United Nations Development Programme

Tanzania

Legislatures Support Project

(December 2011-June 2015)
**Project Title:** Legislatures Support Project

**UNDAF Outcome(s):**
Key institutions effectively implement their election and political functions

**Expected Output(s):**
Outcome 7.1: The National Assembly and House of Representatives better fulfil their representative, legislative and oversight responsibilities
Outcome 7.2: MPs effectively oversee the monitoring and evaluation of the PRSs

**Executing Entity:**
Speaker's Office, National Assembly
Speaker's Office, Zanzibar House of Representatives

**Implementing Agencies:**
Clerk's Office, National Assembly
Clerk's Office, Zanzibar House of Representatives
United Nations Development Programme

**Brief Description**
Based on the Corporate/Strategic Plans of the two legislatures the project will provide support to the National Assembly and the Zanzibar House of Representatives by helping to strengthen Members' legislative, oversight and representative capacities and assisting the Secretariats of both legislatures to deliver upgraded services to Members. The project is informed by the National Framework on Good Governance, Vision 2025 (Union) and Vision 2020 (Zanzibar), the new 2010 poverty reduction strategies MKUKUTA and MKUZA and the new Five Year Development Plan 2011-2016. Initiatives will target parliamentarians, their committees, and their support Secretariats. Through an emphasis on partnerships with national stakeholders and through technical and capacity development support, this project seeks to:

- Strengthen and enhance the capacity of MPs and their committees to better exercise their interrelated functions of law making, executive oversight including national budget approval and oversight, and representation of constituents/citizens; and
- Strengthen the Secretariats of both legislatures to help them deliver effective services to parliamentarians and help build sustainable, modern internal parliamentary staff management structures and practices.

**Programme Period:** July 2011 to June 2015

**UNDAF Key Action:** Implement a comprehensive legislative support project for the two Parliaments (Union and Zanzibar)

**Atlas Award ID:** 00060696

**Start Date:** 1st July 2011

**End Date:** 30th June 2015

**PAC Meeting Date:**
Management Arrangements: National Implementation

**Total resources required:** USD 7,884,057

**Total allocated resources:**
- **UNDP Regular**
  USD 1,296,460

**Non Core Contributions:**
- **DFID**
  USD 2,340,000 (GBP 1,500,000)
- **One UN Fund 2011-2012**
  USD 2,400,000
  African Development Bank
  Indian High Commission
  TBD

**In-kind Contributions:**
- **South African High Commission**
  TBD

**Unfunded USD:** 1,847,597
Agreed by:

National Assembly:

[Signature]

Thomas. Kashililah Phd.
Clerk

Zanzibar House of Representatives:

[Signature]

Ibrahim Mzee Ibrahim
Clerk

And:
United Nations Development Programme

[Signature]

Philippe Poinsot
Country Director
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Acronyms

AIDS Acquired Immuno-Deficiency Syndrome
AfDB African Development Bank
CAG Controller and Auditor General
CSOs Civil Society Organisations
DDTP Deepening Democracy in Tanzania Project
GNU Government of National Unity
GOPAC Global Organisation of Parliamentarians Against Corruption
HIV Human Immunodeficiency Virus
ICT Information and Communication Technology
ID Identification
LGAC Local Government Accounts Committee
M&E Monitoring and Evaluation
MKUKUTA / Mkakati wa Kukuza Uchumi na Kuondoa Umaskini wa Taifa / National Strategy for Growth and Reduction of Poverty
NSGRP
MKUZA / Mkakati wa Kuondoa Umaskini Zanzibar / Zanzibar Strategy for Growth and Reduction of Poverty
ZSGRP
MP Member of Parliament
MTEF Medium-Term Expenditure Framework
MYFF Multi-Year Funding Framework
NACSAP National Anti-Corruption Strategy and Action Plan
NIM National Implementation Modality
NGOs Non-Governmental Organisations
PAC Public Accounts Committee
PCCB Prevention and Combating of Corruption Bureau
PER Public Expenditure Review
PLWHIV People Living With HIV
POLIS Parliamentary Online Information System
PSC Parliament Services Commission
PSD Project Support Document
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<th>Acronym</th>
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<tr>
<td>PSU</td>
<td>Project Support Unit</td>
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<tr>
<td>SADC</td>
<td>Southern Africa Development Community</td>
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<td>SBAA</td>
<td>Standard Basic Assistance Agreement</td>
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<tr>
<td>SWOT</td>
<td>Strengths, Weaknesses, Opportunities, Threats</td>
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<tr>
<td>UN RC</td>
<td>United Nations Resident Coordinator</td>
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<td>UNCAC</td>
<td>United Nations Convention Against Corruption</td>
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<td>UNDAP</td>
<td>United Nations Development Assistance Plan</td>
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<td>UNDP</td>
<td>United Nations Development Programme</td>
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<td>UNIFEM</td>
<td>United Nations International Development Fund for Women (now part of UN Women)</td>
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<td>UNODC</td>
<td>United Nations Office on Drugs and Crime</td>
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<td>USAID</td>
<td>United States Agency for International Development</td>
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<td>USD</td>
<td>United States Dollar</td>
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<tr>
<td>ZHoR</td>
<td>Zanzibar House of Representatives</td>
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1. Introduction

The Union and Zanzibar legislatures are at different levels of development reflecting the history, needs and resources of both jurisdictions. Both legislatures need long-term, sustainable assistance to become stronger, more effective institutions at the heart of national, democratic governance and essential to building the capable State necessary for national development goals. Grounded in constitutional mandates, the two legislatures have evolved since colonial times, one-party rule and more recently since the introduction of multi-party elections and parliaments. The National Assembly (Union) is a well established legislature, with considerable physical infrastructure, assets, established rules and practices. The Zanzibar House of Representatives has recently moved to new, modern premises and has its own established traditions, rules and practices. Both legislatures now face development needs and challenges especially in the capacities of elected (and appointed) Members to effectively perform their constitutional responsibilities, supported by necessary services such as research and modern managed Secretariats. To help address their current development challenges (to become more effective in their constitutional roles of law-making, oversight and representation) both legislatures have produced recent Corporate Plans to set priorities and guide the next stage of their development to become stronger parliaments.¹

2. Project Description

From the National Assembly Corporate Plan, the following priority areas have been identified for project attention:

1. Enhance Members outreach to citizens to better represent their interests/ Strengthened dialogue between parliament and citizens.

Members need to improve their outreach to citizens. As representatives of all citizens, Members of Parliament can play a key role in addressing national and local governance issues, providing mechanisms for discussion and problem solving and promoting citizen participation in political processes. Women and marginalized groups require particular attention. To this effect, Members of Parliament need to engage citizens in local-issue constituency meetings and in legislation/national issues public hearings which will enable them to participate and to see The National Assembly at work. Moreover, in an effort to ensure that citizens’ concerns and interests are addressed, it is necessary for Members of Parliament to do follow up with government on issues concerning their constituents. This requires research capacities and other tools.

¹ Assessment of Thirty Years of the Zanzibar House of Representatives 1979-2010. Shulji and Rutina
2. Enhance Members' oversight of government functions and capacities/ Parliament effectively and responsibly oversees the activities of the Executive.

