

Performance Indicator	Data source	Methods	Frequency	Driver	Targets		Progress					Comments
					Baseline	2017	2013	2014	2015	2016	2017	
I-1.3 Competences and skills-levels of LGA procurement professionals / practitioners developed and applied in training curricula	PSPTB Reports Curricula	Document review	Annual	PPPD PIU	Absent	Defined and used	-	-	Defined in PSDPs	-	-	For procurement practitioners and LGA Job Families Professionals: role PSPTB and PPPD; cancelled
I-1.4 Outreach capacity of PPRA to LGAs and RS/LGAMSS increased	PPRA Reports	Document review Missions	Annual	PPRA PIU	Moderate	Good	-	-	2 Zonal offices	2 Zonal offices	2 Zonal offices	Coast Zonal Office (Project support) Central Zonal Office (PPRA resources) Other zones: policy changes
I-1.5 Coverage and appropriateness of LGA procurement audits increased	PPRA, IAG, DIA Reports	Document review	Annual	PPRA PIU	33%	33%	25%	25%	40%	33%	33%	Increased number of LGAs from 141 to 185 Project support: 10 LGAs: 2012/13; 11 LGAs: 2013/14; 6 LGAs: 2014/15; 11 LGAs: 2015/16; 17 LGAs: 2016/17; Water VFM: 30 LGAs (added) PFMRP /WB: other audits in LGAs; Target revised to around 33%
I-1.6 Capacity of DIA and CAG to assure quality of procurement audits increased	DIA, IAG, CAG reports	Document review	Annual	IAG CAG PIU	Moderate	Good	Moderate	Moderate	Moderate - Good	Moderate - Good	Moderate - Good	DIA of 28 LGAs trained + 4 regions
I-1.7 Policy dialogue on LGA procurement strengthened	Sector reports	Document review	Annual	PPPD PIU	Low	Adequate	Adequate - Good	Adequate - Good	- Good	Good	Good	Several conferences organised by PPRA in 2013, 2014, 2015, 2016 and 2017 Project: CBFW workshop, consultations, LGA meetings, PPRA 10 Years; critical issues identified for PPA/PPR review

Performance Indicator	Data source	Methods	Frequency	Driver		Targets							Comments
				M&E	PIU	Baseline	2017	2013	2014	2015	2016	2017	
I-1.8 All stakeholders increasingly engaged in dialogue on how to improve LGA procurement performance	Sector reports	Document review	Annual	PPPD PIU	Fair	Good	Adequate	Adequate	Adequate - Good	Good	Good	Good	Several conferences, trainings and forums organised by PPRAs; Government completed review and amended PPA 2011 in 2016
I-1.9 Quality assurance and coordination of LGA procurement training improved	LGTI Reports	Document review Missions	Annual	LGTI PIU	Low	Adequate	Started	In progress	In progress	Moderate	Moderate	Moderate	LG Training Strategy not operational Project: QA Training Cycle, T/Materials, PSDP process
I-1.10 LGA procurement capacity building strategy formulated and monitored	CB strategy	Document review	Annual	PO-RALG PPRAs PIU	-	In place	In progress	Final Report Used					CBFW organised, report prepared including draft strategy which is used by Project
RESULT 2: Systems for monitoring and quality assurance LGA procurement strengthened													
I-2.1 Concurrence DIA reports on LGA procurement and contract implementation with CAG and PPRAs audits increased	CAG, DIA, IAG, PPRAs Reports	Document review	Annual	IAG PIU	Largely different	Largely concurrent	Ongoing	Ongoing	Increase	Improved	Improved	Improved	Dias better involved in procurement auditing; reporting requirements included in PPA
I-2.2 Use of customized and interfaced Procurement MIS in selected LGAs increased (and use of other recommended systems)	PMIS Reports	Document review Missions	Annual	PPRA PIU	CPI-7: 0% EPICOR: 43%	> 80% 21 LGAs	CPI-7: 3% score	CPI-7: 16%	CPI-7: 10%	CPI-7: 21%	CPI-7: 35% EPICOR: 89%	28 LGAs	New version of PMIS; 2016/17 PMIS User Manual EPICOR use: added

