The Legislative Support Project Phase Two

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Made possible through funding from the embassies of Denmark, Ireland, United Kingdom (DFID), and Sweden
I am delighted to introduce the inaugural newsletter of the second phase of the Legislative Support Project (LSP II), a partnership between the National Assembly of Tanzania and the United Nations Development Programme (UNDP). This new US$12.7 million five-year project which started in January 2017 and is expected to run until December 2021, builds on the achievements and lessons learned from the first phase of the Legislative Support Project (2011 – 2016). I was privileged to have co-chaired the oversight board of LSP I and can attest to the significant impact of the partnership between our parliament and UNDP as well as UN Women in advancing our parliamentary reform agenda.

As our Parliament continues to grow stronger and more influential in all its constitutional functions, this new phase can only take us to new and greater heights. Already, the project is beginning to show impact in such areas as improved legislative capacity of our members, budget scrutiny as well as public expenditure review and oversight of the Executive branch. Citizens’ interest in the work of parliament continues to increase thus challenging us to find better and more effective ways of taking parliament to the people. With Dodoma – our capital – and the home of Parliament, fast becoming truly the centre of all government business, the project will go a long way in supporting our efforts to increase interaction with the public, business and civil society organisations.

The impact of the project is evident in the ever-improving quality of the work of our Committees and the reports they present to the National Assembly, and the growing confidence among our parliamentarians especially those who are in their maiden terms of office. There is clear improvement in the quality of services provided by our staff to Members of Parliament (MPs). I would like this to continue.

In the context of our country’s gender equality commitments, I would want the project to pay attention to gender mainstreaming and women’s empowerment in the work of our parliament. Whereas our electoral system has allowed us to make significant milestones in women’s representation in parliament where 40% of our members are women, our system of representative democracy can only grow stronger and more inclusive when our laws, budgets, policies and practices are not gender blind.

I would like to pay tribute to our development partners, the embassies of Denmark, Ireland, Sweden and the United Kingdom’s Department for International Development (DFID), without whose generous support, this project would not have existed. That three of our development partnership renewed their support from LSP I to LSP II, and a new partner, Denmark, also came on board is testament to the value that they find in supporting our legislature. I am aware that UNDP continues to work closely with our development partners for their continued support throughout the project lifespan.

On my part, I want to assure them of my personal commitment in ensuring that the agreed objectives are achieved. I also implore our parliamentarians and staff to make full use of the opportunities availed under this project for their and our parliament’s benefit.

Hon. Job. Y. Ndugai (MP)
Speaker,
National Assembly of Tanzania.
This inaugural LSP II newsletter covers the implementation of activities supported by the project in 2017 and part of 2018. This capacity building initiative goes beyond traditional use of training sessions to include other innovative capacity building methods such as peer-to-peer exchanges, mentorship, coaching, attachment programmes and testing of best parliamentary practices within the context of Tanzania.

During the period under review, Project activities focused on capacity strengthening for parliamentary staff and civil society and targeted support for selected parliamentary committees. The project also expanded the pool of resource persons and facilitators to include former and current MPs, government institutions, academics, civil society, UNDP representatives and National Assembly staff.

In the area of knowledge development, the project supported the development and validation of various knowledge products, guidelines and manuals geared towards enhancing the quality of the National Assembly's legislative, oversight, budgeting and representation functions, as well as informed public participation in and interaction with the National Assembly. Thus far, some of the knowledge products that have been developed include guidelines on bill scrutiny, field visits, private members' bills, private motions, public hearings and CSO engagement. The guidelines on the ratification of international agreements were also approved and are available on our website: http://www.parliament.go.tz.

The project is currently supporting the testing of the efficacy of the various guidelines through targeted support to six committees, namely the Budget Committee, Public Accounts Committee, Local Authorities Accounts Committee, Agriculture, Livestock and Water Committee, Constitution and Legal Affairs Committee as well as the Social Development and Services Committee. It is extraordinary to look back in the past eighteen months and reflect on how much has been accomplished:

- 10 legislative guidelines and toolkits developed,
- Over 300 MPs reached through various capacity building interventions
- CSO database developed and formal consultations between CSOs and Committees initiated
- At least 120 National Assembly staff, 46% of whom are women, reached through various capacity building interventions
- Library materials and information technology equipment procured
- Capacity building on the role of parliament's monitoring the implementation of Sustainable Development Goals continuing
- Gender Strategy and Action Plan and HeForShe Strategy to underpin the National Assembly's gender mainstreaming and women's empowerment agenda, developed.