In order to enhance the oversight functions and skills of Members, it will be useful to expand meetings for parliamentary committees focusing on oversight functions. Key in this area is a stronger capacity for the National Assembly to be involved in and to oversee the budget cycle, from pre-budget inputs representing the views of an inclusive range of citizens, to stronger public accounts oversight and ensure accountability of government policy to all citizens. Further, liaison with civil society and academic experts is needed to support the work of Parliamentary Committees and enhance MPs capacity for government oversight. To increase the efficiency of committee work it is also important to strengthen the committee structure and processes and make sure that MPs in committees represent a range of citizens views. Special efforts are needed to include the views of women and marginalized groups. Expert policy and advisory support should be more available to parliamentary committees and individual Members of Parliament, especially new Members with less experience who may benefit from capacity building. In conjunction with key national and international bodies such as the University of Dar es Salaam, professional associations, CSOs, and others, greater expertise can be made available to committees. Support will be also provided in identifying gaps and developing a capacity development strategy including provision of long-term senior technical advice and short-term expert training.

3. Strengthen the legislative capacities of Members / Enhanced parliamentary capacity to exercise legislative responsibilities.

Parliamentarians need to enhance capacities to effectively perform their legislative functions and, in effect, improve the quality of legislation. Support will be provided to parliamentarians so they can effectively exercise their constitutional authority to initiate, consider and amend legislation. Support will be also provided for training of staff and parliamentarians in legislative drafting including amendment processes. The research staff will be trained in comparative legislative research and analysis, including the skills to conduct legislative analysis from a gender perspective.

The smooth functioning relationship of Parliament with other branches of the government is critical. Therefore, support will be provided to examine executive and parliament legislative processes in order to ensure that Parliament liaises effectively with government.

4. Strengthen capacity of MPs to undertake gender analysis of potential legislation.

All parliamentarians would benefit from capacity-building initiatives on how to undertake a gender analysis of legislation. Understanding how legislation can have different impact on women and men and marginalized groups is critical to inclusive and quality legislation. This can be done through specialized interactive training, knowledge products, revised MP induction training and better available resources.
5. Simplify the structure of the Parliament Secretariat so as to enhance efficiency vis-à-vis Members of Parliament and accountability vis-à-vis the public.

According to the National Assembly Corporate Plan, there is a need to review the size of the Parliament Secretariat workforce as well as to reorient departments and units of the Secretariat in an effort to streamline and improve the day-to-day business of the Secretariat. This should include information on women’s participation and opportunities in the Secretariat to form the basis of a corporate policy on gender mainstreaming for the organization and the work of the Secretariat. A general staff assessment of core competencies needs to be conducted in order to identify current technical and managerial capacities. A staff assessment would subsequently form the basis for a training programme which would serve to enhance core competencies and skills to adequately provide improved support to Members of Parliament.

6. Enhance overall effectiveness of Members by providing them with Research and IT services

There is a need to strengthen the capacity of Members through further development of a parliamentary research service that can produce relevant timely, useful made-for-MPs research products and by improving access to data and IT.

7. Improve the administrative efficiency of the National Assembly of United Republic of Tanzania.

In order to advance the administrative efficiency of the National Assembly, it is required to put in place regulations for the implementation of the National Assembly Administration Act 2008. National Assembly administration will be equipped with a fully functional, integrated, computerised system of maintaining internal budgeting, accounting, human resource management, and asset management. Support will be provided to develop comprehensive assessment of software, hardware, and integrated management system. Additional support will be also provided to develop asset management tools either as a stand-alone or as an add-on to the comprehensive management information system. Support will be given to IT department of National Assembly to offer comprehensive, sustainable service to all MPs, develop annual maintenance budget for IT and conduct advanced ICT trainings.

8. Not to be included

The project will not include assistance for:

- Office improvements;
- Sitting and other allowances - training will be on site during work time. Any allowances payable to MPs by law will be covered from the regular budget of the NA;
- Parliamentary travel to conferences and regular meetings abroad;
- Pay or any other benefits such as health care for MPs or staff
The Zanzibar House of Representative Strategic Plan closely parallels the National Assembly articulation of needs and priorities:

1. Competency and capacity of Members of the House.

2. Enhance accountability of Members to their constituents.

3. Improve relationship between Members of the House, CSOs and the public.

4. Improve organizational structure and professional staffing

Project activities will be similar to those designed for the National Assembly but tailor-made and adapted to the needs and conditions of Zanzibar.

Strengthening the two legislatures has been established as a priority by both the Union Government and the Revolutionary Government of Zanzibar, laid out in the new (2010) poverty reduction strategies, MKUKUTA 2 and MKUZA 2.

MKUKUTA sets out a target to strengthen “separation of powers and effectiveness of the three pillars of the State...” by “… enhancing the institutional and human resource capacity of each pillar of the State for the proper execution of its functions.”

MKUZA sets out to “strengthen democratic institutions, strengthen oversight institutions” and specifically “the capacity of the House of Representatives will be reassessed and strengthened by imparting necessary skills through training.”

This recognition by government that both legislatures require strengthening as part of the ongoing development of democracy in Tanzania is the basis of UNDP’s favourable response to formal requests from both legislatures for a UN and other donor funded project. The project draws on UNDP’s global leadership and practice of parliamentary support in more than 50 countries (currently support to one-in-three parliaments in the developing world) and builds on UNDP Tanzania experience in assisting the two legislatures through an earlier Deepening Democracy Project (2007-2010) and a Legislatures Support Preparatory Project (2010-2011). Evaluation results and lessons learned from global activities and earlier projects have been taken into account and where relevant incorporated into the concept and design of this project.

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3 NSGRP (MKUKUTA) II July 2010, page 84
4 ZSGRP (MKUZA) II October 2010, page 84
3. Situation Analysis

Tanzania has made noteworthy progress in democratic governance in the past decade. The country remains at peace domestically and internationally and has played an active, constructive regional and international role in promoting peace, conflict mediation and resolution and humanitarian services. Necessary government reforms are being undertaken on a wide front. A national anti-corruption strategy is in place and is being implemented by a Mainland bureau, and others. Tanzania has produced a self-assessment report of the Africa Peer Review process and has drafted a third generation Poverty Reduction Strategies (MKUKUTA II for Mainland and MKUZA II for Zanzibar). Government policy initiatives include a renewed focus on agriculture and rural development and on encouraging private sector-public economic partnerships. The media (although very limited in reach) is lively and inquiring. Tanzania remains one of the preferred partners in Africa for international donor support.

As a result of the 2010 general election the National Assembly with a total membership of 357 seats, women now constitute 41% of the House as compared to 30.7% in 2005. Out of a total of 239 elected seats, Chama Cha Mapinduzi (CCM) has 186 seats, Chadema has 23 seats, CUF has 24, while NCCR has 4 and UDP and TLP have one each. The new National Assembly has elected the first woman Speaker. In Zanzibar, a political accord was reached in 2009 which was followed by a referendum in 2010 in which 66.37% of registered voters supported the establishment of a Government of National Unity (GNU). In the House of Representatives CCM won 30 directly elected seats in 2005 compared to 28 in 2010 while the CUF slightly increased its numbers from 19 directly elected seats in 2005 to 22 in 2010. Women constitute 33% of the House at 27 of the 81 seats.