Performance Indicator	Data source	Methods	Frequency	Driver	Targets		Progress					Comments
					Baseline	2017	2013	2014	2015	2016	2017	
I-2.3 Procurement monitoring of PPRA, CAG and PO-RALG increasingly based on similar agreed indicators	CAG, PPRA & PO-RALG M&E Reports	Document review	Annual	PPRA, PO-RALG PIU	Differ	Largely concur	Partly	Increased	Increased	Increased	Increased	Selected indicators harmonized to extent possible depending on monitoring objectives NA system redesigned and procurement indicators reflected PPRA indicators integrated in RS LGA procurement monitoring system
I-2.3 Concurrence PO-RALG procurement reports with PPRA procurement audits increased	PPRA, PO-RALG Reports	Document review	Annual	PPRA, PMORAL G, PIU	Differ	Largely concur	-	Increased awareness	Increased	Increased	Increased	Work in progress; more awareness through Project; concurrence through regional supervision; but NAs not done for 3 years see also I-2.4
I-2.4 Adequate follow-up, coaching and advice by RAS/LGAMSS to procurement monitoring in selected LGAs	IAG and RAS/LGA M&E Reports	Document review Missions	Annual	PPRA PIU	No adequate Action	100% follow-up 4 regions 28 LGAs	-	RAS/RS in 4 regions involved in AR and PSDP	Pilot system	Enhanced supervision	Enhanced supervision 4 regions 28 LGAs	RAS/RS System design completed and introduced; E/Agreements signed with 4 regions, execution started in 2016-Q1; all 4 RS involved in Project follow-up
I-2.5 Adequate action as agreed in procurement audit follow-up to weak areas by selected LGAs	CAG, PPRA and PMO-RALG/RS Reports	Document review Missions	Annual	LGAMSS PIU	No adequate Action	100% follow-up 21 LGAs	-	-	Increased follow-up	Increased follow-up (28 LGAs)	Increased follow-up (28 LGAs)	PPRA: regular system; Project AR, PSDP RS: pilot system 3 LGA: urgent follow-up needed (11%)
RESULT 3: Community members better informed and able to monitor LGA procurement performance												
I-3.1 Community awareness on LGA procurement issues in selected LGAs increased	Council Reports	Document review Missions	Annual	CSO PIU	Low	Majority aware	-	-	-	-	-	Through media component; specially addressed by USAID Project

Performance Indicator	Data Source	Methods	Frequency	Driver		Targets							
				M&E	Baseline	2017	2013	2014	2015	2016	2017		
I-3.2 Ability of CSOs to monitor LGA procurement in selected LGAs and regions increased	Council Reports CSO Reports	Document review Missions	Annual	CSO PIU	None	td	-	-	-	-	-	-	Through media component, specially addressed by USAID Project
I-3.3 Media coverage of LGA procurement issues in selected regions and LGAs increased	Media reports, articles, etc	Document review Missions	Annual	Media PPRAs	Low	Regular	-	-	More coverage	Low-regular	Low-regular	-	Training conducted in 2015 and 2017 Public Procurement Reporting Award (MCT) Likely after Closure
I-3.4 Skills of LAAC and PPRAs on LGA procurement issues, compliance and follow-up increased	LAAC reports	Document review	Annual	PPRA PIU	Absent	In place	-	-	-	-	-	-	Prepare, but not implemented.
RESULT 4: Action research on LGA procurement practices, incentives and organizational structures conducted													
I-4.1 Action research findings, recommendations reflected in project design and reviews	AR Reports, JLPs	Document review	Annual	PPRA PIU	-	In place	Ongoing	Reflected	Reflected	Reflected	Reflected	Reflected	Covered 11 LGAs: informed training manual design and follow-up
I-4.2 Policy recommendations based on (gender sensitive) action research prepared, targeted and communicated	AR Reports, JLP minutes	Document review	Annual	PPRA PIU	-	In place	-	Done = Process	Done = Process	Done = Process	Done = Process	Done = Process	Lessons learned established and documented in learning meeting and reviews:
I-4.3 LGA procurement capacity data base established and maintained	LGA database & reports	Document review	Semi-Annual	PPRA PIU	-	In place	In place	In place	In place	In place	In place	In place	In place, final update during closure + handing-over the PPRAs