These milestones would not have been achieved without the guidance of the project board under the joint leadership of our Deputy Speaker, Honourable Dr. Tulia Ackson and UNDP’s Country Director, Ms. Natalie Boucly. As the adage goes, it takes many spears to kill a lion, and so has the project received a helping hand from various stakeholders. We acknowledge the support given by different partners – academic and research institutions, all party parliamentary caucuses, government departments and independent agencies, CSOs and independent experts.

Last but not by means the least, I pay tribute to the dedicated LSP II project team and UNDP’s technical advisors as well as National Assembly staff who have gone beyond the call of duty to make the project what it is today. Chairpersons of committees and parliamentary caucuses have been truly remarkable in their strategic guidance and cooperation. I look forward to their continued engagement in what is truly a remarkable project at the end of which we should look back and see clear milestones in the efforts towards making our Parliaments more effective, inclusive, participatory and accountable to Wananchi.

May the Almighty God bless you all!

Stephen Kagaigai
Clerk,
National Assembly of Tanzania.
EXECUTING LSP II

It needs many spears to kill a lion, so the African proverb goes. The project receives a helping hand from various stakeholders. The National Assembly of Tanzania and the UNDP are the prime partners to make the project work. The UNDP being the cornerstone of the project yet it has rendered the full ownership to the National Assembly. Thanks to the DFID, governments of Denmark, Ireland and Sweden who have been outstanding co-partners in the project.

The powers of execution and decision making of the project are vested in the National Implementation Management (NIM). This is in the hands of the National Assembly (which has full ownership of the project) with support provided by UNDP. To avoid duplication of the staffing between the office of the National Assembly and the Project, the Secretariat of the National Assembly is used to run the project except the Chief Technical Advisor (CTA), Monitoring and Evaluation (M&E) Specialist, and the driver who are employed on contractual basis.

In the implementation of the project activities, heads of departments and units in the National Assembly, Chairpersons and Committee Clerks were largely involved while the LSP team also took the opportunity to explain to training participants about the project in general, objectives and its expected results.

The Project Coordinator manages the project on the day-to-day basis under the guidance of the Clerk of the National Assembly with the support of the Chief Technical Adviser while the Monitoring and Evaluation (M&E) Specialist collects performance data on the projects’ outputs delivery.

In addition, the project has also supported the development of National Assembly Communication Strategy to inform the National Assembly’s approach to maintain internal and external communication. During the period, three Committees that undertook field visits to exercise oversight of development projects used the Field Visit Guidelines. The project also used the Bill Scrutiny Guideline to develop a detailed step-by-step plan for use by Parliamentary Committees for Bills review.

Mary A. Lasway
LSP II - Coordinator

Project Scope

The intent of LSP II is to build the capacity of the National Assembly of Tanzania so that it fulfils its constitutional mandate to be an effective institution for the passing of quality legislation, approval of the annual national budget in a comprehensive manner, monitoring of the activities and expenditures of the Government of Tanzania and to do all these things based on the inputs of the citizens of Tanzania. This entails operating in accordance with international good practices for democratically functioning parliaments. The project has five key areas of focus:

- Increased capacity of parliamentary committees to scrutinize Bills, oversee Government and engage citizens,
- Strengthened functions and capacity for representing the interests of citizens in the National Assembly,
- Strengthened effective engagement of National Assembly in strategic leadership, transparency and external engagement, and
- Gender mainstreaming in all functions of the National Assembly.

In 2016, UNDP and the National Assembly commissioned a Baseline Study and Capacity Needs Assessment for the LSP II. This forms the basis for the design of interventions that are currently being implemented. An independent mid-term evaluation is due in July 2019 to determine whether the project trajectory is correct and progress towards agreed results is on course.
Project Management

The National Assembly and UNDP are the primary partners in this project. The project falls under the UNDP’s National Implementation Modality (NIM) wherein, the National Assembly is responsible for execution of the project with the technical support and project quality assurance of UNDP. UNDP is also responsible for resource mobilization.

