach and specific themes have often been different*. Evaluator does not therefore find evidence for serious problems of duplications between the two programmes.

Moreover, and in order to avoid overlapping and allow for synergy effects from programme implementations, particular efforts have been made to coordinate interventions between UNDP and the SUNY/Tanzania Programme, mainly from year 2004 and forwards. Coordination meetings have been held between the UNDP and SUNY/Tanzania and work plans, dividing activities and responsibilities have been drafted.

Both programmes have during the period 2002 – 2005 produced several studies and assessments which might be of mutual interest for formulation and implementation of a subsequent parliamentary support phase. Evaluator therefore finds it of particular importance that *joint planning and efforts will be further strengthened between UNDP and SUNY/Tanzania*. USAID and DfID have already agreed to enter into a new programme phase, possibly with start from November 2005.

3. Assessment of UNDP funded Programme Support 2002-2005

In this chapter, Evaluator presents an assessment of programme management and administration as well as of overall programme intervention, based on the following five evaluation criteria:

- Relevance
- Efficiency
- Effectiveness
- Impact
- Sustainability

Evaluator applies a five-scaled score model to assess the degree of performance satisfaction (see also section 1.2).

3.1 Programme Management and Administration

Internally within the Office of the National Assembly, the programme preparation process included consultations with stakeholders from ONA. Likewise, authorities within ONA provided comments on the draft programme document, and the Clerk discussed the proposal with the Management Board and agreed on some modifications.

Prior to implementing of the UNDP funded programme activities, the UNDP office invited for two meetings to discuss the proposed programme framework. One meeting was held in October 2001, mainly with participation of the donor society. The UNDP informed in this meeting about the proposed programme intervention and invited for close donor coordination within this support area. In another meeting, celebrated in January 2002 with the Local Programme Advisory Committee, consisting of UNDP staff, governmental and parliamentary staff, the proposed programme intervention was likewise discussed.

The Programme Document includes a few output indicators (for instance percentage of MP's trained) however *no indicators have been formulated for the immediate objectives.* Likewise, *no result and impact indicators and no baseline data have been included into the Programme Document*. The absence of such type of indicators and data makes result-oriented Programme monitoring rather difficult and somehow arbitrary. Instead monitoring will tend to be activity-output based, focusing on activity implementation and output production. This is also the case in relation to implementation of this Programme, where the yearly Progress Reports prepared by the Local Programme Coordinators Office include a listing of activities implemented and outputs produced during the period.

On the one hand, Evaluator acknowledges that when formulating this Programme Document, *a high degree of flexibility appears to have been important* given the low level of development within Parliament at that time as well as the innovative Programme focus on introduction of new technologies, awareness raising and training of MP's and ONA staf, improved efficiency within parliamentary working functions and so on.

On the other hand, Evaluator finds that the Programme Document would have benefited from being more ambitious in relation to definition of at least a few *key target indicators*, which could have served as performance guidance for programme management as well as for stakeholders involved.

At the initial stage, the UNDP budget of USD 1,000,000 was tailored to specific Programme activities. In practice, however, it appears that there has been a high degree of flexibility build into the UNDP funds allocation, which has allowed for reallocation of funding from originally planned activities to other activities during programme implementation, in accordance with changing ONA Programme priorities. The Programme Document has therefore to a large extend worked as a *framework document* during implementation of UNDP funded activities.

3.1.1 Overall assessment of programme management set-up

The assumed modality of cooperation between UNDP (UNDP Governance Unit) and ONA (Local Programme Coordinators Office) on activity implementation was that Terms of References, tendering processes, budgets and contracts for programme activities should be drafted by ONA, while UNDP should comment and provide inputs during the different steps in the process.

As part of the UNDP technical backstopping role, procurement requests made by ONA were reviewed by the UNDP IT Unit to ensure that they met technical requirements before being processed by the UNDP Procurement Unit.

Overall, Evaluator finds that the modality established for programme management set-up between UNDP and ONA has been *appropriate*. Evaluator finds that the implemented management model has, *on the one hand*, allowed for building of *ownership* and *strengthening of managerial capacities* within ONA while, *on the other hand,* ensuring *close interaction* between UNDP and the Local Programme Coordinator's Office on programme intervention.

Likewise, Evaluator finds that the actual cooperation on programme management between UNDP and ONA has been, although not totally smooth[4], *satisfactory*. This view is, in general, also expressed by UNDP as well as by ONA.

3.1.2 ONA programme management

Programme management within ONA has been handled within what is now the Planning and ICT Department where the Director of the Department was assigned Local Programme Coordinator.

The Local Programme Coordinators Office prepared yearly Progress Reports as well as an End-of-programme Report. These reports were submitted to UNDP and have served for programme monitoring purposes. The reports resume the activities carried out during the period in relation to the expected outputs.

The Local Programme Coordinators Office was assumed to receive and file all reports prepared as part of the programme implementation. It appears, however, that some reports

---

[4] UNDP finds that, in some cases, they have been consulted to late in the process, when a contract was already prepared for signing, and that proposed changes by UNDP at that point of time therefore have not always been too well received.

were never produced and some have disappeared from the file. This has left Evaluator with limited information on some of the implemented programme activities.

Programme management has to a large extend been handled on shift by two assistants to the Coordinator. None of these two assistants, although well-prepared academically within their specific professional areas, do possess previous experience from management of such kinds of programmes and no particular "tool kit" has been made available to them.

Evaluator finds that this has not been an optimal set-up for efficient programme management, monitoring and follow-up. In addition, the response from the majority of the MP's and ONA staff and management who commented on internal ONA programme management indicated the following shortcomings:

- *Limited information* on the Programme and its objectives[5]
- *Limited transparency* in programme management
- *Limited presence* by the LPC in Dodoma
- *Limited coordination* between the LPC Office and other ONA Departments on planning and implementation of programme activities
- *Limited follow-up* on implemented programme activities

Part of these shortcomings must be considered a result of the existing communication and decision-making line within Parliament. The decision hierarchy dictates that all programmes and their subsequent implementation is the mandate of the Clerk of the National Assembly upon Consultation with the Speaker. The former is responsible to inform all stakeholders, in this case staff and other people but not Members of Parliament. The mandate of informing the MP's is rested on the Speaker, who is also Chairman of the Parliamentary Services Commission.

Evaluator is aware, and acknowledges, that efforts are already taking place within ONA in order to improve some of these internal procedures for efficient programme implementation, in particular what concerns *information sharing and involvement*. Evaluator considers it a key challenge for ONA to continue this ongoing internal development process in order to establish appropriate internal conditions and infrastructure that will ensure a broader understanding among MP's as well as among ONA staff on what are the aims and objectives of such programme intervention and how it is anticipated that expected outputs and results would be achieved.

Likewise, continuous and effective monitoring and follow-up mechanisms need to be in place. This will require a more proactive programme management and additional procedures will need to be established and implemented.

In conclusion, Evaluator finds that ONA management of the UNDP funded programme activities has been *less satisfactory*. At the same time, however, *Evaluator finds it important to emphasize that improvements are already taking place within ONA on these particular aspects.*

---

[5] Many respondents claimed that they were only aware that they should participate in a UNDP Programme activity when they went to receive payment in the UNDP Office.

3.1.3 Assessment of the role of UNDP

The role of UNDP during implementation of the programme activities has mainly been that of a "watchdog" or quality assurance.

It is Evaluators assessment that UNDP has played an *appropriate* role in order to ensure that implemented activities have been *relevant* and *within the overall programme framework*. In cases where UNDP did not possess required technical expertise needed for assessing the proposals (for instance, in relation to proposed developments of the POLIS Website), consultations were made with technical experts, who provided advise accordingly.

In relation to monitoring and follow-up on implemented programme activities, Evaluator acknowledges positive UNDP contribution in relation to:

- *Presence* in training activities and workshops in order to obtain a first hand impression of programme implementation.
- *Review* of yearly progress reports, prepared and submitted by the Local Programme Coordinator.

Evaluator finds that UNDP overall has *complied with the responsibilities* agreed upon beforehand between UNDP and the ONA concerning programme monitoring responsibilities.

In conclusion, Evaluator finds that the intended, as well as the actual role, played by the UNDP in relation to programme implementation has been *satisfactorily* handled according to the programme management set-up agreed upon beforehand.

3.2 Relevance

Evaluator finds that the *relevance* of this Programme is *very satisfactory* and that the programme intervention areas are still highly relevant for parliamentary support. This impression has been confirmed through meetings and interviews undertaken with key programme stakeholders. The respondents generally found that the programme was very relevant in order to make Parliament more responsive to the needs of the citizenry as well as performing its role of representation.