Performance Indicator	Data source	Methods	Frequency	Driver	Targets			Progress				Comments	
					Baseline	2017	2013	2014	2015	2016	2017		
RESULT 5: LGA procurement performance strengthened													
I-5.1 LGA Procurement capacity defined, PMUs established and capacitated	PMO-RALG Reports	Document review Missions	Annual	PO-RALG PIU	Absent	Defined Capacitated > 80% 21 LGAs	On-going	Ongoing	Established: Y Capacity: Y Defined: N	28 LGAs	28 LGAs	Established: Y Capacity: Y Defined: N	PMU sub-vote; often under administration, no own sub-vote Indicators: see main report
I-5.2 Procurement skills development, Procurement Training Teams (PTT) established, ToT/ToC trained and functional in selected LGAs	Plans T/Report	Document review Missions	Annual	PO-RALG PIU	Absent	PSDP: implemented PTT Functional 21 LGAs	On-going	PSDP: 22 LGAs ToT -1: 22 LGAs	PSDP: 28 LGAs ToT -1: 28 LGAs ToT -2: 10 LGAs	28 LGAs	PSDP Yr2 completed CPT: 23 LGAs	Challenge is transfer of trained staff, in particular to LGAs outside region; importance of adequate functioning of DHRO	
I-5.3 Procurement skills and performance at HLG and LLG levels improved in selected LGAs (record keeping, contract administration, procurement planning and implementation, reporting, accountability)	PPRA Reports	Document review Missions	Annual	PPRA PIU	CPI score: 30-35%	> 80% 21 LGAs	CPI-2/4/5: 53% score	CPI-2/4/5: 52% score	CPI-2: 74% CPI-4: 69% CPI-5: 65%	CPI-2: 67% CPI-4: 67% CPI-5: 64%	CPI-2: 71% CPI-4: 72% CPI-5: 66%	28 LGAs	Improving in all LGAs depending on LGA start situation;

Operational M&E Matrix

Description	Target	By When	2013		2014		2015		2016		2017	Comments
			Dec	June	Dec	June	Dec	June	Dec	May		
LGA Operational Procurement Manual	1	Jun-15	In progress	In progress	Execution	Draft Manual	Final Draft	Revised Final Draft	Final Draft	Final Version	Necessitated update on PP (Amendment) Act 2016; final version printed / disseminated	
Procurement Guide LGA outsourced revenue collection	1	Jun-15	In progress	In progress	Execution	Draft	Final Draft	Final Version			Printed / disseminated	
LLG Procurement Guide (Guidelines and Toolkit)	1	Dec-15	In progress	In progress	Tender	Final Evaluation	Awarded	Execution	Draft	Final Draft	Final Working Draft pending LLG procurement guideline	
Standard LGA Procurement & contract management training manual	1	Jun-15	In progress	In progress	Execution	Draft Manual	Final Draft	Final Version			Used for trainings (LGTI); updated for PP (Amendment) Act 2016; final version printed / disseminated	
LLG Procurement & contract management training modules	5	Dec-15	-	1 (Manual) (Manual)		1 (Manual) 4 Modules	1 (Manual) 4 Modules				Used for roll-out trainings by TOT (LGTI); disseminated (e-copies)	
Procurement Case Studies	tbd	Jun-14	-	-	-	-	-	-	-	-	Integrated in training modules	
Dissemination of events on websites of PPRA, PO-RALG and LGTI Hombolo	tbd	2013-2017	✓	✓	✓	✓	✓	✓	✓	✓	Ongoing, PPRA website used; PO-RALG and PPRA websites linked	
Procurement curriculum review	1	Jun-14	-	-	-	-	-	-	-	-	Cancelled	
Higher skills level Procurement course	1	Mar-15	-	-	-	-	-	-	-	-	See above	
LGA Procurement Capacity Building Strategy (CBSFW)	1	Dec-13	In progress	Draft	Final Report						Report guides project interventions	
PPRA zonal offices & Dissemination Centres	2	Dec-14	In progress	In progress	Complete d.1 Pre-Tender: 1	H/Over:1 pre-tender: 1	In Use :1 pre-tender: 1	In Use: 1 2: Tender	In Use: 1 2: TBA		Coast Zonal office in use	
		Dec-15									Policy changes + changed to renovation of permanent PPRA Coast Zonal Office (delayed)	