However, the two legislatures are constrained in fully exercising parliamentary authority for oversight and effective representation. This is largely due to post-independence history of one-party rule until the mid-1990s (positioning the lead party as the centre of politics and policy making, rather than the legislature), and low capacities especially of the Zanzibar House of Representatives. Following the 10th amendment of the Zanzibar Constitution and subsequent formation of the GNU, a unique situation has emerged. There is no official opposition in the House which poses a challenge to critical oversight of the Executive. Furthermore, technical, human capacity, and material constraints prevent both the legislatures from effectively exercising full oversight functions. The same constraints (including Union one-party dominance in the past) have prevented the legislatures from fully exercising law-making functions including fulsome consideration of some legislation and drafting of Private Members’ Bills. Up to 2010, Members’ accountability to all citizens and effective representation of constituents was weak due to a lack of competitive, multi-party politics (Mainland) and other continuing political culture challenges such as a strong Presidential system, poor public understanding of the role of MPs and legislatures, low media consumption (except rural radio) and traditions of clientism.

Nevertheless, many observers believe both parliaments are functioning better than ever before. There is a need to consolidate and build upon this progress. The National Assembly has established considerable credibility with the media and the public in some areas of activity including in anti-corruption,
accountability and oversight issues. This can now be strengthened and better institutionalized. MPs also have some experience in scrutinizing the budget, especially through the Public Accounts Committee and sectoral budget committees, although a more comprehensive budget cycle approach, from pre-budget consultations, understanding principles of gender-responsive budgeting and overall budget scrutiny, through to execution oversight and audit, would both strengthen parliament’s role and ensure a better understanding of budgeting and budgetary responsibilities and constraints. During their opening speeches to parliaments, both the Presidents of the Union and Zanzibar pledged to consolidate and entrench good governance practices including support to parliaments over the next five years. The Speaker of the National Assembly underscores the importance of enhancing research services provided to Members and cultivating strategic partnerships with the media in order to improve citizen awareness and parliament’s representation role.

The two legislatures’ involvement in long and short-term national development strategies remains weak. Legislatures have not been consistently involved in the development of the Poverty Reduction Strategies (MKUKUTA, MKUZA) or other landmark policy initiatives such as Kilimo Kwanza. The Union Constitution mandates the National Assembly to “deliberate upon and authorize any long or short term plan which is intended to be implemented in the United Republic and enact a law to regulate the implementation of the plan.” The Paris Declaration on Aid Effectiveness (2005) calls on partner countries such as Tanzania to “strengthen the parliamentary role in national development strategies.” UN Economic Commission for Africa and the Pan-African Parliament say “African parliamentarians at the national, regional and continental levels owe their countries and African peoples the responsibility of exercising their oversight role to facilitate public ownership of the APRM.” It will be important for the National Assembly especially to negotiate more effective protocols and partnerships with government on respective roles in the formulation, approval, and evaluation of such key development strategies and initiatives.

Information technology and information resources are in place but not well accessed and utilized by Members. This has a negative impact on their ability to exercise their representative function through effective participation in debates, policy and decision making. Overall, Members lack a capacity building programme that would enable them to exercise their responsibilities more effectively and would enable them to develop issues for committee and expertise for other work. Efforts to increase technical capacity of the two Secretariats have made important advances in recent years. According to the National Assembly published Corporate Plan the secretariat staff are “skilled, professional and disciplined,” and the administration is corruption free, ICT equipment is up to date, the library is well equipped, and the infrastructure (building for plenary and committees) is “the envy of many other parliaments.” The House of Representatives has moved to its own new building in Zanzibar but lacks the professional development and material support that the National Assembly has.

5 Constitution of the United Republic of Tanzania Article 63 (3) (c)  
6 Paris Declaration on Aid Effectiveness, 2005, para 48.  
7 “Putting Parliaments at the Heart of the APRM” November 2008 UNECA, PAP, page 49-50  
The two Secretariats have identified forward needs that must be addressed in developing services to Members for effective, efficient, accountable parliaments. For both parliaments these include improving the organization of staff, improving management arrangements, and upgrading staff training. Both parliaments require the further development of research services to support committee, caucus and private Members' needs. Also needed is further development in strategic communication to enhance Members representation of constituents.

4. **UNDP Support to Legislatures**

Globally UNDP ensures that parliamentary support is responsive to the development and cultural context of a partner country. In addition, through formal and informal arrangements with parliamentarians, parliamentary staff, and parliamentary associations, UNDP provides North-South and South-South knowledge exchange and community of practice expertise. UNDP's key global partners include the Commonwealth Parliamentary Association, the Southern African Development Community Parliamentary Forum, the World Bank Institute, the Inter-Parliamentary Union and other parliamentary development practitioners and experts. Through these and other partnerships including with UN agencies such as UN Women, UNDP has developed some of the leading resources on parliamentary strengthening. In a 2011 summary of key global practice lessons learned UNDP's New York parliamentary development office notes:

- **The value of a parliamentary strategic plan supported by the political leadership of the National Assembly**
- **The hiring of a UNDP Chief Technical Advisor (CTA) as a “major factor in delivering results.”**
- **A focus on coaching and mentoring of Committees, Speakers Office and others (rather than seminars and study tours)**
- **Use of South-South exchanges**

In addition, although national implementation is the preferred and Paris Principles based modality for most UNDP and other donor projects, parliament support is often an exception. UNDP's 2009 global strategy approach says "direct execution of parliamentary programmes is becoming more common as UNDP's experience in parliamentary strengthening continues to build. DEX can be an attractive modality because it vests responsibilities with actors fluent in the political dynamics of a programme...that work with civil society and political leadership stakeholders who otherwise have little experience in working together." This approach informs the LSP modality of “NIM Plus.”

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9 Lessons Learned Note, 8 July 2011, Global UNDP Parliamentary Policy Advisor
UNDP has recently defined “NIM Plus” as “one of two scenarios for national implementation: (a) Full national implementation, in which national implementing partners directly assume the responsibility for the related output (or outputs) and carry out all activities towards the achievement of these outputs; and (b) National implementation, in which the national implementing partner assumes full responsibility for the related output(s) but where, at the request of the government, UNDP as a responsible party undertakes specific and clearly defined activities for the implementing partner.”

Other valuable observations and lessons from global UNDP parliament support projects include:

“Although it can be argued that training activities can assist in building the capacity of the staff, the project should have focused specifically on the ability of the Secretariat to provide support to Members in their legislative, oversight or representative functions.” UNDP Evaluation Jordan 2010.

“Increase understanding that the budget is a process and participate in the entire process.” UNDP Evaluation Zimbabwe 2008

“Emphasis should be placed on strengthening the representative functions of parliaments particularly in relation to women and youth…to stimulate the demand side of democracy: popular participation, accountability, responsiveness to local needs, etc.” UNDP Evaluation West and Central Africa 2011.

“Good internal and external communications will be vital both to the morale of the project team, the soundness of the project’s relations with key partners, and the profile of the project in the wider world.” UNDP Evaluation Timor-Leste 2009.

“The UNDP secure the services of a CTA to provide senior management to the programme.” UNDP Evaluation Timor-Leste 2008

“The most successful UNDP projects are characterized by their duration, often as part of a long-term engagement spanning several different project implementation phases.” UNDP Evaluation West and Central Africa 2011

The project is undertaken in the context of the well established understanding that parliament support worldwide is, in fact, a long term enterprise requiring and aiming for sustainability. In their published review of “Ten Years of Strengthening Parliaments in Africa” the Inter-parliamentary Union and UNDP observed and presented as their first recommendation: “Parliamentary capacity cannot be built overnight.”