The **Government of Tanzania** has in a number of statements and key policy documents emphasized continued commitment in support of Governance and the ongoing reform process within national institutions. The *National Framework on Good Governance (NFGG)* from 1999 is a major governmental policy document in this context that demonstrates linkages and facilitates exchange of information between the various areas of governance, and highlights the most crucial areas that need continued attention.

The NFGG, in analysing the state of Parliament, identifies a number of constraints affecting the effectiveness of this institution, including:

- Poor quality of the Members of Parliament in terms of motivation and mastery of the basic knowledge of the parliamentary system.
- Inadequate working facilities, equipment and working space.
- Poor working systems.

- Weak personnel servicing the parliament.

The above constraints were confirmed by the evaluation mission of the previous UNDP assistance to Tanzanian Parliament, URT/97/017, and were taken into consideration when formulating the Programme, "TZA10 00015414 - Strengthening Participatory Democratic Systems in Tanzania"

Another governmental key policy document, *Tanzania Development Vision 2025*, states that Tanzania "cherishes good governance" and the rule of law in the process of creating wealth and sharing benefits, as well as empowering people so that they can make leaders and public servants accountable. In line with this vision the government has initiated a good governance programme under the rubric of the administrative reforms, which targets central and local governments. Among the priority areas included in this governance programme is "strengthening the participation of the people in decision making for social and political and economic development".

UNDP's policy in assisting governance related activities in any country is derived from the following:

- It's *mandate,* which supports the implementation of governance interventions based on international conventions, declarations and agreements reached at global UN conferences;
- It's *mission,* which focuses on the promotion of sustainable human development; and
- Its *comparative advantage* embedded in its institutional strengths which include impartiality and neutrality, client orientation, extensive experience as well as the trust that governments and other partners have in UNDP.

Lately, continued support to UNDP governance related activities was given in the UN Report "Investing in Development - A Practical Plan to achieve the Millennium Development Goals" (2005).

For UNDP Tanzania, the focus on governance issues is clearly reflected within the United Nations Development Assistance Framework (UNDAF) for Tanzania (2002 – 2006) and the Country Cooperation Framework (CCF) for the same period. These key policy documents emphasize the support and promotion of decentralization, democratization and participatory governance in order to achieve a high level of ownership of the development process in the country.

The above-mentioned policy documents have contributed to the formulation as well as to the implementation of the Programme "TZA10 00015414 - Strengthening Participatory Democratic Systems in Tanzania" and are thereby contributing to the very satisfactory relevance of the Programme.

Support to Parliament and its functioning seems to be at a critical juncture in Tanzania at this time. *Increasing demands from the public as well as from the international society* are putting new and stronger requirements on the Parliament and its capability to adopt and respond quickly and efficiently.

In order to be able to fulfill these requirements appropriately, adequate facilities and capacities need to be available within the Parliament. It is precisely within this context that the Programme on "Strengthening Participatory Democratic Systems in Tanzania" has played a key role at a time where international support to Parliament was still at a low level.

In addition to the direct support to Parliament, the Programme has included specific components on Women, Civil Society Organizations and Zanzibar. These issues are all considered to be of specific importance for further development of the democratic processes in Tanzania.

The Programme has included a mix of transfer of technology and capacity building, through which it has been intended to contribute to the process of developing the Parliament into an efficiently operating institution and, at the same time, stimulate the overall democratic development process in the country.

3.3 Efficiency

The programme efficiency measures how economically inputs are converted into outputs, results and impact; the general performance of contractors in terms of quality as well as the quality of cooperation between the parties involved.

It is Evaluators assessment that *overall efficiency* of this UNDP funded programme intervention has been *satisfactory*. The main reasons for the satisfactory efficiency are the following:

First, local/national consultants and experts have to a large extend been used as trainers. This approach has reduced the average fee rate per man-day and contributed to the cost effectiveness of the Programme, and it has resulted in a national anchoring of the project inputs in terms of general methods and tools related to a national context.

Second, the quality of the trainers contracted through the Programme is at the same time reported to be good by the training participants.

Third, Evaluator has assessed that a good cooperation was established between UNDP and ONA on programme implementation.

Fourth, a high degree of flexibility has been allowed for in relation to reallocation of budgeted UNDP funding between programme components, in accordance with reorientation of ONA priorities along with programme implementation. This has allowed for a smooth and efficient funds application. In particular, UNDP funds allocated for development and implementation of the POLIS Website has increased significantly during programme implementation compared to the original budget.

Fifth, particular attempts have been made to coordinate programme activities with other donors, in particular the SUNY/Tanzania Programme. This has increased synergies and efficiency of implementation of both programmes.

Sixth, the quality of most of the studies and plans prepared through UNDP funded activities are assessed to have a satisfactory quality and respond to the Terms of References for the assignments.

At the same time, Evaluator finds that experience and lessons learned from implementation of this Programme could be used to increase efficiency further within a future UNDP support phase to Parliament. The following main issues should be considered:

First, limitations have been identified within ONA in relation to sharing of information on programme activities with stakeholders, coordinating of activities between ONA Departments as well as presence and follow-up on implemented activities.

Second, it is Evaluators assessment that *Workshops for a large number of MP's, Study Tours and Attachments do not appear to be very cost-effective* under current conditions. It is reported by a significant group of workshop participants (MP's and ONA staff) that it is difficult during large workshops to maintain focus on the session while participants are leaving and entering the room frequently or being back in session late after breaks, while doing other businesses at the same time (phone calls, internal chatting etc.). Likewise, as long as *no efficient feed-back, dissemination and follow-up mechanisms* are in place within Parliament, the Study Tours and Attachments will only benefit a few, selected persons.

Third, training wishes and needs are huge and urgent among many MP's and ONA staff, but resource and time constraints will naturally limit training possibilities. This calls for *a more strategic planning of training activities and groups in order to increase cost-effectiveness.* For instance, it might not be cost-effective to send a large group of MP's on a training course on "Research Methodologies" as has been the case in the just completed Programme, if ONA Research Section is supposed to assist MP's with research work. Likewise, it should be avoided to arrange training courses for ONA staff during parliamentary sessions (as it was the case with the training on Website Management in April 2005), where participants are responsible for carrying out parliamentary duties at the same time. Finally, it was reported from some IT training sessions that the group of training participants was too heterogeneous in terms of initial qualifications of the participants and that this limited the efficiency of the training activities.

Fourth, Evaluator does find it less efficient that various studies and plans produced through this UNDP funded programme support are still not implemented, some of them due to over ambitious implementation plans[6]. Evaluator recommends that during future programme planning (during preparation of Terms of References and budgets for programme activities) more attention will be given to subsequent implementation of produced plans and strategies within a short- to medium-term time horizon. This could by through pilot or demonstration projects.

Generally, the determination and valuation of the benefits of such programme intervention possesses great difficulties. A necessary condition is that data on concrete outputs, results and impacts are available and are quantifiable. This is rarely the case in programmes of a soft character as this one. Capacity building, training and awareness raising are issues difficult to

---

[6] For instance, employment of additional staff or new staff categories within ONA requires specific permission from the Presidents Office, which is often not easy to obtain.

quantify in a uniform manner making it difficult to compare results of calculations and quantifications across programme components.

3.4 Effectiveness

The *effectiveness* of the UNDP funded programme activities relates to the degree to which the produced outputs and results meet the programme objectives.

Evaluator finds that *overall effectiveness* of the UNDP funded programme activities has been *satisfactory.* In the following, Evaluator will present an assessment on how the UNDP funded activities have contributed to achieve the objectives within each of the Programme Components.

Immediate objective 1:
Provide short-term training and seminars for MPs on their roles and responsibilities, etc. to enable them to perform their duties effectively.
The main programme activities under this component implemented through UNDP funding include:

Workshop on New Partnership for Africa's Development (NEPAD)[7] and Peer Review Mechanisms
A 3-days workshop on NEPAD and Peer Review Mechanisms was held for 295 MP's and 75 other stakeholders in March 2003. Workshop material was produced and distributed to participants, including the workshop presentations.

It has not been possible for Evaluator to point out specific results so far from this event. Indications from workshop participants are, however, that the workshop provided them with new and useful knowledge on how to perform their duties as MP's.

No follow-up activities have been undertaken on this event.

Seminar on "Anti-corruption strategies"
In December 2002, a Seminar was held for all MP's on Anti-corruption strategies. From this Seminar, Evaluator has been able to acquire the President's speech, however, no Seminar Report has been available, thereby making it rather difficult to assess the outcome of the event.

Indications from Seminar participants are that they see little evidence that the seminar has contributed positively to Parliamentary discussions.

No follow-up activities have been undertaken on this event.

---

[7] The NEPAD initiative was approved by the Organisation of African Unity (OAU) Summit in 2001 as an initiative to foster good governance, promote growth and development, enhance peace, security and stability and to position the African continent in a manner that it can engage effectively in global transactions. The objectives of NEPAD are in line with the Tanzanian National Development Vision 2025, which aims at reducing poverty in the country by half in 2010 and eradicate it by 2005. The NEPAD initiative is supported financially by the UNDP in order to promote political governance and democracy in Africa.