Description	Target	By When	2013		2014		2015		2016		2017	Comments
			Dec	June	Dec	June	Dec	June	Dec	May		
LGA procurement audits	20	2013-2017	8	19	19	25	25	25	25	36	53	CPI/VM audits 30 water VM audits (additional)
Provision of Technical Assistance	√	2012-2017	√	√	√	√	√	√	√	√	√	ITA and NTA up to end-May 2017
Result No 2												
Harmonized procurement M&E guides	√	Jun-14	√	In progress	Largely harmonized	Largely harmonized	Largely harmonized	Largely harmonized	Largely harmonized	Largely harmonized	Largely harmonized	PPRA indicators used in all manuals, training modules, Action research and Regional supervision; part of NA M&E
Enhanced system for coaching, monitoring & oversight by RS/LGAMSS of LGA procurement	√	Jun-15	-	In progress	Draft	Completed	Completed	Completed	Used	Used	Used	Piloted in 4 regions through Execution Agreements
Strengthening RS/LGAMSS capacity for oversight, monitoring, coaching and follow-up support to LGAs on procurement (4 regions)	4	2015-2017	-	In progress	In progress	EA under negotiation	Completed	Completed	4	4	4	RS/LGAMSS teams trained, capacitated, pilot roll-out of monitoring system in 4 regions involved in project interventions
Support for interfacing & customization of Procurement MIS (system) in LGAs	1	Dec-15	-	-	In progress	In progress	In preparation	In preparation	In preparation	Redesign	Specifications	Changed to development of interface E-procurement system EPICOR
PMUs trained in EPICOR / PMIS use	21	Jun-15	-	In progress	Completed: PMIS 28 LGAs	Completed: PMIS 28 LGAs	Completed: EPICOR + PMIS in 28 LGAs	Completed: EPICOR + PMIS in 28 LGAs	Follow-up to trainings	Trained in new PMIS		PMIS (2 times) and EPICOR: 28 LGAs + 4 Regions
Training of RS and DIAs in procurement audits and quality assurance	21	Jun-15	-	In progress	Re-scheduled	Award stage	Execution	Execution	Training Manual	Trained		2 Internal Auditors of 28 LGAs trained (56) + RAS IAs; Procurement Audit Training Manual for Internal Auditors disseminated (e-copies)
Result No 3												

Description	Target	By When	2013		2014		2015		2016		2017	Comments
			Dec	June	Dec	June	Dec	June	Dec	May		
CSO LGA procurement monitoring guide	1	Mar-15	-	-	-	-	-	-	-	-	-	Integrated in media. PPRRA implements USAID Project
CSO training events	tbd	2015-2017	-	-	-	-	-	-	-	-	-	Integrated in media
CSO procurement monitoring reports	tbd	2015-2017	-	-	-	-	-	-	-	-	-	Integrated in media
Media LGA procurement monitoring guide	1	Mar-15	-	-	-	-	-	-	-	-	-	Used for training; disseminated (e-copy)
Media training events	tbd	2015-2017	-	-	-	1	1	1	1	1	6	Trained: Members of 25 regional press clubs (117) + editors (29)
Media articles on LGA procurement monitoring	tbd	2015-2017	-	-	-	-	In progress	Not awarded	Ongoing	Tbd	Tbd	Excellence in Journalism Procurement Award (MCT)
LAAC - PPRRA retreats	3	2013-2016	-	-	-	-	-	Prepared	-	-	Cancelled	
Result No 4												
M&E missions and reports	✓	2013-2017	✓	12	60	75	86	109	116	127		
Dialogue session reports and proceedings	✓	2013-2017	2	10	11	15	15	16	17	30		CBFW (1); AR workshops (11); PSDP workshops (9); Proc Govern. Wsh (5) PPRA 10 Years (2); Directors Training (1); Final Dissemination (1)
Action research studies	9	2013-2017	5	9	9	9	9	14	14	14		AR interventions Loop1 + Loop 2 = 13 CPA LLGAs=1
Follow-up events to Action Research (seminars, panels etc)	✓	2014-2017	-	1	3	4	4	4	4	4		Procurement Governance workshop; AR learning meetings
Assessing methodology, results and impact (studies)	3	2014-2017	-	-	-	Execution	3	3	3	4		AR Joint Review: 3; internal evaluation
Result No 5												