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12 Revised NIM Corporate Guidelines Announcement UNDP, 15 July, 2011
15 “Parliamentary Development...in West and Central Africa” UNDP DRAFT July 2011, page 32 NOT PUBLISHED YET
16 “Strengthening Parliamentary Democracy in Timor-Leste” UNDP 2009 page 32
17 “Parliamentary Development...in West and Central Africa” UNDP July 2011, page 32
18 “Ten Years of Strengthening Parliaments in Africa” 2003 IPU and UNDP, page 33
UNDP global lessons learned also include a view about long-term technical advisory services. "The necessity of long-term technical advisory support is emerging as one key lesson from UNDP parliamentary assistance to date. Overall experience suggests that while ad hoc technical advisory services are appropriate for seminars, workshops and training activities, long-term, consistent advisory support is critical for ensuring that the political and technical ramifications of parliamentary development can be properly addressed during project implementation."

With this long-term view in mind, the project builds on the achievements of the legislatures themselves and earlier parliamentary support undertaken by UNDP and donor partners. For example, the independent evaluators of the UNDP Strengthening Participatory Democracy Systems in Tanzania project found, "...the relevance of this programme is very satisfactory and that the programme intervention areas are still highly relevant for parliamentary support."

In 2009 the independent evaluators of the Deepening Democracy in Tanzania project (DDTP) similarly observed, "The support to the two Parliaments is very relevant as it aims at empowering MPs to perform their duties in a more effective way, stressing their accountability to their constituents and role as control function on the Government... a targeted effort to empower the MPs to put pressure in parliament for more transparency by Government would be welcomed by the MPs themselves, as well as an important contribution to the deepening of Tanzanian democracy."

The rationale for UNDP's positive response to the requests of the two parliaments for assistance is based on this continued support to both the National Assembly and the Zanzibar House of Representatives since the mid-1990s. The Legislative Support Project builds on earlier parliamentary support provided by UNDP, the World Bank and other development partners. Previous UNDP support to the two legislatures included modernisation of the Hansard system (the record of debates), setting-up internet cafés for MPs and staff so that they can search for information, organising exchange visits to other parliaments in the Region and within the Commonwealth, development of the Parliamentary Online Information System (POLIS) website which hosts and disseminates information on profiles of Members, bills, legislation, budgets, Hansard, committees and elections, enabling Members to gain fast access to information about bills and other House business thereby support the quality of debates in plenary and in committees, and support to the development of the National Assembly Corporate Plan (2009), and the draft Zanzibar House of Representative Strategic Plan.

Keeping in mind the lessons learned from previous initiatives such as the UNDP Deepening Democracy in Tanzania Programme (DDTP) and UNDP global experience, the LSP will focus on the skills development, mentoring of Members and skills/capacity development of the Secretariats (related to Members' needs). Indicators and tools for measuring progress will be developed for overall monitoring and evaluation of the impacts of interventions. The LSP, at the outset, will develop an M & E framework for

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19 Parliamentary Development UNDP Strategy Note May 2009, page 44
21 "DDTP Mid-term Evaluation" UNDP April 2009, page 27
the project within the context of the broader monitoring of the Corporate/Strategic Plan, respectively. The identification of sex-disaggregated baselines will allow for the measurement of progress and results. The UNDP project will be complementary to interventions of other development partners including the World Bank’s on-going support to capacity building for the Economic and Finance oversight functions of the legislatures, the African Development Bank’s support to the Finance, Economic and Budget functions of the legislatures and will incorporate UN Women activities on capacity building for gender mainstreaming and women’s empowerment work as envisaged in the UNDAP and the UN Women gender-responsive budgeting programme.

Through the United Nations integrated country plan for Tanzania the 2011-2015 UNDAP Outcome 7.1 “The National Assembly and House of Representatives better fulfil their representative, legislative and oversight responsibilities” UNDP is committed to provide further support to development of legislative democracy in Tanzania by drawing from its well established and growing expertise and reach in supporting Parliaments world-wide, including in Africa. UNDP pioneers South-South collaboration engaging experts with Southern parliamentary experience, and carefully matching learning experiences with the current and realistic development needs of the two legislatures. This involves forging strong partnerships with other legislative support facilities including in the Africa context the SADC Parliamentary Forum, the Commonwealth Parliamentary Association, East African Legislative Assembly and IKNOW politics (knowledge base and learning exchange for women in politics) and the Parliaments of South Africa, Kenya, Uganda, Ghana, Nigeria and India. These parliamentary institutions and other regional institutions dealing with Good Governance and Parliamentary issues will be tapped for tailor-made training programmes for the Members and Staff of the Secretariats of both the legislatures.

In addition to the UNDP support over the years, the National Assembly has received several packages of support including from Scandinavian countries in the early years of multi-partyism. One of the first parliamentary strengthening projects was conducted by the Inter-Parliamentary Union through the Norwegian Development Agency NORAD. This project which ran from 1993-95 had a technical focus and developed the parliamentary library. The Friedrich Ebert Stiftung (FES), following the transition to multiparty politics, helped build capacity of parliamentary committees and assisted in establishing communication channels between the Members and civil society. DFID, through its project, Strengthening the Union National Assembly of Tanzania started in 2000 followed by a second phase with USAID aimed at improving the representative, lawmaking and oversight functions of the Parliament. The World Bank has been building capacities of the financial committees of the National Assembly through its projects on public financial management while four networks of parliamentarians, namely, the Parliamentarians for Global Action (PGA), Association of European Parliamentarians for Africa (AWEPA), the Inter-Parliamentary Union (IPU) and the Parliamentary Network on the World Bank (PNoWB) are doing peer assistance to enhance the skills of parliamentarians on legislation, representation and oversight. The Commonwealth Parliamentary Association, the World Bank

22 "United Nations Development Assistance Plan July 2011-June 2015" UN Tanzania, page 103
23 "Support for Parliaments- Tanzania and Beyond", by Inge Amundsen, Commissioned by Embassy of Sweden, Dar-es-Salaam, TZ, pgs. 11-12.
Institute, and DANIDA have been engaging with the National Assembly on various occasions to provide specific capacity building support.

5. Project Strategy

The project strategy is aimed at strengthening the legislatures' formal constitutional responsibilities to legislate, provide oversight (including the national budget), and represent the population. These responsibilities provide the national policy, legislative and institutional framework from which the project's activities are drawn. The project strategy builds national ownership through reference to the central features of the country's constitutional system. National ownership is further fostered through a national capacity development focus, and attention to providing national expertise and other national inputs to the needs of the two parliaments. National ownership and leadership is a core underlying principle and includes a balancing of support to the two autonomous legislatures and strengthening cooperation and communication between the political leadership and Secretariats of the two houses.

Focus on Core Functions

The project implementation strategy is underpinned by a capacity development approach through the provision of technical support and expertise with a cross-cutting focus in the areas of accountability (including Parliament's role in public finances and key national policies), anti-corruption, gender equality and women's empowerment, and knowledge access with an emphasis on utilizing national capacities and institutions as partners. The project has five overarching components namely: a) Legislative Development; b) Government & Budget Oversight and Accountability; c) Effective Representation of citizens and constituents; d) Gender mainstreamed in all parliamentary functions, including budget analysis; and e) Capacity building for effective Parliamentary Administration and Management.

Tanzania has an enabling environment for strengthening parliament starting with the legal framework enshrined in the constitutional provisions that underscore the independence of the legislatures. Within the legislatures, institutional rules and procedures exist for effective functions, however there is a need to streamline internal policies, management arrangements, procedures and frameworks to enhance the performance of the two legislatures. Individual capacities Members and the Secretariat staff vary and while there is need to optimize the existing capacities there is also a need to develop capacities in certain areas through external facilitation.