Seminars for opposition members on, respectively, "Governance Issues" and "Research Methodologies and Policy Analysis"
A two-days Seminar on "Governance Issues" was held for 35 opposition members in November 2002 and a three-day Seminar on "Research Methodologies and Policy Analysis" was conducted in November 2002.

Evaluator assesses that these two Seminars have been valuable to opposition members. Papers and reports from the seminars provide evidence that the programme was well-structured and that participants were active and keen on interacting. Evaluators positive impression of these events are being supported by respondents from the opposition parties, who find that participation in the Seminars have enhanced their capacity as parliamentary opposition members.

No follow-up activities have been undertaken on this event.

IT training for MP's and ONA staff
Three IT training programmes on Computer Skills were conducted for 120 MP's in 4 sessions of 10 days each (during April 2002, June 2002, February 2003 and April 2003). Two Executive training courses on Internet and Research Methodologies were conducted for 10 MP's between October 2002 and April 2003.

No exact baseline information on the MP's use of computers up to 2002 has been available to Evaluator. However, based on information from respondents, Evaluator estimates that no more than 10 - 20% of the MP's were ever using computers up to 2002. At that time the MP's were limited by little knowledge on how to use computers as well as by lack of computers, within Parliament as well as within Constituencies.

Today, ONA is able to monitor the MP's use of computers (through the number of active E-mails account), and it is thereby evidenced that around 80% of the MP's are now using computers to some degree. Based on the respondents to this evaluation, Evaluator assesses that the majority of these MP's are using computer mainly during parliamentary sessions where the Internet Café is frequently visited. The majority of the MP's appear to use computer for Internet Search and E-mail communication.

Evaluator assesses that the IT training courses, combined with the computers provided for the Internet Café, have had a significant positive effect on the number of MP's using computer during parliamentary sessions in Dodoma. A main challenge ahead will be to ensure that an increased number of MP's will use computer also within their Constituencies.

IT training has also been provided for some *ONA staff* as part of the UNDP funded Programme activities. The result of this training seems to be more fragmented. One group of staff appear to be applying their computer skills during daily work. Another group of staff however, has either not been able to apply their skills on the job since they had no computer in their office, or they did actually not apply their skills actively but continued with "business as usual" (this was reported , for instance, by Committee Clerks who had attended IT training courses, but are still pilling up their handwritten reports at the secretary's desk in order for the secretary to type it as has usual been the procedure. This is delaying the report processing).

Study Tours for ONA staff
One Study Tour was carried out to the Parliaments of India, UK and South Africa for 9 ONA staff between September and November 2002. Another Study Tour to the Parliaments of India, UK and South Africa for 10 ONA staff was carried out between October and November 2003.

The overall aim of the study tours has been to allow ONA staff to obtain knowledge and experience on relevant parliamentary procedures and practices from other countries.

No reports have been available for Evaluator from the two above mentioned study tours, thereby making it difficult to assess the specific outcome of these tours. Interviews with ONA staff during the Evaluation Mission, however, provided clear indications that the parliamentary committee restructuring during 2003 was highly inspired by these visits to foreign parliaments, in particular by the visit to Indian Parliament.

Immediate objective 2:
To strengthen the technical and managerial capacity of the staff of the Office of the National Assembly so as to provide more efficient and effective service to MPs in discharging their constitutional functions and responsibilities
Report on Human Resources Capacity Building Strategies (HRCBS)
A report on HRCBS was prepared in 2003 with the purpose of reviewing and identifying human resource constraints and services delivery to Parliament.

The main constraints identified in the Report include:

- There are many units within ONA with duplication of tasks.
- There are non-core activities for the ONA.
- There is a shortage of qualified staff.

In order to overcome these constraints, the Report includes a list of recommendations in relation to training needs, definition of responsibilities, staffing, outsourcing etc.

Evaluator notices that ONA has subsequently acted according to some of the recommendations from the Report, including:

- ONA has been through a process of organisational restructuring.
- Non-core activities have been outsourced (for instance, catering and website hosting).
- Medium-Term Plan (2005)[8] for Training of MP's and ONA Staff has been developed based on training needs assessment.

Evaluator assesses that the produced report up till this point of time has had effect and has inspired to improvements within ONA.

---

[8] The plan is, however, not very specific and does not relate training activities to performance improvements.

Two (2) ONA staff trained on, respectively, management skills / interpersonal capacity and financial accountability.

Selected key ONA staff has participated in 4-weeks courses abroad, arranged by the Eastern and Southern African Management Institute (ESAMI) on improved management skills. Evaluator interviewed some of these staff during the Evaluation Mission and they expressed that the training course had contributed to improve their capacities in relation to work performances.

No report was available from this training and Evaluator has not been able to document specific effects or results from the activities.

Immediate objective 3:

To improve the Library and Research Service so that they become an effective source of data and information that can be utilized by MPs in discharging their constitutional functions and responsibilities.

Reorganisation Plan and 10 Years Strategic Plan for Library

A Consultancy Report was prepared on proposed reorganisation of the library and a Strategic Plan 2002-2012 for the library.

The report concluded that the library is "highly outdated", the reading space is too small and there is a very low level use of ICT. Furthermore, it was concluded that staff level and qualifications were not "up to the expectations". The consultants therefore "strongly recommends" elevation of the library services in various areas through a strategic plan, which in turn would require allocation of more funding for the library within the parliamentary budget.

Evaluator acknowledges the analytical work carried out in this report which leads to up to the formulation of a 10 Years Strategic Plan. On the other hand, it must be noted that today, nearly 3 years after preparation of the Strategic Plan, no implementation has taking place, partly due to lack of funding and partly due to inability by ONA to employ staff with required qualifications.

Evaluator therefore finds that a less ambitious, and more realistic, strategic scenario, which could have been implemented within a short- to medium time horizon, with advantage could have been included into this Plan. This would have made the activities more operational.

Attachment programme to Zambia

Researchers and key staff attended an attach programme in Zambia in August 2002. According to the available report on the Attachment Programme, as well as interviews with ONA staff, this trip provided some useful inputs on how to improve specific working conditions within Tanzanian parliamentary offices. The recommendations from the Report included:

- Establishment of a transparent and independent training department within ONA.
- Establishment of an autonomous Research Section.
- Implementation of specific and standardised forms to be filled in by MPs when requesting assistance from Research Staff.

- Reports from Attachments should be well kept in the Library, allowing everyone to have access to them.

Out of these recommendations, it has been possible to implement one of them, namely the forms to be filled in by MP's when requesting assistance from Researchers.

Computers and accessories
A total of 26 computers and accessories have been procured through UNDP programme funding. The majority of the computers are installed in Library and the Internet Café.

Evaluator assesses that the procurement of this equipment has had a significant effect on IT development within Parliament. In particular, the Internet Café appears to be a great success and is frequently visited by MP's during parliamentary sessions. In addition, the fact that the Internet Café is located next to Library has increased significantly the numbers of MP's who visits library and research department on an informal basis.

Report on User Requirements and System Specifications
This report was prepared in October 2002 by a local Tanzanian company and includes a description and analysis of proposed requirements for functionality, techniques, hardware, software and communication in relation to development of a new website for Parliament (Parliamentary Online Information System - POLIS).

A list of potential beneficiaries of such website solution is identified in the report and include:

- Governmental Institutions
- Decision / Policy Makers and Planners
- Civil Society
- Business Community
- International Bodies
- General Public
- Academic and Researchers
- Legal Community

The above-mentioned stakeholder groups appear, however, only to have been involved to a rather limited degree in the analysis. In the report it is stated that "the analysis of the user requirements, until this time, has been conducted by interviewing the IT Manager of the Parliament and reviewing the documentation made available by Parliament".

Evaluator finds that the analysis would have benefited from involvement of a broader use of beneficiaries (for instance by establishing a representative "test group" composed of stakeholders from different user groups. This is a common practice when new websites are being developed within larger companies or organisations). This would have ensured that the website from the beginning fitted to the needs of particular beneficiary groups.

The POLIS Website
Based on the above-mentioned *Report on User Requirements and System Specifications* the POLIS Website has been developed by the same local Tanzanian company. The website

solution presents a rather advanced system, which contains different navigation modules, such as:

- A MP's Profile Database system
- An Acts of Parliament Management System
- A Bills tracking system
- A Parliamentary Sessions Management System
- A Parliamentary Documents Management System

POLIS was developed with the overall objective to strengthen accountability, transparency and democratic systems in Tanzania. One of the key intentions of the system is to modernise management of parliamentary delivery system and upgrade the institution to an electronic, paperless Parliament. Likewise, the POLIS allows the public to download updated information on Parliament and parliamentary sessions, including bills acts and Hansards as well as specific information on MP's performance and contributions to parliamentary debates.