Policy guidance and related decision-making rests with the project board comprising:

1. The Speaker of the National Assembly and the Country Director of UNDP Tanzania as co-chairpersons
2. A representative of development partners as designated by the project’s funders
3. Three members of the Parliamentary Service Commission, one of whom is a member of the Opposition in Parliament
4. The project board’s ex-officio members are development partners (other than the designated official representative), Clerk of the National Assembly, UN Women representative, Chief Technical Adviser and Project Coordinator

The current composition of the LSP board is as follows:
1. Hon. Dr. Tulia Ackson, MP, Deputy Speaker

2. Ms. Natalie Bouchly, UNDP Country Director
3. Hon. Mussa Azan Zungu, MP
4. Hon. Salim Turky, MP
5. Hon. Hon. Magdalena Sakaya, MP
6. Mr. Stephen Kagaiqa, Clerk of the National Assembly
7. Ms. Aran Corrigan, Embassy of Ireland, Development Partner
8. Ms. Hoddan Addou, UN Women Country Representative
9. Mr. Takawira Musavengana, Chief Technical Adviser
10. Ms. Mary Lasway, Project Coordinator

The Project Director, who is also the Clerk of the National Assembly, has established a project implementation unit comprising National Assembly staff. The unit which is headed by a Project Coordinator is responsible for the design and implementation of project activities. A UNDP-recruited project Chief Technical Advisor (CTA), and Monitoring and Evaluation (M & E) Specialist, provide technical support to the project. In the design and implementation of activities, heads of departments and units in the National Assembly, as well as chairpersons of committees and committee clerks, are also involved. An M & E task force has also been established to facilitate data collection and reporting on progress towards results.

Project Beneficiaries

Through various capacity building initiatives provided under the project, the Parliament and its committees, MPs and staff are direct beneficiaries of the project. In view of the fact that Parliament does not exist for its own sake but for the people, the project is designed to address both the demand and supply side of the representative democracy equation. For this reason, Tanzanians benefit indirectly from the project. A more effective, transparent, accountable, democratic and inclusive Parliament, which is the goal of the project, bodes well for all of Tanzania.

Launch of the Project

The project was officially launched at the National Assembly premises on 14 September 2017, on the eve of the International Day of Democracy. Present at the launch was the Prime Minister of the United Republic of Tanzania Hon. Kassim Majaliwa (MP) as the guest of honour along with the Speaker, Deputy Speaker, MPs, the Clerk and staff of the National Assembly. The UNDP delegation was led by Mr. David Omuzzufoh, Country Director, a.i., while development partners were led by the Ambassador of Ireland to Tanzania, His Excellency, Mr. Paul Sherlock.

In his speech, the Premier called for effective use of the project so that MPs, staff and general public at large could benefit from it. He expressed government’s support for and commitment to the strengthening of the legislature in executing its constitutional responsibilities. Speaking on behalf of development partners, Ambassador Sherlock noted with appreciation the National Assembly leadership’s commitment to
institutional reform and building the skills and expertise of MPs and staff. In this regard, he expressed development partners’ belief that democratic institutions such as the National Assembly have a critical role to play in ensuring a prosperous, stable and peaceful future for Tanzania, hence their support for the LSP.

On his part, the Speaker, Honourable Job Yustino Ndugai underscored the importance of the project in improving the capacity of the National Assembly and its members and staff in such areas as review of bills and the budget as well as undertaking oversight of government ministries, departments and agencies. He also thanked the development partners for their support to the project and requested them to continue supporting the project for the benefit of the Parliament and other stakeholders.