Gender Analysis and Mainstreaming

Gender mainstreaming, informed by gender analysis, is an approach that is used to plan for all people, women and men, girls and boys. In order to strengthen economic and financial governance, there is need to "encourage the examination of budget processes and objectives to ensure that women's and men's needs and priorities are considered equally; encourage women to participate in this examination, including as elected representatives ...; encourage the incorporation of gender analysis in the preparation of, implementation, audit and evaluation of government budgets at all levels; and show commitment to transparency and accountability by encouraging the application of gender analysis in government
budget reports...". To integrate a gender equality perspective in budgets requires gender mainstreaming of policies and programmes behind the budget. And therefore, legislatures while scrutinizing government policies and budgets have to ensure that the needs and priorities of both women and men are addressed equitably and to that extent, the project will take into account gender differences.

The project will also target the capacity needs of women parliamentarians as well as supporting the Women’s Parliamentary Caucus. Legislators will be encouraged to input gender equality and the empowerment of women as a cross-cutting issue in government policy and budget discussions so as to bridge the social and economic gaps that exists between men and women in Tanzania. The introduction of gender analysis and mainstreaming tools and expert technical advice will be part of the project strategy. In addition, the project will support the efforts of the legislatures to track expenditures by gender and development commitments which improve overall accountability and transparency of the budgetary process and the effectiveness of budget policies.

**Holistic Approach to Capacity Development**

This project strategy and approach also includes a holistic capacity development approach (see below) which seeks to unleash, strengthen, create, adapt and maintain capacities of elected Members of Parliaments, Parliamentary Committee’s support staff as well as Parliamentary systems over time.

<table>
<thead>
<tr>
<th>Holistic Capacity Development Approach</th>
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<tr>
<td>Holistic Capacity is developed at three levels (i) policy (ii) institutional and (iii) individual levels. The core issues that have the greatest influence on achieving effective outcomes at these levels are:</td>
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<tr>
<td>• Institutional arrangements: these includes policies, practices and systems that allow for an effective functioning of an organization;</td>
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<tr>
<td>• Leadership, that is, the ability to influence, inspire and motivate others to achieve or even go beyond their goals and is most commonly associated at the individual level, however, it also exists within the enabling environment and at the organizational level;</td>
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<tr>
<td>• Knowledge, or what people know, underpins their capacities that is, capacity development which may be fostered at the individual level through education, within an organization through on-the-job-training, etc.; and</td>
</tr>
<tr>
<td>• Accountability, which exists when right holders are able to make the duty bearers deliver on their obligations. From a capacity development perspective, the focus is on the interface between an institution and its clients and it is clear that a shift from vertical accountability to public accountability allows for greater and direct access to client feedback, faster response, and is very relevant to representative institutions like the legislatures.</td>
</tr>
<tr>
<td>• Sustainability; capacity development should be rooted in national development goals.</td>
</tr>
</tbody>
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UNDP’s approach will be to engage with the systems already in existence within the legislatures, integrate into the existing processes and support the priorities already identified under the strategic plans. The capacity development actions will aim to develop skills to understand the nature of institutional arrangements, rules and procedures and functions, foster leadership and knowledge and make parliaments more accessible institutions. Support will be provided to better perform oversight of public policies, through access to the information available, develop the skills of the staff to utilize information and thereby make a sustainable improvement in the support that is provided to the Members and leadership of legislatures. The project inputs will be guided by the principles of relevance to each of the legislatures, efficiency in terms of the quality of results achieved, effectiveness in terms of impact and the overall sustainability of the project interventions.

Furthermore, the project will specifically address key challenges cited in the strategic planning process undertaken by the two legislatures. These include:

The National Assembly Corporate Plan:

- Insufficient research capacities
- Insufficient follow-up of issues raised by MPs in question time
- Absence of MP outreach programmes to citizens and constituencies
- There is no proper coordinated training programme for Members of Parliament and staff
- No coherent capacity building programme for Members of Parliament
- Unclear capacity building on gender equality
- Inadequate coordination between Secretariat departments leading to duplication and inefficiency
- The management of Secretariat human resources has been weak and needs to be improved
- The skills levels of the ICT usage among Members of Parliament is weak and inadequate

Zanzibar House of Representative Strategic Plan (Draft):

- Inadequate levels of competence of Members of the House
- Little public involvement in the legislative process, oversight and other functions of the House.
- Negative public perception of the House
- Inadequate information system
- Absence of a well-equipped library
- Inadequate funding for training activities
6. Partnership Strategy

The project will be undertaken by the National Assembly and the Zanzibar House of Representatives in partnership with UNDP. Additional partnerships with national and international organisations, academia and centres of excellence will be advanced for the achievement of the project goal and outcomes.

The NA and ZHoR aim to engage a range of partners through an overarching partnership framework, which will identify the role, contribution, and interest of chief partners. UNDP will provide support to the set-up and monitoring of partnership arrangements. UNDP will also directly manage and be accountable for financial contributions to the project and will therefore also play a key role in related reporting.

The project partnership strategy will build on the harnessing of local capacities and expertise and promotion of South-South cooperation. International partners may include:

- Parliamentary training institutions such as the Bureau of Parliamentary Studies and Training (BPST, Parliament of India);
- Regional Parliaments such as the South African Parliament, EALA, Kenya, Uganda Nigeria and Ghana;
- The Commonwealth Parliamentary Association (CPA) iKNOW politics and others.

Partnerships will be forged with the UN Women (in the context of UN Delivering as One) for the gender component in the project, and with the World Bank and the African Development Bank to work with the Finance and Economic Committee.

In addressing oversight capacity development needs and knowledge building, partnership and collaboration will be forged with key national agencies such as: The Office of the Controller and Auditor General, Local Government Authorities, the Public Procurement Regulatory Authority and The Prevention and Combating of Corruption Bureau, NGOs that have been conducting budget tracking studies, gender budget analysis and citizen monitoring surveys to present findings and participate in public hearings. Regional centres of excellence such as the Parliament Centre in Accra and other similar institutions will be identified to support capacity building. In addition the MKUKUTA/MKUZA Secretariats, the APRM Secretariat and others may be engaged to conduct thematic awareness-raising seminars.

In forging effective representation of constituents by Members the project will provide opportunities for several partnerships. Key to partnerships is the involvement of the media as well as the general public. CSOs also have important role to play to provide inputs to debate and advise to Committees and to report to their membership.

Training will be provided by specialised IT and governance training institutions. These will include in-house training or customised training by other Parliament experts/Parliamentarians from for example
the South Africa, Kenya, Nigeria, Ghana and India. Reputable institutions like Bureau of Parliamentary Studies and Training (BPST), may also be included for specialised areas of knowledge building. Higher Learning, research and academic institutions such as the University of Dar-es-Salaam will also provide strategic partnership in this area. Learning will also be promoted through regional parliamentary associations and UNDP global parliament learning resources.