The Website was officially launched in an event on 29 March 2004 in Dar es Salaam, with participation of, among others, the Speaker of ONA, Hon. Pius Msekwa, and the UNDP Administrator, Mr. Mark Malloch Brown. In addition, the POLIS Website has been presented at different events, nationally as well as internationally, and UNDP Offices in other African countries have shown interest for copying the model.

Evaluator assesses that the POLIS Website has been probably the single most important output from the UNDP funded programme support. The concept of the parliamentary website development has fitted well into the Parliaments efforts to modernize and strengthen capacities.

The website has since it was launched in March 2004, received more than 1,000,000 hits. It is evidenced that the number of hits on the POLIS website increases significantly during parliamentary sessions. Up till recently, no monitoring was done on the characteristics of these hits (for instance, to which sub-pages the hits entered). A newly implemented software programme, however, allows for such kinds of monitoring and could thereby be an efficient tool for further development of the website.

Although, Evaluator acknowledges that the potential of POLIS is huge, at the same time Evaluator assesses that the effects from the POLIS Website up till now has been limited. Many key stakeholders, inside as well as outside Parliament, that responded to this evaluation, still appeared to be little aware of the website and its functions.

In Evaluators opinion, the following main factors have been limiting the effects of the website during the programme period:

- Website development did not to a sufficient degree involve opinions and views from relevant stakeholder groups.
- No dissemination and promotion strategy for POLIS has been developed and implemented, neither inside nor outside Parliament.
- ONA staff has not been sufficiently encouraged and required to make use of POLIS in order to improve the effectiveness of their work.

- The technological level of the website has been rather advanced compared to the general level of technology within parliamentary and constituency offices during the programme period (for instance, many ONA staff have just recently got a computer and many do still have a low computer literacy. Likewise, many MP's do not have computer within their constituency offices).

On this basis, Evaluator sees important challenges for a new UNDP programme support phase, to follow up more strategically on these identified gabs and thereby paving the way for achievement of the potential effects of POLIS.

End-of-Project Report
The same local Tanzanian company, which developed the POLIS Website also prepared an End-of-Project-Report in March 2005, upon completion of the UNDP funding for the Programme.

The report concludes that the ONA IT Unit is still understaffed and that Parliament will have to invest in the recruitment of qualified and skilled staff as well as in IT-oriented staff training in order to handle the POLIS. It is specifically recommended in the Report that Parliament will recruit, at least, two Computer Scientists who would be responsible for system development, administration and management activities.

The following specific recommendations are provided in the report:

- Hosting: The report recommends, from a cost-benefit point of view, that Parliament will continue to outsource this service.

- System Maintenance and Administration: It is recommended in the report that this component should be outsourced until Parliament will have in-house qualified and dedicated staff.

- Data/Information Clean Up: It is recommended in the report that this component will be outsourced until Parliament has undertaken sufficient training of staff and procurement of the necessary equipment and software.

- Integration Developments: It is recommended that this component will be outsourced due to the need for specific expertise.

After completion of UNDP programme funding in March 2005, ONA decided to extend the outsourcing contract with the local Tanzanian company until September 2005, through own sources of funding.

ONA staff trained on web and database management
In April 2005, a total of 6 ONA key staff received training on Website Management in Dar Es Salaam as well as in Dodoma.

The objective of this training course was to train ONA key staff in website management in order for ONA to be able to take over as administrators at a given point of time. The training

course included a combination of theory and practice of relevance for management of the POLIS Website.

Course participants referred that the effect from this course was limited and that more substantial training would be needed.

Immediate objective 4:

To strengthen a few selected committees to be effective representational institutions within the Parliamentary system.

Seminar for the Finance and Economic Affairs Committees on NEPAD and Peer Review Mechanism, March 2005.

Evaluator assesses that, in particular, the discussions on NEPAD in this seminar served as an "eye-opener" for many committee members and has increased political attention on this initiative. This has been reported by committee members themselves and is further evidenced by the concluding remarks in the Seminar Report, where for instance the participants asked for more documents and papers related to that subject for further reading. A list of recommendations and comments were provided from the working groups to the government for consideration and possible action.

Immediate objective 5:

To strengthen the women caucus so that it can contribute positively and effectively to parliamentary debates and influence decisions especially on issues regarding gender equity.

Report on gender imbalances and proposed interventions, stakeholders' workshops

The main outputs produced on this component were a report titled " Gender Studies and Proposed Program to reduce Imbalances" and two stakeholders workshops to discuss the Gender study report and come out with recommendations and strategies.

The first stakeholders' workshop recommended some revisions to the report. However, there is no record documenting that the consultants made the revisions and incorporated the recommendations made in the workshop. Likewise, although it is reported that there was a second workshop for women MP's at Karimjee Hall, no report was submitted from this event.

The above-mentioned activities were supposed to lay the foundation for further actions geared at realizing the stated objective, which was, to strengthen the women caucus so that it can contribute positively and effectively to parliamentary debates and influence decisions. A list of other programme activities were formulated but were not implemented due to lack of funding.

Immediate objective 6:

To provide support to CSOs to strengthen their capacity for the articulation, development and implementation of civic education programmes and to effectively be pressure groups on key topical issues such as PRSP.

Capacity Building Programme for Civil Society Organizations (CSO's)

A consultant developed a Capacity Building Programme for CSO's. Two stakeholder workshops were conducted in order to present and discuss the proposed programme. The objective of the programme was to support CSOs in strengthening their capacity to effectively

support the government in facilitating civic and voter education, as well as being a pressure group on some topical Parliamentary issues and well as complementing the Parliamentary Civic Education Programme.

The document suggested topics (themes), which could make the subject of training of CSOs and identified key target groups (25 named NGOs). Likewise, recommendations were provided to ensure increased sharing of information and awareness (through wider circulation of materials, radio programme, seminars etc.).

Evaluator assesses that the effects from the CSO's Programme have been very limited up till now. The proposed activities have not been implemented and it appears that NGO's mentioned in the document have only been little involved in the preparation process.

Parliamentary Civic Education Programme (CEP) and Action Plan
A Parliamentary Civic Education Programme "On Key Topical Issues" was developed. The objective of the Programme was to support Parliamentarians, the CSOs and the general public to strengthen their capacity for articulation, development, and implementation of various policy and advocacy activities.

The CEP included a review of the current civic education programme as well as a proposed programme for the 2003 –2005 period. A specific proposal (Action Plan) was developed on how to put the Civic Education Programme into motion. The proposal considered media; outreach programme, printing of messages and so on and included specific budgetary estimations.

Evaluator assesses that the effects from the CEP has been very limited. The CEP was never implemented, apparently due to financial constraints. Likewise, there seems to have been little involvement and dissemination of the CEP (Evaluator found that key staff within the Civic Education Department of the ONA was unaware of the existence of the CEP and had not been involved in the preparation process).

Youth Parliament
A Youth Parliament was conducted in March 2005 with participation of 49 youngsters. A key objective of this event was that the participants would learn how the public could be involved and participate in law making processes in Tanzania and contribute to matters, which draw public concern.

Participants from the Youth Parliament have reported that they gained confidence by participating in the event and became role models in their schools. Furthermore, they were inspired to form clubs for different purposes linked to politics and other developmental issues in Tanzania (for instance on HIV).

Immediate objective 7:

To provide support to the Government of Zanzibar, through the Ministry of State, President's Office, Constitutional Affairs and Good Governance, to articulate, formulate and assist in the implementation of a Five Year Strategic Plan, identifying the key areas to be addressed as a process for the achievement of Good Governance.

Zanzibar Strategic Plan

One major output on this component is the Five Year Strategic Plan for Good Governance in Zanzibar. The Plan was developed and approved by the Zanzibar Government.[9] The Strategic Plan was later accompanied with the implementation plan and associated costs. The Good Governance Strategic Plan became the milestone by providing the Government of Zanzibar a firm foundation and roadmap to carry out necessary reforms for good governance.[10] Subsequent assistance have been largely linked to the implementation of the Strategic Plan.

Immediate objective 8:

To undertake strategic studies and Monitoring and Evaluations (M&E) exercises as and when necessary and whose results could be fed into the implementation process of the programme.

UNDP funded activities implemented under this component has mainly included the LPC Offices yearly progress reporting on the Programme.

Table 3.1 below summarizes the outputs and results obtained from the UNDP funded programme components under each of the immediate programme objectives.