Strategic Retreat
Following the establishment of the project unit within the National Assembly and recruitment of technical advisors, in October 2017, the project organized a strategic retreat for those involved in the design and implementation of project activities including relevant staff from the UNDP’s governance unit, programme support, finance and procurement. The retreat which was held in Morogoro was aimed at familiarizing staff about UNDP policies and procedures, improve coordination between the National Assembly’s project unit and UNDP-recruited project advisors, and foster a collective understanding of the project’s theory of change as outlined in the approved project document. One of the major outcomes of the retreat was the development of a framework for the draft 2018 work plan as well as consensus on modus operandi for the conceptualization and design of project activities, monitoring and evaluation, quality assurance and reporting.

Highlights of Activities
Between July 2017 and June 2018 LSPii implemented over thirty-nine activities. Consistent with the project’s innovative approaches to capacity development, the activities included seminars and peer-to-peer exchanges, mentorship and coaching opportunities, staff attachment programmes, development and testing of toolkits and guidelines on best parliamentary practices as well as support for the development of action plans aligned to relevant toolkits and guidelines. Facilitators for these activities were drawn from current and former MPs, speakers and parliamentary staff, CSOs, academic and research institutions, government departments and quasi-government entities, UNDP and UN Women. The project also cooperated with the parliaments of Kenya, Uganda and South Africa on staff attachments.

Output 1: Increased capacity of National Assembly to effectively scrutinize legislation and to monitor government performance in a participatory manner

Public Hearings Guidelines
Considering the centrality of informed public input in the legislative process, itself a requirement of the National Assembly’s Standing Orders, the project supported work towards the development and subsequent approval of Public Hearing Guidelines. Following approval of the guidelines, in addition to orienting members of selected committees on the guidelines, the project is currently supporting committees in developing action plans for the effective use of the guidelines. The same awareness raising exercises will be extended to CSOs for enhanced collaboration.

Civil Society Engagement
In pursuit of improved civil society engagement with the National Assembly, the project undertook several initiatives. A database of CSOs has been compiled and structured according to the various thematic or areas of interest for each of the identified organisations. This will enable Committees to reach out to citizen groups that may be affected by or interested in any bill or matter under consideration. To further enhance collaboration between committees and CSOs, in September 2017, the project supported a joint consultation session between selected committees and some of the CSOs that participate in the legislative process or engage in advocacy with parliamentary committees. The participating committees were Agriculture, Livestock and Water; Energy and Minerals; Social Development;
Subsidiary Legislation, as well as Administration and Local Government. Based on feedback from this activity, the project will be supporting this consultative process as an annual event.

Legislative Drafting

As part of the efforts to build the National Assembly’s internal capacity to support the drafting of private member’s and amendments to Bills as needed, the project supported an intensive 5-day Legislative Drafting session for Committee Clerks and Parliamentary Legal Counsel in Morogoro in February 2018. The practical training session, which was facilitated by highly skilled legal drafters from the Attorney General’s Office, Law School of Tanzania as well as Law Reform Commission, had 16 participants, 44% of whom were women. Future capacity building initiatives are being planned and will include support to selected officials’ participation in certificated legislative drafting courses.

Bill Scrutiny Guidelines, Private Member’s Bills and Motions

In addition to supporting the development of Bill Scrutiny Guidelines, the project also provided technical support to chairpersons of committees and their clerks to develop a detailed action plan for undertaking bill scrutiny. Staff from the Office of Chief Parliamentary Legal Counsel, Table Office and Committees were involved in developing the plan, which is expected to be used whenever committees undertake legislative review in 2018. Linked to bill scrutiny was the project’s support for capacity building in the preparation and presentation of private members bills and motions.

Output 2: Increase the capacity of the National Assembly to oversee government budget including monitoring of Sustainable Development Goals.

The power of the purse is one of the most important mandates of any legislature. The passing of the Budget Act in 2015 was a major milestone in Tanzania’s public finance management landscape. In support of efforts to strengthen Parliament’s budget oversight role, LSP II has identified the Budget Committee to Bonga; while the Land, Natural Resources and Tourism Committee and Public Investments Committee were attended by members of the Social Services and Community Development Committee, as well as members of the Transport and Communication, Environment, Science and Technology Committee.