Development Partners in Tanzania play an important role in supporting the project. Several bilateral partners that have provided core technical assistance to the National Assembly in the past can help ensure a harmonized and coordinated approach to donor support to parliaments. DPs can also play an important role in sustaining successful approaches and contributing to the application of lessons learned from past assistance. Financial contributions, critical for achieving the project results, will be encouraged as contributions to the United Nations One Fund or as non-core contributions, building on successful past collaboration and lessons learned in previous UNDP projects, most recently the 2010 UNDP Election Support Project.
7. Project Components

The project's components are briefly summarised as follows:

**Component 1: Legislative Development**

This component relates to the law making function of legislatures. It involves firstly being informed about the role of the legislatures in the enactment of a law, secondly grasping the underlying policy issues behind a proposed legislation and thirdly the technical skills associated with the drafting and amending of legislative Bills. The component is achieved through enhanced capacity of Members to effectively deal with Government Bills, and skills to introduce private Members Bills and motions. The component involves improving the technical support and expertise of Members of Parliament and Members of Zanzibar House of Representatives to understand substantive issues, learn technical/legal aspects of bill drafting *per se*, enable informed scrutiny of the bills, conducting consultations with constituents, public hearings, summoning expert witnesses, receiving written evidence/testimonies for effective representation, and presentation and debating bills in the House. The component will also provide skills for Members to draft, with justification mark-ups or re-writing and build a case on recommendations for amendments to Government Bills. Other skills to be provided under the component relate to increasing the Member's capacities to interpret committee reports as well as making public and/or dissenting statements.

This component is particularly relevant in light of the large number of new members of the House. The outcome will be reflected in the enhanced capacity of the legislatures to affect the policy process through informed discussions in the House, the number of recommendations made by the committees on Bills referred to them and the opportunities for Private Member Bills/Motions submitted to the House, the time afforded to MPs to examine and amend bills.

UN Women and UNFPA have been providing support to gender mainstreaming and have supported work on gender equality and women's empowerment in a number of national institutions including the legislatures. The project will involve these UN specialised agencies to provide training, capacity building services as well as technical support and expertise on gender mainstreaming skills and practice, gender equality and women's empowerment work, as well as in gender responsive budgeting. UN Women also draws on the expertise of the iKNOW politics (women in politics programme) enterprise.

**Component 2: Oversight and Accountability**

Legislatures have the mandate to hold the government to account and conduct oversight of activities. A successful outcome of this component depends on the extent to which Members and the Secretariat appreciate the principle of separation of powers in the context of legislature, *vis-à-vis* the executive and conduct oversight of the executive. This is undertaken by informed debates in the House, questioning Ministers during question hour and in-depth analysis of the budget as presented, debating the performance of Ministries and policy papers in the Committees and the House. A successful outcome depends on knowledge and skills of Members, Committees and Secretariat Staff to conduct oversight of the sectoral development plans, anti-corruption, other policy issues such as the MKUKUTA/MKUZA and
MDGs, possess knowledge on budget cycle and skills in budget analysis against key objectives, performance budgeting principles, gender responsive budgeting, gender mainstreaming and interpreting and understanding audit recommendations. In-terms of outputs it will assist the development of a consolidated database of experts, CSOs and other relevant stakeholders for each specialised committee and an in-house handbook for use of committees on field/oversight visits.

A key indicator towards this outcome is the number of recommendations emerging from the Committees on each of the issues presented before it, the number of national reports made available for debate in the House/Committees, number of witnesses and CSOs summoned to depose before the committees, submissions of written evidence, expert opinions received and ability to review the progress of MKUKUTA/MKUZA and its recommendations. Another key indicator towards this outcome will be analysing/debating the budget as presented, debating the performance of Ministries, debating the annual report of The Controller and Auditor General and Members to be incrementally engaged in the national budget process throughout the budget cycle and the oversight of the MKUKUTA/MKUZA process.

The National Assembly has shown considerable interest in the field of anti-corruption and the Zanzilbar House of Representatives will shortly deal with anti-corruption legislation for the first time. Anti-corruption will be a component focus area in the project. The United Nations Convention against Corruption provides a framework for parliamentary involvement in this area. It will be important that anti-corruption activities are perceived by the public as authentic and not merely public relations. At the same time, best practice in this field suggests that dramatic but inconsistent gestures are less effective than an approach built on broad, long term activity and efforts will be devoted to guiding action in that direction. The World Bank and the Commonwealth Parliamentary Association have observed, "Corruption is a symptom of deeper institutional weakness. Hence, the best way to fight corruption is not to fight corruption in itself but to address these institutional weaknesses. In other words, the best way to fight corruption is to improve governance – that is, the process, the institutions and the customs through which the function of governing is carried out."25

The project will work with the leadership of the two legislatures in order to develop an anti-corruption work plan, developed in line with the strategic focus and framework of the new NACSAP.

Component 3: Effective Representation of citizens and constituents, especially marginalised groups.

This component relates to the representative role of legislatures. It will address the issues relating to improving the interface between the legislators and their constituents and making the legislatures more accessible to citizens by improving public communications while improving the skills of legislators in mitigating conflicts in society and as promoters of peace. This will involve outreach activities for taking Parliament closer to the people and further taking feedback from such town hall meetings to shape the recommendations from the Legislature on policy issues to the Government. A key indicator will be

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development of specific radio and TV programmes aired especially in rural areas, establishment of a Business Centre for use of parliamentarians in the legislatures, conduct of youth parliaments. Another key indicator will be the use of the research fund by committees to analyse issues in-depth and the tabling of such reports in the House and improved research facilities and access to diverse data/information sources for Members/Committees. An additional key indicator will be the number of interactive sessions held for legislators and for the community highlighting their role as players in building peace especially in Zanzibar.

Component 4: Gender mainstreamed in all parliamentary functions

Gender equality and women’s empowerment is a cross-cutting theme in the project. Human development is significantly dependent on improving circumstances for both women and men, including a reduction in maternal and child mortality, improved nutrition and health, and increasing access to education, employment, and ecosystem services. In all these areas women’s inputs and perspectives are necessary to build effective policies. In many countries this is provided through applying a ‘gender equality lens’ to policy making; put in another way, through the assessment of differential impact of policies on various groups in society, including the marginalized and vulnerable. Parliaments have an important role to play in the process, especially through the budget process. The project will work closely with committees to support a gender equality approach, including where possible a continuing dialogue with civil society and local populations on the legislative and policy needs of women, children, and other vulnerable groups.

Legislative scrutiny must seek to ensure integrating women fully in the development process by applying a transformative approach to empower women and in mainstreaming gender issues in policies, programmes and budgets. A successful outcome under this component will be the ability of MPs to analyse the extent to which any policy commitments to gender equality concerns are matched by allocations from the budgets and extent to which drafted and adopted legislation reflects women’s needs and priorities. The project will provide technical support and expertise through the legislature’s committee system on gender concepts, approaches to planning, budgeting and gender gaps. It will also provide support to institutionalizing the Women’s Parliamentary Caucus and advocating for office space and secretariat within Parliament. A key indicator will be the availability of tools and in-house training modules for MPs which enable them to frame agendas, mobilise support, understand gender analysis of policy issues, the budget and the essentials of sex disaggregated data. Further, gender equality and women’s empowerment champions will be supported along with the women’s parliamentary groups. Activities under this component will be address both female and male parliamentarians, as well as Secretariat support staffs.

Component 5: Capacity building for effective Parliamentary Administration and Management
This component focuses on the Secretariats, with the aim of ensuring sustainability of the interventions in the long run. A successful outcome will be a more professional Secretariat in the National Assembly and the House of Representatives which meets the needs of Members and Committees. A key indicator will be a more professional Secretariat with clear roles and training plans for staff, work flow studies, monitoring and evaluation of its activities on a regular basis. It will entail strengthened skills of Secretariat staff particularly in research, public information and legal drafting. The outcome depends on work flow studies, training schedules for staff, improvement in library holdings, documentation, establishment of functional ICT infrastructure which provides an information highway to Committee staffs and Members. The level of coordination between departments and with internal and external stakeholders is an important milestone for achievement of this outcome.