Table 3.1: Major outputs, effects and results from UNDP funded Programme activities

Outputs realized	*Main effects and results assessed by Evaluator*
Immediate objective 1:	
Provide short-term training and seminars for MPs on their roles and responsibilities, etc. to enable them to perform their duties effectively	
One Seminar and one Workshop for all MP's (on, respectively, "NEPAD and PER Review Mechanisms" and "Anti-corruption" strategies)	Limited documented effects, no follow-up actions
Two Seminars for opposition members (on respectively, "Governance Issues" and "Research Methodologies and Policy Analysis")	Reported to have been very beneficial to the participants and have had positive effects on their performance as opposition members.
Five IT training sessions for a total of 130 MP's and for ONA staff	IT training courses, in combination with the computers provided for the Internet Café, appears to have increased the number of MP's using computer during parliamentary sessions in Dodoma significantly. The established e-mail accounts for MP's are reported to be used by around 80% of the MP's now, compared to a number of 10-20% of the MP's using computer before Programme implementation in 2002.
Study Tours for a total of 19 ONA staff members to the Parliaments of Zambia, Kenya, India, UK and South Africa	Study Tours, in particular the one to India, appear to have influenced the decision to reorganize the structure of the Parliamentary Committees and link them directly to ministries.

---

[9] Programme Report on UNDP-DFID Partnership (2003)Strategic Support for Poverty Reduction in Zanzibar.
10 UNDP/DFID (2004) Progress Report of Strategic Support for Poverty Reduction in Zanzibar

Immediate objective 2: To strengthen the technical and managerial capacity of the staff of the Office of the National Assembly so as to provide more efficient and effective service to MPs in discharging their constitutional functions and responsibilities	
Report on Human Resources Capacity Building Strategies (HRCBS)	Report recommendations implemented: - Organizational restructuring within ONA - Outsourcing of non-core activities - Medium Term Training Plan for Parliament, 2005-2007
4 ONA staff trained on management skills, interpersonal capacity and financial accountability	Limited documented effects.

Immediate objective 3: To improve the Library and Research Service so that they become an effective source of data and information that can be utilized by MPs in discharging their constitutional functions and responsibilities	
Reorganisation Plan and 10 Years Strategic Plan for Library.	The plan has never been implemented.
Attachment programme to Zambia	Led to the implementation of a formula to be filled in by MP's when requesting services from researchers.
A total of 26 computers and accessories installed (mainly in Library and Internet Cafe)	The Internet Café is frequently visited. The fact that the Internet Café is placed next to Library has increased significantly the numbers of MP's who visits library and research department on an informal basis.
POLIS website established and launched	Up till now, the POLIS website is reported to have benefited, in particular, Lawyers and Law Students from University as well as people from abroad who wanted information on Parliament, Presidents speeches etc. The number of hits on the POLIS website increases significantly during sessions.
A total of 6 ONA staff trained on web and database management	Limited effects from training.

Immediate objective 4: To strengthen a few selected committees to be effective representational institutions within the Parliamentary system	
Workshop for Finance and Economic Affairs Committees on NEPAD and Per Review Mechanism	In particular, the workshop on NEPAD for Finance and Economic Affairs Committees appears to have had a positive "eye-opening" effect on committee members and their contribution to committee debates.

Immediate objective 5: To strengthen the women caucus so that it can contribute positively and effectively to parliamentary debates and influence decisions especially on issues regarding gender equity	
Report on gender imbalances and proposed interventions 2 stakeholder workshops for all women parliamentarians and committee on women and other special groups	Limited reported effects and documentation.

Immediate objective 6: To provide support to CSOs to strengthen their capacity for the articulation, development and implementation of civic education programmes and to effectively be pressure groups on key topical issues such as PRSP	
Capacity Building Programme for Civil Society Organisations	Limited effects, the programme was never implemented
Parliamentary Civic Education Programme (CEP) and proposed Action Plan	Limited effects, the programme was never implemented.
Publication of various material One Youth Parliament conducted.	Youth Parliament (YP) participants have managed to establish so called "Clubs" within their schools after participating in YP sessions (for instance on HIV).

Immediate objective 7: To provide support to the Government of Zanzibar, through the Ministry of State, President's Office, Constitutional Affairs and Good Governance, to articulate, formulate and assist in the implementation of a Five Year Strategic Plan, identifying the key areas to be addressed as a process for the achievement of Good Governance	
Strategic Plan for Zanzibar	The Zanzibar Strategic Plan became milestone by providing the Government of Zanzibar a firm foundation and roadmap to carry out necessary reforms for good governance.
Immediate objective 8: To undertake strategic studies and Monitoring and Evaluations (M&E) exercises as and when necessary and whose results could be fed into the implementation process of the programme	
Yearly Progress Reports	Monitoring of implemented activities and outputs.

In conclusion, Evaluator finds that although the *effects and results* obtained from the UNDP funded programme activities could be considered as *limited within some areas*, they have to a *satisfactory* degree contributed to fulfilment of the programme objectives. Evaluator finds that this assessment is justified by three particularities of Programme intervention:

1) The Programme was *formulated* as a *framework Programme with relatively broadly formulated immediate objectives;*

2) The Programme is *based* on an *innovative programme approach, introducing new techniques, themes and working procedures* into parliamentary work; and

3) The relatively *low state of development within Parliament* at the time of formulation and implementation of the Programme.

At the same time, however, Evaluator finds it important to emphasize that Parliament, in particular over the last part of the programme implementation period, has demonstrated development and moves forward that will allow for a more *strategic and result-oriented programme intervention* in a future UNDP support phase. This should also make it possible to be more ambitious in future programme formulations and build further on the advances obtained through the just completed Programme.

In Table 3.2 on next page, Evaluator has outlined specific areas where effects and results from the UNDP funded programme intervention are assessed to have been limited and where there will be room for improvements within a future UNDP programme support phase to Parliament. Moreover, the table includes reasons identified by Evaluator for the limited effects and results obtained within these different areas.

Table 3.2: Evaluators assessment of intervention areas with limited effects and results

Areas with limited effects and results	Examples / Indications	Reasons for limited effects and results
Limited Practical use of up-graded qualifications gained from participation in IT training courses.	IT trained Committee Clerks are still using the secretary to type their handwritten reports as has usual been the procedure. This is delaying the report preparation process. Use of traditional hand-over correspondence still dominates internal communication within ONA. General difficulties for IT trained MP's and ONA staff to be specific on how IT could impact parliamentary work, including their own work performance. Many MP's does not use computer within their constituencies, but only during parliamentary sessions.	Training activities have been implemented without any real strategic planning behind. Training activities have not been linked to subsequent performance improvements by MP's and ONA staff. The Parliament still has not developed and implemented an operational IT Strategy and Policy.
Limited awareness and use of POLIS Website, inside as well as outside Parliament	Many stakeholders, inside as well as outside Parliament, still have a limited knowledge of POLIS. Librarians and Hansard staff are still using traditional, manual working routines for their work although POLIS includes functions and modules that could improve the effectiveness of their work significantly.	The Report on "User Requirements and System Specifications" prepared for POLIS has only to a rather limited degree involved stakeholder groups. No strategy and plan for dissemination and promotion of POLIS has been prepared. ONA staff has not been sufficiently encouraged and required to make use of POLIS in order to improve effectiveness of their work.
Limited awareness between MP's and ONA staff of experience and outcome of Study Tours, Attachments, Workshops and Seminars where they did not attend themselves.	Authors of Reports from Study Tours and Attachment Programmes are not aware what happens to their reports after they deliver it to ONA management. Non-Study Tour participants are not informed of outcome and experience from implemented Study Tours.	In-transparent procedures within Parliament for dissemination of experience (reports) from study tours, workshops etc. Reports from Study Tours, Attachments Workshops and Seminars are in general not available to MP's and ONA staff who did not participate in the events (for instance, reports are not available in library). Limited follow-up on implemented activities.
Limited awareness among stakeholders of Plans and Studies produced.	Library staff and researchers are not aware of the existence of the "Reorganisation Plan and 10 Years Strategic Plan" for Library. ONA Training Officer had not been directly involved in planning of Programme training activities. Key staff within ONA Department for Civic Education is not aware of the produced Civic Education Programme.	Little involvement of staff in decision making and planning processes in relation to programme implementation. Limited internal communication and coordination within and between ONA Departments on programme implementation.

The information presented in Table 3.2 have provided important inputs to the formulation of the *operational recommendations* provided in section 6 of this report.

3.5 Impact

It has been relatively difficult for Evaluator to measure concrete impact on this Programme, firstly because no impact indicators and baselines have been included into the Programme Document and, secondly, because impact usually need to be developed over a longer time period.

Nevertheless, Evaluator has identified some concrete indications of impact from the UNDP funded programme activities. When at the same time it is remembered that the financial importance of the UNDP Programme support to Parliament in the period 2002-2005 has been less than 1% of the total parliamentary budget for the same period, Evaluator rates the impact to be *satisfactory*.