Description	Target	By When	2013		2014		2015		2016		2017		Comments
			Dec	In progress	June	Dec	June	Dec	June	Dec	May		
LGA procurement skills development plans	21 LGAs	Dec-14	In progress	In progress	22	28	28	28	28	28	28	28	Completed in 28 LGAs (4 regions)
Retrofitting PMUs in districts based on needs		Dec-14	In progress	Validated	Ordered	27	28	28	28	28	31		Last-Mile Fibre Optic Cable: 3
Council Procurement Training Teams	21 LGAs	2014-2017	In progress	In progress	22	28	28	28	28	23	23		ToT level 1 + Level 2: 28 LGAs (LGTI) Roll-out training by CPTT in 23 LGAs
Procurement training in LGAs in selected areas (based on PSDP)	21 LGAs	2014-2017	-	In preparation	Started	28	28	28	28	28	28		PSDP training modules (6) developed, used and disseminated (e-copies) M1: Use of PPA/PPR = 28 LGAs M1 (Swahili): FPCs of 28 LGAs M2: Procurement Planning = 28 LGAs; M3: Record Management = 28 LGAs M4: Contract Management & Administration = 28 LGAs M5: Close-Out Review and Evaluation = 28 LGAs; PMIS = 28 LGAs (initial, refresher, new); Coaching as part of AR (11) + PSDP monitoring & coaching missions: 28 LGAs; LLGA training = 23 LGAs Details: Annex 10 of main report

10 Training data

EPC-LGAP: SUMMARY TRAINING DATA - JOB FAMILIES TRAINED

Description	2010		2011		2012		2013		2014		2015		2016		2017		2018		2019		2020			
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
28 LGAs																								
Council Directors	18	16	0	6	6	24	0	5	6	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Procurement Officers	51	29	47	37	37	27	0	59	73	0	0	0	0	0	0	0	0	0	0	0	56	56	56	56
Heads of Department	128	200	15	142	143	3	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Internal Auditors	31	21	2	31	31	0	56	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Legal Officers	18	12	1	22	20	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Councillors	0	0	0	0	0	230	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Staff LGAs	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Staff SDFs	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Other	0	0	50	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL TRAINEES	246	278	115	238	237	284	56	64	79	1,049	1,049	460	265	112	112	56	56	56	56	56	56	56	56	56

Code	M1	M2	M3	M4	M5	M1F	IAS	PMIS	EPIC	LM1	LM2	LM3	LM4	TOT1	TOT2	LGTM	
M1	Training Module No 1: Use and Application of Public Procurement Act and its Regulations for LGAs																
M2	Training Module No 2: Procurement Planning for LGAs																
M3	Training Module No 3: Procurement Record Keeping and Reporting for LGAs																
M4	Training Module No 4: Contract Management and Administration for LGAs																
M4	Training Module No 5: Contract Closure, Review and Evaluation of Performance and Outputs for LGAs																
M1F	Training Module No 1: Use and Application of Public Procurement Act and its Regulations for LGAs (Swah)																
TOT1	Training of Trainers Level 1																
TOT2	Training of Trainers Level 2																
LM1	Training Module L1: Pre-Tender process for Lower Local Governments (Swahili)																
LM2	Training Module L2: Tender process for Lower Local Governments (Swahili)																
LM3	Training Module L3: Contract Administration for Lower Local Governments (Swahili)																
LM4	Training Module L4: Record Keeping and Reporting for Lower Local Governments (Swahili)																
IAS	Procurement Internal Audit Skills																
PMIS	Procurement Management Information System																
EPIC	Use of EPICOR																
LGTM	Standard Local Government Training Manual in Procurement and Contract Management																
LLGA	Lower Local Government Authority																
SDF	Service Delivery Facility																

EPC-LGAP: SUMMARY TRAINING DATA - LGA STAFF TRAINED PER REGION

Region	M1	M2	M3	M4	M5	M1F	IAS	PMIS	EPIC	LM1	LM2	LM3	LM4	TOT1	TOT2	LGTM	TOTAL
Coast	56	56	25	52	52	61	12	12	15	263	263	142	49	24	24	12	1,118
Dodoma	55	60	31	58	58	57	12	16	18	241	241	150	94	24	24	12	1,151
Kigoma	52	62	13	51	51	56	12	14	18	202	202	0	0	24	24	12	793
Tanga	83	100	46	77	76	110	20	22	28	343	343	168	122	40	40	20	1,638
TOTAL	246	278	115	238	237	284	56	64	79	1,049	1,049	460	265	112	112	56	4,700

11 Procurement Assessment Scores

Compliance and Performance Indicator (CPI)