During the 2018/2019 budget review process, the project provided support to the Budget Committee (and other sectoral committees) in what was a highly instructive review of the Finance and Appropriation Bills. Public hearings on the Finance Bill were attended by various CSOs, notably Policy Forum, Wajibu Institute, Oxfam, Tanzania Gender Network, Open Mind Tanzania, Sikika, Haki Eliimu, Community Development for all, and Tanzania Council for Social Development.

Field Visits

As part of the process to develop field visit guidelines, the project supported field visits to two major projects. The Infrastructure Development Committee visited the construction of a tarmac road from Dodoma town to Bonga; while the Land, Natural Resources and Tourism Committee and Public Investments Committee inspected work on the Iyumbu Satelite Town in Dodoma Municipality. Significantly, the Minister of Infrastructure, Transportation and Communication was present during the visit by the Infrastructure Development Committee while the Deputy Minister for Land, Housing and Settlement Development and officials from National Housing Corporation interacted with MPs during the visit to Iyumbu Satellite Town. Field visit guidelines have since been finalized and are currently being used.

Sustainable Development Goals

Using the Parliamentary Handbook on SDGs, the project organized two seminars on SDGs. The seminars were attended by members of the Social Services and Community Development Committee, Constitutional and Legal Affairs Committee, Public Administration and Local Government Affairs Committee, Foreign Affairs, Defence and Security Committee, as well as members of Tanzania Women Parliamentarians Group. With the Government of Tanzania having committed to undertake the Voluntary National Review and present on progress of implementing the 2030 Agenda at the UN High-level Political Forum in New York in 2019, the project will continue to support parliamentary engagement in the SDGs including supporting parliament’s own self-assessment in relation to its role in monitoring SDGs.

Output 3: Enhanced capacity of the National Assembly to engage stakeholders and seek their input into the work of the National Assembly.

In this regard, the project supported the following key interventions:

The Budget Process

The project supported a number of highly interactive sessions primarily with the Budget Committee and the two watchdog committees but also with sectoral committees as well as the public investments committee. Central to the skills building and information sharing were themes such as budget preparation process; the budget-related institutional and legal framework; challenges and gaps in the budget review process in Tanzania; and public expenditure review, among others. Sessions with MPs and parliamentary staff were facilitated by among others, officials from Treasury, National Audit Office and Tanzania Revenue Authority, independent researchers and academics, and MPs.

The project also supported peer exchanges for the Parliamentary Budget Office (PBO) through learning visits to Uganda, Kenya and South Africa. Lessons learned from these visits will inform improvements in ways through which the PBO supports parliament’s engagement in the budget process in general and the Budget Committee’s functions in particular.

As of end of March 2019, the PBO had completed four of the six field visits planned for 2018/19, with the visit by the infrastructure development committee to Iyumbu satellite town in Dodoma and one to Dodoma District with the Social Services and Community Development Committee. The fifth visit planned for August in Morogoro was postponed due to the meeting of Parliament in September and will be retried at an earlier date in the new year.

Guided by the results of these visits, future visits will select areas of concern that the PBO has identified; aim to improve the PBO’s role in public expenditure review; provide an opportunity for Members of the National Assembly to engage stakeholders and seek their input into the work of the National Assembly; and inform further training for Members of Parliament on their role in supporting the development of a resource efficient budget.
Parliamentary Reporting
In recognition of the critical role of the Fourth Estate in educating the public on parliamentary proceedings as well as promoting transparency and accountability, the project considers the media a key partner and beneficiary of the LSP II. In this regard, the project organized a training on parliamentary reporting and parliament’s oversight function. The training targeted both the parliamentary press corps and parliamentary officials involved in reporting. It brought together 32 journalists and 20 members of staff. This is important work that the project will continue to support to ensure that the public is informed of the work of parliament thus enhancing its visibility in public as well as promoting accountability to the public.

Parliamentary Procedures
A five-day programme on parliamentary procedures was organized for nine Committee Clerks and sixteen staff from the Table Office and was aimed at improving skills of staff who assist presiding offices and chairpersons of Committees who manage proceedings. In line with the project’s innovative capacity building methodology, the interactive programme was facilitated by the former Speaker Hon. Pius Msekwa (who also previously served as Clerk), former Clerk, Mr. George Mlawa as well as two other former senior parliamentary staff, Mr. Charles Mlola and Mr. Japhet Sagasi. This approach of using former speakers, MPs facilitates experience sharing with practical examples from the field of work. It is expected that the staff will maintain contact with and reach out to the facilitators whenever they need support in their work.