The overall impact is best evidenced within three programme areas (impact can also be registered within other programme areas during the implementation period, however these achievements can hardly be attributed the UNDP funded programme activities):

- *Firstly*, during the period 2002 – 2005 the Parliament has passed through a remarkable *technological development process*, highly driven by the provision of IT equipment and facilities to parliamentary offices and by training of ONA staff and MP's in IT related issues.

  Even though implementation of specific IT activities might not fully have achieved their potential impact (see the discussion of the effectiveness, section 3.4), there is no doubt that *an IT spirit has now emerged* within Parliament, and that the potential impact from this is huge.

  The majority of MP's and ONA staff refer to the *IT development* as the single most important achievement within Parliament during the period 2002-2005, thereby underlining the noteworthy impact from UNDP funded programme intervention which is indeed visible when visiting the parliamentary premises in Dodoma as well as in Dar es Salaam.

- *Secondly*, Parliament has been turned into a *"committee driven" parliament,* where each Parliamentary Committee is now linked up to specific ministries. According to MP's, ONA staff and international donors, this restructuring of the committees has had a tremendous impact on parliamentary capacity to carry out the oversight role in relation to the government. Some donors even mention that the improved capacity of parliamentary committees is also impacting ministries which have now been forced to prepare better quality policy documents.

- Thirdly: The developed *Strategic Plan for Zanzibar* has been specifically useful in assisting the Government of Zanzibar to undertake a series of governance-related reforms

designed to promote participatory democracy, access to justice, transparent and accountable government.

Although, of course, all these achievements during the period cannot be attributed the UNDP funded programme activities alone, it is being emphasized by many ONA respondents, that *the UNDP Programme has been the driving force* in introducing and demonstrating new technologies and being *an "eye-opener" for MP's and ONA staff on new ways of thinking parliamentary work.*

3.6 Sustainability

Evaluator assesses that *overall sustainability* of the UNDP funded programme intervention is *satisfactory*.

The *IT development process* within Parliament has now reached a stage where it must be considered to be irreversible. The computerization of parliamentary offices has reached a level where most ONA staff has computer access for working purposes.

The sustainability of the IT processes is further manifested in the recently approved ONA budget for 2005/2006, where a total of approximately USD 700,000 will be allocated to the newly established Department for Planning and ICT, most of the funds earmarked for continued development of IT processes within Parliament, including IT training of ONA staff.

In relation to the *POLIS Website*, Evaluator wants to highlight the particular *commitment* demonstrated by ONA in order to ensure full operation of the website solution upon Programme completion. On the same day the UNDP financial programme support ended, the ONA took over the responsibility for website management, including funding responsibilities for outsourcing. ONA has allocated funding for outsourcing also within the recently approved 2005/2006 budgets for Parliament.

Therefore, the creation of the POLIS Website solution has, at least in the *short-term*, shown to be *sustainable*. *Medium- to long-term sustainability* of the POLIS website solution will depends on future decisions and development within ONA in relation to issues such as outsourcing modalities, funds allocation, upgrade of internal IT staff skills and qualifications within ONA. The commitment and responsibility demonstrated by ONA until now is, however, a clear indication that POLIS is of high priority and that the institution is capable of ensuring sustainability of the product.

In relation to the *IT training* carried out, sustainability is highly depending on the possibilities for trained persons to practice their skills frequently and shortly after completion of training. Different conditions seem to have limited sustainability of the IT training courses during the Programme period:

- Many MP's have no computer available at their Constituencies
- Not all ONA staff has had computers available in the office
- The absence of an operational IT Policy within ONA, which would require staff to use IT skills learned during IT training sessions (missing link between training activities and staff performance)

The *reorganization of the Parliamentary Committees* appears to present a sustainable progress in parliamentary work, through an approved change in the Standing Orders.

The developed *Strategic Plan for Zanzibar* continues to be a reference point for implementation and progress review. The sustainability of knowledge gained through training of various key officials in the ministry and other departments is expected to last and therefore resulting in further improvement in governance matters. Similarly, institutional capacity building of various organizations are also expected to last for sometime to come. However, the financial sustainability is questionable. When donor support is withdrawn, this may have a negative effect on the implementation of the Strategic Plan.

4. Conclusions

It is Evaluators *overall conclusion* that the UNDP funded activities within the Programme "TZA10 00015414 **-** Strengthening Participatory Democratic Systems in Tanzania" can be described as *satisfactorily* conducted in relation to the overall objectives of the Programme and parliamentary needs. The conclusions are summarized below.

In relation to ***overall Programme Administration and Management***, Evaluator finds that the modality established for programme management set-up between UNDP and ONA has been *appropriate*. Evaluator finds that the implemented management model has, *on the one hand*, allowed for building of *ownership* and *strengthening of managerial capacities* within ONA and, *on the other hand,* ensured *close interaction* between the UNDP office and the Local Programme Coordinator on programme intervention.

It is Evaluators assessment that *UNDP has played a satisfactory role* in order to ensure that implemented activities have been *relevant* and *within the overall programme framework*. Likewise, Evaluator finds that UNDP overall has *complied with the responsibilities* agreed upon beforehand between UNDP and the ONA concerning programme monitoring responsibilities.

Evaluator finds that the ***relevance*** of the UNDP supported Programme activities is *very satisfactory*. Support to Parliament and its functioning seems to be at a critical juncture in Tanzania at this time. *Increasing demands from the public as well as from the international society* are putting new and stronger requirements on the Parliament and its capability to adopt and respond quickly and efficiently.

In response to this, adequate facilities and capacities need to be available within the Parliament. It is precisely within this context that the Programme on "Strengthening Participatory Democratic Systems in Tanzania" has played a key role at a time where international support to Parliament was still at a low level.

The Programme has included a mix of transfer of technology and capacity building, through which it has been intended to contribute to the process of developing the Parliament into an efficiently operating institution and at the same time stimulate the overall democratic development process in the country.

Evaluator finds that the overall ***efficiency*** of the UNDP funded Programme intervention has been *satisfactory*, mainly due to:

- Extensive use of *local/national consultants and experts* as trainers, thereby ensuring cost effectiveness and national anchoring in terms of general methods and tools related to a national context.
- Satisfactory *quality of the trainers* contracted through the Programme

- Good *cooperation between UNDP and ONA* on programme implementation
- High degree of *budget flexibility* in relation to reallocation of budgeted UNDP funding between programme components, in accordance with reorientation of ONA priorities during with programme implementation.
- Particular attempts to *coordinate programme* activities with other donors
- Satisfactory *quality of most of the studies and plans* prepared

At the same time, Evaluator finds that experience and lessons learned from implementation of this Programme could be used to *increase efficiency further within a future support programme to Parliament*. The following main issues should be considered:

- Improved *sharing of information* and *internal coordination* within ONA.
- Improving cost-effectiveness through more *strategic planning of training activities*.
- *Plans and strategies* should be prepared for *realistic implementation within a short- to medium-term time horizon.*

Evaluator finds that, although effects and results obtained from the UNDP funded programme activities could be considered as limited within some areas, the overall ***effectiveness*** of the UNDP funded programme support has been *satisfactory,* given the extent to which activities has contributed to fulfilment of the programme objectives.

Evaluator finds that this assessment is justified by three particularities of Programme intervention:

- The Programme was *formulated* as a *framework programme with relatively broadly formulated immediate objectives;*
- The Programme is *based* on an *innovative programme approach, introducing new techniques, themes and working procedures* into parliamentary work and;
- The relatively *low state of development within Parliament* at the time of formulation and implementation of the Programme.

At the same time, however, Evaluator finds it important to emphasize that Parliament, in particular over the last part of the programme implementation period, has demonstrated development and moves forward that will allow for a more *strategic and result-oriented programme intervention* in a future UNDP support phase. This should also make it possible to be more ambitious in future programme formulations and build further on the advances obtained through the just completed Programme.

Evaluator rates the ***impact*** from the UNDP supported Programme activities to be *satisfactory,* in particular when considering that UNDP financial support to Parliament during the period 2002-2005 has been less than 1% of the total parliamentary budget for the same period.

The impact is best evidenced within three programme intervention areas:

- Parliament has passed through a remarkable *technological development process* and *an IT spirit has now emerged* within Parliament;
- Parliament has been turned into a *"committee driven" parliament,* where each parliamentary committee is now linked up to specific ministries and;
- The developed *Strategic Plan for Zanzibar* has been specifically useful in assisting the Government of Zanzibar to undertake a series of governance-related reforms designed to promote participatory democracy, access to justice, transparent and accountable government.