LGA	Type	CPI Indicators						
		CPI 1	CPI 2	CPI 3	CPI 4	CPI 5	CPI 6	CPI 7
Bahi DC	DC	83.5%	74.8%	84.5%	77.8%	70.0%	75.0%	-
Chamwino DC	DC	94.0%	65.0%	86.0%	95.0%	80.0%	20.0%	-
Chemba DC	DC	92.0%	57.0%	92.0%	89.3%	80.0%	0.0%	-
Kondoa DC	DC	69.0%	80.1%	54.3%	50.0%	70.0%	70.0%	-
Kongwa DC	DC	88.0%	85.0%	40.3%	64.4%	70.0%	70.0%	-
Mpwapwa DC	DC	89.5%	60.0%	40.3%	53.8%	50.0%	20.0%	-
Dodoma Region		86.0%	70.3%	66.2%	71.7%	70.0%	42.5%	
Kasulu DC	DC	75.4%	82.5%	71.2%	50.0%	55.0%	20.0%	-
Kibondo DC	DC	67.2%	92.5%	62.5%	42.1%	65.0%	20.0%	-
Kigoma DC	DC	76.8%	97.0%	83.7%	51.5%	90.0%	80.0%	-
Uvinza DC	DC	79.5%	2.0%	82.9%	75.7%	55.0%	0.0%	-
Kakonko DC	DC	79.2%	84.3%	83.4%	68.9%	30.0%	0.0%	-
Buhigwe DC	DC	80.0%	47.0%	63.0%	76.3%	70.0%	0.0%	-
Kigoma Region		76.4%	67.6%	74.4%	60.7%	60.8%	20.0%	
Bagamoyo DC	DC	79.0%	67.5%	84.5%	70.5%	25.0%	30.0%	-
Kibaha DC	DC	93.0%	54.0%	80.5%	80.5%	100.0%	0.0%	-
Kibaha TC	TC	85.1%	76.3%	74.0%	71.5%	70.0%	20.0%	-
Kisarawe	DC	81.0%	80.0%	82.5%	80.5%	85.0%	20.0%	-2.5%
Mkuranga	DC	72.5%	95.0%	77.8%	73.0%	72.7%	50.0%	-
Rufiji DC	DC	85.8%	90.3%	86.6%	73.8%	90.0%	30.0%	-
Pwani Region		82.7%	77.2%	81.0%	75.0%	73.8%	25.0%	
Handeni DC	DC	54.3%	71.0%	54.0%	80.2%	10.0%	0.0%	-
Handeni TC	TC	71.1%	78.5%	70.9%	95.0%	50.0%	0.0%	-

LGA	Type	CPI Indicators						
		CPI 1	CPI 2	CPI 3	CPI 4	CPI 5	CPI 6	CPI 7
Kilindi	DC	78.0%	80.5%	90.2%	83.7%	80.0%	20.0%	-
Korogwe DC	DC	81.0%	84.0%	76.8%	77.5%	73.0%	60.0%	-
Korogwe	TC	96.5%	76.0%	89.2%	84.2%	70.0%	20.0%	-
Lushoto DC	DC	69.0%	73.0%	67.5%	78.8%	60.0%	30.0%	-
Bumbuli DC	DC	47.5%	75.0%	66.3%	73.8%	50.0%	60.0%	-
Mkinga DC	DC	90.5%	54.0%	90.4%	80.0%	76.0%	50.0%	-
Muheza DC	DC	92.0%	47.0%	79.1%	75.0%	78.0%	70.0%	-
Pangani DC	DC	55.5%	54.0%	71.9%	36.3%	65.0%	40.0%	-
Tanga Region		73.5%	69.3%	75.6%	76.4%	61.2%	35.0%	
ALL SELECTED LGAs		78.8%	70.8%	74.5%	71.7%	65.7%	31.3%	-0.1%

Key:

- CPI 1: Institutional set up and performance
- CPI 2: Appropriateness of procurement planning and its implementation
- CPI 3: Appropriateness of tender processes;
- CPI 4: Appropriateness of contracts implementation;
- CPI 5: Management of procurement records;
- CPI 6: Implementation of systems prepared by PPRA; and
- CPI 7: Penalty for mishandling of procurement complaints