8. Risk Management

Any risk analysis must take into account the challenges facing Tanzania. These include the possibility of economic downturn which might lead to reduction in available resources from government for the parliaments. Although the 2010 general elections are over, post elections problems (including post-election related violence) could undermine the legitimacy/credibility of elected parliaments. Political circumstances could lead to frictions with the executive (in either or both Zanzibar and the Mainland) including reduced cooperation and resources for parliaments. The absence of an official opposition in the Zanzibar House of Representatives following the formation of the GNU could lead to reduced party competition, less scrutiny by Members and less efficiency in exercising oversight functions. In addition, national economic and social development remains circumscribed, although the country has adopted comprehensive National Poverty Reduction Strategies and significant achievements have been noted in some key areas. On-going, unaddressed deep, widespread poverty and unemployment can lead to social and political unrest and questioning of the authority of State institutions. Many years of non-competitive elections and weak political accountability have led to some public scepticism about parliaments in particular and about the potential for government playing a positive role in people’s lives. The project itself could be influenced by outside/international development partners interests (North-South), apparent lack of national ownership, thus infringing on the sovereignty of parliaments and delaying implementation.

The risk assessment table below identifies some of the key challenges to project success and steps that can be taken to minimize these risks:
<table>
<thead>
<tr>
<th>Risk</th>
<th>Risk Management Measures</th>
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</thead>
<tbody>
<tr>
<td><strong>Public Perception:</strong></td>
<td></td>
</tr>
<tr>
<td>Possible declining public legitimacy of parliaments due to unresolved social and economic problems, inter-party tensions and contested results.</td>
<td>Project activities will aim to support pro-active MP-constituency activities/communications, and strengthening MPs conflict resolution awareness, mediation and other skills.</td>
</tr>
<tr>
<td>Tanzanians may view democratic institutions as of low priority</td>
<td>Information sharing and advocacy to ensure the general public and the media have adequate understanding of the central role of parliaments in underpinning human and national security, development, and the rule of law.</td>
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<tr>
<td><strong>Partnerships:</strong></td>
<td></td>
</tr>
<tr>
<td>International and National project partners may seek to leverage specific political or non-technical interests through parliament support</td>
<td>Under the principles of national ownership and with full respect to parliamentary sovereignty, the parliaments will manage the project with UNDP neutral and impartial technical support. Partners will be invited to provide high-level technical and strategic guidance in the project board, which will have strictly non-political, non-partisan Terms of Reference.</td>
</tr>
<tr>
<td>Insufficient funding for the project</td>
<td>Indications so far by potential donors suggest this risk has low probability. The chief management measure would be prioritization of core capacity development activities by the Project Board.</td>
</tr>
<tr>
<td>Radically reduced government funding to parliaments due to economic or political considerations</td>
<td>Project support is complementary to government funding. Activities will be implemented as largely stand-alone, not dependent on other resources and development activities.</td>
</tr>
<tr>
<td><strong>Lack of capacity:</strong></td>
<td></td>
</tr>
<tr>
<td>Capacity-building activities may transfer knowledge inappropriate to the environment of Tanzania</td>
<td>Ensure resource people are sensitive to the circumstances of Tanzania. Arrange South-South expert support and cooperation agreements where possible.</td>
</tr>
<tr>
<td>NIM projects subject to implementation delays including late disbursement or delays through the Exchequer</td>
<td>The National Project Manager in the NA/ZHoR will be supported by a dedicated capacity support team as well as interaction with the UNDP Country Office/Zanzibar Sub-Office to facilitate reporting and disbursement. Particular attention will be paid to monitoring the timely reporting and new disbursement, which are key delay risks.</td>
</tr>
<tr>
<td>The absorptive capacity to respond to the LSP activity may be limited or slow</td>
<td>The aim of the LSP needs to be clearly articulated to all Members and Staff. Clear mechanisms for communications about upcoming</td>
</tr>
<tr>
<td>Risk</td>
<td>Risk Management Measures</td>
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<tr>
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<tr>
<td></td>
<td>activities and progress being made by the LSP will be crucial to ensure LSP retains the support and ownership of the target beneficiaries.</td>
</tr>
<tr>
<td>Political risks:</td>
<td></td>
</tr>
<tr>
<td>Potential frictions with executive (due to political change, other).</td>
<td>Project may assist in dialogue and establishing cooperative mechanisms around budget, anti-corruption, other.</td>
</tr>
<tr>
<td>Absence of opposition in Zanzibar (post 2010 election) may hamper conduct of parliamentary business</td>
<td>Support development of bi-partisan oversight by backbench Members and Parliamentary parties. Objective advice to parliamentarians in consideration of legislation regarding political parties.</td>
</tr>
<tr>
<td>Potential friction within legislatures along party lines regarding project implementation</td>
<td>This has been addressed by inclusion of Members of the Parliamentary Steering Committees of the legislatures also on the Project Board.</td>
</tr>
<tr>
<td>Changes in the Constitution may affect the role and composition of Parliament</td>
<td>Assess the on-going process through the governance structures in the Project and respond, wherever necessary. The project can undergo substantive revision to address such changes, if necessary.</td>
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9. Monitoring and Evaluation

The monitoring and evaluation (M&E) framework will be divided into two levels (a) outcome and (b) input/output M&E. Outcome monitoring will focus on qualitative changes and outcome-level results that will be achieved as part of implementation of the parliaments corporate/strategic plans. The project will aim to integrate its monitoring framework within the parliaments' Monitoring and Evaluation Systems to ensure the emergence of holistic and sustainable monitoring mechanisms around parliamentary performance. Care will be taken to develop both project level and outcome indicators that are gender-responsive and sensitive to other cross-cutting issues. Key activities will include data collection, conduct of surveys and opinion polls, strategic research and analysis and formulation and implementation of a comprehensive communication/civic education strategy. The indicator framework will be divided to measure outcomes of both the internal (systemic) and external environment of the parliaments. The project will rely on data and information coming from the legislatures and relevant stakeholders, in addition to primary data collection to support outcome/impact assessment.

The parliaments M&E systems (also referred to as Legislative M&E System) will be located in the Secretariats as part of M&E of their corporate/strategic plans. The systems will build upon existing M&E activities in parliaments such as POLIS, Hansard databases, library archival systems, civic education and newsletters. The establishment of the M&E framework is consequently an integral and crucial component of the project capacity development approach.
An M&E strategy will be developed to guide the process. Technical experts and dedicated project staff will support establishment and operationalisation of the M&E framework. Monitoring will be done routinely and jointly by the project team and the Secretariats and a framework for this purpose will be developed. The project will establish benchmarks and targets for all activities and performance of the project will be monitored by tracking the achievement of the targets for each activity. Project monitoring results will be reported on a quarterly basis and its results reported through the Annual Implementation Reports of the project.

External, independent project evaluations will be carried-out at mid-term and at the end of the project. A terminal assessment of the project to document results and to record lessons learned will be held at the end of the project’s operation.