All-Party Parliamentary Party Groups
There are several All-Party Parliamentary Groups (APPGs) in the National Assembly. They bring together MPs and other stakeholders who have an interest in thematic areas such as gender equality and women’s empowerment, environment, youth empowerment, HIV and AIDS, and the fight against corruption, to name but a few. These groups are important forums for discussion and analysis of major development questions among MPs, CSOs and academics in a non-partisan manner. Through knowledge and information sharing, they can influence the quality of debates both at the committee and plenary level and thus inform public policy. The project supported APPGs’ stakeholder forums and the development of strategic plans and/or constitutions for the African Parliamentarians against Corruption chapter, Tanzania Parliamentarians Friendship of Environment and the Tanzania Youth Parliamentarians Forum. As part of its strategy of promoting collaboration between APPGs and parliamentary committees, the project also supported engagement between Tanzania Youth Parliament Forum, and the Legal and Constitutional Affairs Committee.

The focus of the interaction was on the implementation of the Youth Development Policy (2007) and the Youth Council of Tanzania Act No. 12 (2015).

The project also supported a seminar for the APNAC Executive Committee and the parliamentary Committee on Public Administration and Local Authorities focusing on deepening the understanding of the National Anti-Corruption Strategy and Action Plan - Phase III (NACSAP). Recommendations made at these interactions are expected to inform and influence the scope and depth of the parliamentary committees’ engagement with relevant ministries, departments and agencies for effective budget review and oversight. The project will continue supporting these and other groups including their engagement in sub-regional and global discussions on issues of interest including Sustainable Development Goals.

Establishing Best Practices for Constituency Offices
Constituency Offices are an important mechanism for MP-constituency engagement as well as holding MPs accountable to constituents. Pending completion of the needs assessment on constituency offices that is currently underway, the project supported capacity building for constituency office assistants. Thus far 220 constituency assistants have been trained on various aspects of their work. The needs assessment will provide a baseline upon which the project will design appropriate constituency office policies and practices suited for Tanzania’s polity.

Library and e-Parliament Agenda
In addition to procurement of large consignment of books, journals and other library materials, the project is also supporting the National Assembly’s efforts towards becoming an e-Parliament. Among other initiatives, support is being provided for the procurement and installation of an advanced integrated library management system (ILMS), along with a document and recor ds management system. This is underpinned by the recently procured ICT equipment including a server to the tune of $230,000. The increased use of ICTs in the work of the National Assembly will not only improve efficiency and the cost of doing business but will also increase proximity to the public through online platforms while at the same time reducing the institution’s carbon footprint.

Output 5: Gender is mainstreamed in all functions of the National Assembly
In partnership with UN Women, the project has concluded a gender audit and assessment of the National Assembly whose objectives were to review and evaluate the institutional structure, operations, rules, regulations and procedures and serve as a baseline to gauge progress. A gender capacity assessment of the Committees, MPs, and the staff of the National Assembly was also conducted and informed the development of a comprehensive Gender Strategy and corresponding Implementation Plan, together with a HeforShe Strategy. Going forward, the project will be supporting the implementation of these strategies.

Gender and HeforShe Strategies
In partnership with UN Women, the project has concluded a gender audit and assessment of the National Assembly whose objectives were to review and evaluate the institutional structure, operations, rules, regulations and procedures and serve as a baseline to gauge progress. A gender capacity assessment of the Committees, MPs, and the staff of the National Assembly was also conducted and informed the development of a comprehensive Gender Strategy and corresponding Implementation Plan, together with a HeforShe Strategy. Going forward, the project will be supporting the implementation of these strategies.
There is great complementarity between the project gender mainstreaming and women’s empowerment on the one hand and UN Women’s Women’s Leadership and Political Participation Project (Wanawake Wanaweza) Phase II (2017-2021) as implemented through TWPG and other partners, on the other hand.