Although, of course, all these achievements during the period cannot be attributed the UNDP Programme alone, it is being emphasized from many sides that *the UNDP Programme has been the driving force* in introducing and demonstrating new technologies and being *an "eye-opener" for MP's and ONA staff on new ways of thinking parliamentary work.*

Evaluator assesses that **sustainability** of the UNDP funded programme intervention is *satisfactory*. The sustainability of the *IT development processes* is manifested in the recently approved ONA budget for 2005/2006, which include significant funding for IT related activities. In particular should be highlighted the *POLIS Website*, where ONA has demonstrated a particular *commitment* to ensure full operation of the website solution upon Programme completion. Likewise, the sustainability of the *reorganization of the Parliamentary Committees* appears to present a sustainable progress in parliamentary work, through the approved change in the Standing Orders.

In relation to the *IT training* carried out, some conditions seem to have limited sustainability of the IT training courses such as lack of computers within parliamentary and constituency offices and the absence of an operational IT Policy within ONA, which would require staff to apply IT skills gained during IT training courses (missing link between training activities and staff performance).

The developed *Strategic Plan for Zanzibar* continues to be a reference point for implementation and progress review. However, the financial sustainability is questionable. When donor support is withdrawn, this may have a negative effect on the implementation of the Strategic Plan.

5. Main Developments within Parliament 2002 – 2005 and Future Challenges

The Tanzanian Parliament has during the Programme implementation period, 2002 – 2005, been passing through a remarkable process of changes and development. This process has been developing in parallel with, as well as a direct consequence of, the UNDP funded Programme support to Parliament.

Evaluator finds it important to keep in mind that a *dynamic and continuous development process* within Parliament has influenced activity planning and implementation throughout the programme period. Therefore, stakeholder views on key development issues and future challenges to Parliament have formed an integrated part of the data collection and analysis carried out as part of this evaluation. Key areas identified are summarized below.

Main *development and change* issues within Parliament during the Programme period include:

- Improved conditions and facilities within the National Assembly sub-office in Dar es Salaam. Further office improvements in Dar es Salaam as well as in Dodoma are in process.

- Improved ICT facilities and opportunities within parliamentary offices, including the establishment of a multi-functional Parliamentary Website (POLIS) and Internet Café.

- Construction of new Constituency Offices for MP's has been initiated by the Government.

- A reorganization of Parliamentary Committees (by change in Standing Orders, 2003) so that they are now linked up to specific ministries.

- The introduction of public hearings within Parliamentary Committees.

- Increased access to parliamentary sessions by TV broadcasters, thereby enabling the public to follow parliamentary debates on TV.

- Significant increase in public involvement in parliamentary work (measured through the number of people who make contact directly with MP's or with ONA).

- Preparation and implementation of a 3-year Strategic Plan and Yearly Action Plans for ONA Departments (from 2004). These plans include target indicators and benchmarking for staff members, who will be evaluated on a yearly basis and promoted according to achievements and performance during the year. This is all part of the new Civil Service Reform Programme which might be expected to gradually change motivations and incentives for staff members.

- Upgrading of MP's and ONA staff qualifications and awareness raising through training activities.

- The establishment of parliamentary issue-focused "action groups" like APNAC (on Corruption) and TAPAC (on HIV/AIDS).

- The 14th Constitutional Amendment was passed in February 2005 in which changes were effected with regard to the relationship between Parliament and governmental institutions as well as changes within Parliament itself. The Constitutional Amendment aims at making Parliament more representative, more effective in lawmaking and more effective in its oversight role.

The above mentioned recent development trends within Parliament, along with new issues coming up during the next period, puts *a range of future challenges* on parliamentary development, including:

- Handling of an *increased number of MP's* (to be increased from currently 295 to 320 after December 2005 parliamentary elections)
- Implementation of *a minimum of 30% women MP's constitutional provision*, with start from parliamentary elections in December 2005.
- The inauguration of a *new and modern Chamber in Dodoma* (it is expected that the building will be inaugurated for Parliamentary Sessions in February 2006) as well as improved office facilities in Dar es Salaam.
- The integration of *a significant number of new MP's* into Parliament and *capacitating* of these new members in key working aspects, such as their role and responsibilities as MP's, the role of opposition and basic IT skills.
- *Strengthening of internal ONA capacities* in order to adapt to modern working practices with more strategic and result-oriented focus, including increased use of ICT and related support systems.
- Making ONA and MP's capable of handling *an increasing number of requests and inquiries from the public.*
- Ensure that focus will be on developing of the *demand side* (the public, CSO's etc.) as well as of the *supply side* (Parliament itself).
- To give the common citizen better access to MP's and other institutional support systems aimed at making the *Parliament a "peoples' organ"* such as the public hearing sessions, civic education programmes and so on.
- Further *strengthening of strategic important Parliamentary Committees.*
- Further strengthening of key ONA support functions such as *Research, Library and IT.*
- Ensure that the *potential impact of the POLIS Website* will be increased.
- Making the *laws more understandable* to the public as well as to the MP's (an estimated 10-20% of the MP's appear to have difficulties with reading and understanding the Bills due to the language of the Bills (English) as well as to the specific "law language" used).
- Making the MP's more operational, and available, within their constituencies through support to *establishing of Constituency Offices.*
- Improve MP's knowledge on ONA *research and librarian facilities and opportunities*, including on backgrounds and qualifications of key staff.

It is within this evolving environment for the Parliament that *a new UNDP programme support phase* will be formulated. Evaluator finds it important to emphasize that future support to Parliament should be *in line with, and in support of, the ongoing change process as well as the future challenges for parliamentary development.*

The assessment and analysis carried out by Evaluator in this report leads to the formulation of a list of *operational recommendations* to be considered for the formulation of a new UNDP support programme for Tanzanian Parliament. These recommendations are presented in the following section.

6. Recommendations

Overall, Evaluator recommends that UNDP will move into *a new and third phase of programme support to Tanzanian Parliament.*

The first two phases of UNDP support have contributed to a strengthening of capacities within Tanzanian Parliament and, at the same time, allowed Parliament to gradually enter into a process of modernization. This has happened at a time where democracy and multiparty parliamentary were still at rather preliminary stages in Tanzania and, importantly, has been effectuated through close cooperation and *partnership between UNDP and ONA.* Evaluator finds that the established UNDP-ONA partnership on parliamentary development provides an excellent opportunity for joint consolidation and further building on results and advances already obtained within Tanzanian Parliament during the first two support phases.

Based on the evaluation carried out, Evaluator has therefore formulated a list of *operational recommendations,* which should be considered for formulation of a new UNDP support programme phase to Tanzanian Parliament. Evaluator wishes to emphasize that the recommendations are based on thorough considerations on the *rational and obvious needs* for parliamentary support on one hand, and what are the *political rules of the game* within Parliament, which might narrow the actual playing field, on the other.

6.1 Recommendations related to Programme Management and Administration

Evaluator wants to stress the following key issues in relation to management and administration of a new UNDP supported parliamentary programme:

- *Programme implementation set-up*. It is recommended to make use of the *same type of programme implementation modality* between the UNDP and ONA, as the one used for the just completed programme. This modality, based on *Parliamentary Leadership,* allows for *ownership and capacity building within ONA* and is preferred by Parliament itself.

- *Programme monitoring.* Evaluator recommends, however, that *UNDP will consider to play a more active role* in particular in relation *to support ONA programme management in implementing proper monitoring and follow-up actions*. This also includes stronger efforts to ensure *more systematic and complete archiving of reports, studies etc. produced through the programme*.

- *Programme coordination*. A "*Programme Coordination Committee*" (PCC) should be established for a new UNDP Programme (preferably, there should be established only one PCC for all donor assistance to Parliament).

  Evaluator suggests that the PCC will meet, at least, twice a year, for instance during every second parliamentary session in Dodoma. The PCC should be composed by the Local Programme Coordinator (LPC), a UNDP representative as well as key stakeholders such as representatives from ONA departments, the government, CSO's and Youth Parliament,

prominent academics, donors etc. During PCC meetings, the Progress Report prepared by the LPC should be discussed and approved and planning of activities to be implemented during the next period should be agreed upon.

- **ONA programme management**. A strong message from nearly all MP's and ONA staff and management who took part in this evaluation exercise is that *Parliamentary Leadership (ONA management)* of a new UNDP Programme should include more *transparency*, *information sharing* and *follow-up* on implemented activities than it has been the case in the just completed programme.

  Evaluator considers that the proposed establishing of a PCC (see above) is a step in that direction but additional efforts will be required as well in order to ensure that MP's and ONA staff and management, as well as other key stakeholders, will be continuously and properly involved and informed about programme formulation and intervention. This could include:

  - Initial and interactive discussions with key stakeholder groups during programme formulation.
  - Presentation and discussion of programme intervention, its objectives, expected results and impact, outputs and types of activities (within ONA this could for instance be done within each ONA department).
  - Distribution of the new Programme Document.
  - Submission of approved Progress Reports and minutes from PCC meetings.
  - Availability of programme documentation (including reports, studies etc.) in the library and through intranet.