Financial monitoring of the project will be the responsibility of the National Project Manager in NA and ZHoR, respectively. UNDP will provide oversight through quality assurance/endorsement of the quarterly financial requests and reporting. Budget revisions, allocations and expenditure reports will be produced in line with UNDP NIM guidelines.

Audit will be undertaken annually under NIM/HACT regulations by the CAG’s office and will support ensuring that resources are being managed in accordance with the legislatures financial regulations and rules. Private audit firms may be contracted to assist in facilitating the audit process if so required by the CAG or respective National Project Manager.

10. Management Arrangements

National Implementation Modality
The project will be nationally implemented which means that implementation and decision making are in the hands of the two parliaments themselves, with limited, specifically designed implementation capacity support provided by UNDP (i.e. monitoring and evaluation, finance, high level technical advice). Of particular value is the politically neutral and trusted relationships established and maintained by the UN with national parliaments in Tanzania and globally. As is always the case, the implementation approach of this UNDP parliament support project will be essential to maintain that approach, neutrality and trusted relationship.

The project will be implemented through the UNDP National Implementation Modality (NIM) “NIM Plus” with the use of national systems for project implementation supported by substantial UNDP assistance. Under NIM, funds are advanced in quarterly advances to each administration in support of activities agreed in the Annual Work Plan endorsed by the Project Board. Funds are disbursed based on request in the HACT format, and a new advance can only be issued once the previous advance has been spent to at least 80% and properly accounted for. The National partner is accountable to UNDP and the
Government Coordinating Agency (Ministry of Finance) for reporting on progress towards achievement of results, and to UNDP for documenting prudent and proper use of resources.

Long-term project personnel will be hired by UNDP with agreed terms of reference and reporting to the Clerks (National Project Director) within respective Secretariat. The technical advisory personnel will have an important decision support function, but will not have the responsibility for decision making. Short-term consultants are subject to procurement guidelines.

As per NIM guidelines, procurement will be undertaken by each parliament according to Government rules and procedure, or by UNDP using UNDP procedure when so requested. Inputs will be agreed within the project work plans for the NA/ZHoR respectively, and obtained with full attention to value for money, fairness, integrity, transparency and competitive process. In addition and in keeping with those principles, the National Project Manager has the authority to request another entity (Responsible Party) to act on its behalf to purchase goods, provide services, carry out project activities and produce outputs. Such entities – which would include most project partners also UNDP – are directly accountable to the implementing partner in accordance with the terms of their agreement or contract.

Regular internal oversight of the project’s activities will be provided by the management board of each parliament as part of the overall oversight of parliamentary affairs. The project management structure will thus be directly linked with the internal management structures of the two legislatures. The Parliament Service Commission of the National Assembly and the Steering Committee of the House of Representatives are the management bodies of the two institutions tasked with overseeing the implementation of the corporate and strategic plans and guiding internal management and management policy development.

**Project Board**

A dedicated Project Board will enable partners to jointly oversee the project progress and assurance to meet agreed results. The board may provide guidance on the specific work plans and progress of project defined and agreed goals and activities, in addition to setting the parameters for project management. Overall, the respective Speakers will perform the Executive or National Project Director role to the project which is associated with chairpersonship of the board, while the respective Clerks will be responsible for the management of implementation of the project.

The high-level Project Board (PB) will bring together the leadership of the two parliaments (National Assembly and House of Representatives) supported by the project. The Project Board will be chaired by the Clerks of the two legislatures on an annual rotational basis, beginning with the National Assembly. Other members will be the UNDP Resident Representative or Country Director, Heads of Mission or senior-level representatives from two contributing development partners, the UN Women Country Representative, two MPs who are Members of the National Assembly and two MPs who are Members of the Zanzibar House of Representatives. The two National Project Managers will be ex-officio members’ of the Project Board. Board meetings will also be attended by the National Project Manager and core personnel.
A paramount role of the Project Board is to ensure that the objectives of technical strengthening of parliaments are met. National members may be nominated with reference to skills, qualifications, and interest in this area. The Board will have strictly non-political, non-partisan Terms of Reference to strengthen its focus on the intended technical results.

A schematic overview can illustrate the project management arrangements as follows:

*This box represents a duplication of the Project Manager function; Project Teams for NA and ZHoR are separate.*

Within respective Secretariat, a National Project Manager will oversee the day-to-day activities of the project (the Clerk or a person designated by him). The National Project Manager is accountable for the achievement of project outputs. The team will include representatives of technical functions (e.g. parliamentary research function) in addition to internal project support functions of Planning, Accounting and Administration.

In addition to the National Project Manager in each legislature, external Project Support through a Senior Parliament Advisor, a Parliament Advisor for Zanzibar, an M&E Specialist and a Gender Specialist will be hired, project teams for administrative and other support will also be made available to support the two parliaments in the implementation of the project over its duration. Short-term experts will be procured in well defined areas, and additional external experts may be seconded for a limited time under partnership arrangements. All Technical Specialists will have a primary function defined by capacity development objectives and will work with and strengthen the corresponding institutional focal points on respective issues. In the interest of sustainability, particular care will be taken to avoid supplanting national capacity.

Technical Specialists, under the overall guidance and coordination of the Senior Parliament Advisor, will be responsible for providing expert advice on parliamentary development and meeting the needs of MPs and their Committees and staff, closely assisting project beneficiaries to develop work plans and budgets, evaluate financial reports, disburse advances and provide inputs to the project’s periodic reports to the Project Board. The Senior Parliament Advisor will provide high-level substantive support to the Speakers and Clerks, Members and staff on contemporary and comparative parliamentary practice and development. The M&E Specialist will develop the M&E framework for the project and develop data collection tools for the same. He/she will support the two legislatures in monitoring and reporting on implementation of project activities.

11. Legal Context

This document together with the CCPD and UNDAP signed by the Government and UNDP 30th day of May 1978 which is incorporated by reference constitute together a Project Document as referred to in the SBAAA and all UNDAP provisions apply to this document. Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the implementing partner and its personnel and property, and of UNDP’s property in the implementing partner’s custody, rests with the implementing partner. The implementing partner shall:

a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;

b) assume all risks and liabilities related to the implementing partner’s security, and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.
The implementing partner agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.

12. Financing Arrangements

The four-year project will be financed through a contribution from UNDP core resources as well as contributions from Tanzania’s Development Partners. The parliaments may cost share activities and additional contributions may be received in-kind particularly as part of South South support from developing-country partners.

The National Assembly and House of Representatives will operate a dedicated project account for this four-year intervention.

Funding Modalities

Two modalities are available to contributing partners for financing this project:

- An unearmarked contribution/contribution earmarked to the Governance sector of the One Fund, through signature between the contributing partner(s) and the Administrative Agent of the One Fund; or
- A bilateral cost sharing agreement with UNDP as per the existing global formats between UNDP and respective donor.

While the UN in Tanzania under the UN Development Assistance Plan (UNDAP) welcomes unearmarked contributions to the One Fund as the preferred modality, donors intending to earmark resources are encouraged to make bilateral contributions.

This Project Document signed by the Government and UNDP, the One Fund Administrative Agreement and the Cost Sharing Agreement will constitute the total agreement between the partners. UNDP will be fully accountable for managing the project funds through oversight mechanisms described above and as laid out in UNDP policies, regulations and rules.

The project will not fund any sitting or special allowances for members or staff, upon the two legislatures bearing these costs as allowable in their respective institutions and as a cash contribution to project activities. The budget below does not factor in these costs and is limited to financial contributions through UNDP.