- **Donor coordination**. Evaluator recommends that UNDP will take initiative, or support efforts, to establish a *strategic coordination, within ONA of all donor contributions to Parliament*. Such initiative will be in line with, and further support, the ongoing strategic development process within Parliament. Improved coordination must be expected to increase overall efficiency of donor-funded parliamentary activities as well as contribute to more efficient budget planning and programming within ONA.

6.2 Recommendations for overall UNDP programme intervention

Evaluator recommends that a new UNDP programme support phase to Parliament will be based on the following overall approach:

- **ONA point of departure**. A new programme phase for parliamentary support should take point of departure in the *Strategic Plan 2004-2007*, *yearly Action Plans* and *Key Target Indicators* already approved and implemented within all ONA departments.

- **Strategic intervention**. Evaluator recommends that a new Programme Document will be based on a more *strategic, result-oriented* and *systematic intervention*. It is therefore suggested by Evaluator that *the following information will be added a new Programme Document*:

- Specification of short-term, medium-term and long-term targets
- Baseline data (or ToR on how to identify baselines) and benchmarks
- Key target indicators and milestones (to the extend possible, aligning with already identified target indicators within the ONA Strategic Plan)
- Direct linking of training and capacity building activities for ONA staff to specific performance improvements (to the extend possible). This should include considerations of possible constraints in relation to achieving these results (for instance, availability of computers for IT trained persons)
- Tentative Programme Implementation Plan (time schedule)
- Monitoring Plan
- Exit strategy for UNDP (sustainability)
- Dissemination strategy

- *Focused programme intervention*. Evaluator recommends that a new programme will be *more focused* and *based on fewer overall intervention areas* in order to obtain a deeper impact within the specific programme components.

- *Synergies and linking*. Evaluator finds it important to emphasize that *synergies and linking* between the proposed programme intervention areas, as well as in relation to other programmes which operates within these specific fields, should be carefully considered and established as part of this programme formulation. Particular attention should be given to the possibility to coordinate with *other donor programmes* as well as with other *UNDP programmes* of relevance.

- *Deepening democratic approach*. While the just completed Programme only to a very limited degree managed to involve civil society groups, Evaluator finds it crucial that a new UNDP support phase will be targeted towards a *Deepening Democratic Approach*, through which *civil society groups will be empowered to better assist Parliament to represent the people*. Evaluator recommends that *civil society groups will be actively involved in formulation of a new Programme Document* and that it will be considered to *broaden scope of programme management* as to also include civil society groups.

- *Systematic and strategic training, capacity building and awareness*. Overall, it is recommended that a new programme should continue to focus on issues related to *capacity building, training and awareness raising* and build further on achievements from the two former UNDP support phases to Parliament. This recommendation is supported by the views expressed by various key stakeholders.

At the same time, Evaluator finds it important to stress that future programme support for training of MP's and ONA staff should be *more systematic and based on thorough and strategic considerations on future division of roles and responsibilities between ONA staff and MP's*. Such analysis should have direct implications on the extend to which, respectively, ONA staff and MP's will be trained on specific issues such as IT, policy analysis, research methodologies etc. This might be expected to lead to increasing *cost-effectiveness* of parliamentary training activities, in particular at a time where the number of MP's in Parliament will increase significantly.

Moreover, Evaluator recommends that a new programme will look particular into and provide support for training, capacity building and awareness raising activities which are considered to be priorities in relation to the civil society. The Civic Education and Information Sections within ONA are making some efforts to inform publicly about Parliament, for instance through visits to schools in different regions of the country. It could be a case for a new programme to look into the possibility for *a strengthening of capacities within these sections in order for them to do an efficient coordination, planning and implementation of such information activities*. The *POLIS website* provides new interesting possibilities for information on parliamentary issues.

- *Pilot and Demonstration Projects*. Evaluator recommends that particular considerations will be given to *implementation of modules (pilot projects) of the studies and plans that will be prepared through the programme*. It is Evaluators opinion that successful demonstrations of new practices and new "ways to go" is a good way for the UNDP to make notable difference and thereby also strengthen its position and "gearing" role for funds mobilization. The just completed Programme is a very good example of this.

6.3 Recommendations for specific UNDP programme intervention lines

Evaluator proposes that a new programme should be formulated within the following interrelated specific programme intervention areas:

- *Strengthening of internal ONA capacities*. *Support to strengthening of internal capacities within ONA and ONA Departments* to implement own Strategic Plan and yearly Action Plans and to monitor and follow up on these. This might include support for preparation and implementation of a *Communication and Information Strategy* and *Action Plan* for Parliament, for internal as well as external communication lines. Such plan should lead to *improvement of existing procedures for internal communication* and *sharing and dissemination of information within ONA* as well as support to identify and establish *mechanisms for improved cooperation and coordination of activities between and within ONA Departments*. Likewise, the plan should *point out effective mechanisms and modalities for improving relations with the civil society*.

- *Internal parliamentary Training Programme*. Support to implementation of the *internal training programme, which is formulated by ONA based on an internal training needs assessments*. The programme should *avoid developing a parallel training structure* but instead align with the existing one within ONA and, if required, strengthen internal ONA capacities to identify needs and to subsequently develop and implement the training. Priority should be given to training areas with focus on civil society aspects.

- *Analysis and Research functions*. Evaluator recommends that an *assessment* will be carried out on how to strengthen existing *analytical functions* within Parliament. The assessment should consider current service capacity and quality of the *supply side* (currently, the ONA Research Department) in relation to the needs and requests from the *demand side* (MP's). Based on the analysis, operational recommendations should be outlined, on the one hand, to ensure that MP's in the future will get access to improved analytical support services within ONA and, on the other hand, to ensure that MP's will

actually be aware of which analytical services they might expect from ONA and how to make use of them.

- **IT Development**. Support to further *sustaining and development of the IT area* in relation to parliamentary functions. Evaluator believes that the IT area has a high potential impact, internally within Parliament as well as externally. A new programme might include support to formulation and implementation of a *ONA IT Policy*, which should be linked up to the above-suggested improvements in procedures for communication and information lines (see above).

- **POLIS Website**. Evaluator finds it of particular importance that a *Dissemination Strategy and Action Plan* will be developed and implemented for the *POLIS Website* within a new programme phase, with the aim to promote the POLIS website more strategically and thereby extend the use of the website and its potential impact, within as well as outside Parliament. Such strategy and action plan should naturally be linked directly to an overall Information and Communication Plan for Parliament.

  The strategy should include an analysis and planning on how ONA Departments and staff could specifically benefit from the existence of the website and how staff time and resources currently spend on providing certain services could be more efficiently used by applying the website information and functions. Likewise, it should be considered how MP's as well as ONA staff could integrate and make more reference to POLIS and its content when touring around in the country.

  The strategy should include identification and specification of user target groups outside Parliament as well as an analysis of their needs for specific kinds of parliamentary related information. The website content should subsequently be developed and adjusted according to the results of this analysis.

  Target indicators for number and characteristics of visitors to the website should be established and monitored, making use of recently implemented software (July 2005), which allows for a detailed monitoring of visitors to the website as well as to its sub-pages.

  The strategy should also take into consideration how people living in more remote areas in the country, with limited or no current access to the internet, could benefit from the information included into the webpage. This could include distribution of offline CD's (which was done only during the official launching of the website) as well as through support to establishing of local internet stations or platforms, which would benefit a larger group of people at local level. Chat forums with MP's could be established etc.

  Concrete pilot project proposals should be formulated and implemented as part of this exercise. It should carefully be considered how such activities could be linked to other local governance programmes, for instance the currently implemented governmental programme, which aims to establish improved premises for MP's within constituencies.

- **Strengthening of Parliamentary Committees**. A continued and targeted *strengthening of key Parliamentary Committees,* in order for the committees to carry out more effectively

their oversight function. This might include increased interaction with civil society groups as well as a targeted strengthening of support functions to parliamentary committee work (for instance committee clerks, researchers, library) as well as further efforts to create an increased "*institutional memory*" (the SUNY/Tanzania programme has already implemented activities in this respect).

- ***Training of new MP's***. A targeted *training of new MPs* in order for them to catch up basic skills in relation to performing their duties as MP's efficiently. Particular attention should be given to training activities and events with focus on IT (basic) and civil society relations.

- ***Civil Society groups***. *Awareness raising and strengthening of capacities of identified civil society groups* in order to improve their capacity for interaction with and support to Parliament.

- ***Bills.*** Evaluator finds that there is a particular need to consider how Bills could be formulated and presented in a way that would make them more understandable and interpretable to MP's as well as to the public in general. The current Bill language form (English, technical law language) limits a significant amount of key stakeholders for fully understanding the context.