Value for Money Scores

LGA	Type	VFM Indicators					TOT VFM
		VFM 1	VFM 2	VFM 3	VFM 4	VFM 5	
Bahi	DC	83.0	83.8	72.9		87.2	78.7
Chamwino	DC	86.2	90.6	87.8	84.5	87.4	86.2
Chemba	DC	87.2	91.7	87.0	86.4	86.1	87.1
Kondo	DC	58.3	70.4	58.3	68.5	73.8	69.2
Kongwa	DC	86.0	73.1	66.9	68.7	43.8	82.1
Mpwapa	DC	88.3	69.4	58.2	77.5	42.5	77.7
Dodoma Region		81.5%	79.8%	71.8%	77.1%	70.1%	80.2%
Kasulu	DC	89.0	74.0	63.0	85.0	75.0	71.0
Kibondo	DC	85.2	63.2	47.4	65.8		59.2
Kigoma	DC	92.0	78.0	57.0	72.0	13.0	66.0
Uvinza	DC	81.0	93.0	81.0		89.0	86.0
Kakonko	DC	75.0	72.0	79.0		86.0	85.7
Buhigwe	DC	83.0	84.4	78.5	76.2	87.5	79.2
Kigoma Region		84.2%	77.4%	67.7%	74.8%	70.1%	74.5%
Bagamoyo *)	DC						
Kibaha	DC	86.2	89.0	78.0	82.1	84.5	83.4
Kibaha	TC	89.4	92.8	83.3	83.2	88.3	85.8
Kisarawe *)	DC						
Mkuranga	DC	63.0	70.0	45.0	100.0	25.0	71.1
Rufiji *)	DC						
Pwani Region		79.5%	83.9%	68.8%	88.4%	65.9%	80.1%
Handeni	DC	89.0	77.0	58.0	58.0	50.0	62.0
Handeni *)	TC						
Kilindi	DC	76.9	95.2	69.6	80.6	95.7	85.3
Korogwe *)	DC						

LGA	Type	VFM Indicators					TOT VFM
		VFM 1	VFM 2	VFM 3	VFM 4	VFM 5	
Korogwe	TC	79.6	88.2	70.6	72.9	74.9	76.1
Lushoto	DC	77.3	85.8	68.5	72.3	59.8	72.0
Bumbuli	DC	77.3	85.8	68.5	72.3	59.8	73.0
Mkinga	DC	85.0	85.7			91.7	66.4
Muheza	DC	84.0	62.0	64.0		79.0	67.1
Pangani	DC	91.0	73.0	63.0	67.0	43.0	69.0
Tanga Region		82.5%	81.6%	66.0%	70.5%	69.2%	71.4%
ALL SELECTED LGAS		82.3%	80.4%	68.4%	80.8%	69.2%	75.6%

*) No recent VFM audits available

Key:

- VFM 1: Planning and design
- VFM 2: Procurement stage
- VFM 3: Contract administration stage
- VFM 4: Quality of the executed works
- VFM 5: Project completion and closure stage

Red-Flag Scores

LGA	Procurement Phase			Overall	Year
	Pre-Bid	Evaluation-Award	Management		
Bagamoyo DC *)				2.8%	FY 2016/17
Bumbuli DC	5.5	8.0	8.2	7.2%	FY 2016/17
Chamwino DC	5.3	0.0	2.0	1.9%	FY 2016/17
Chemba DC	4.6	0.0	1.4	1.7%	FY 2016/17
Handeni DC	14.3	5.3	9.1	9.1%	FY 2016/17
Handeni TC	14.3	5.3	9.1	9.1%	FY 2016/17
Kasulu DC	0.0	13.4	5.5	7.9%	FY 2016/17
Kibondo DC	10.0	17.7	29.1	18.2%	FY 2016/17
Kilindi DC	0.0	0.0	5.3	1.7%	FY 2014/15
Kigoma DC	0.0	12.4	16.1	9.8%	FY 2016/17
Kongwa DC	16.0	8.0	18.5	14.2%	FY 2016/17
Korogwe DC	9.6	19.0	4.3	11.0%	FY 2016/17
Lushoto DC	6.5	9.0	9.6	8.4%	FY 2016/17
Mkinga DC *)				2.3%	FY 2016/17
Mkuranga DC	11.8	20.0	15.2	15.7%	FY 2015/16
Mpwawa DC	14.3	8.0	17.5	13.3%	FY 2016/17
Muheza DC *)				2.9%	FY 2016/17
Pangani DC	11.4	3.4	3.6	6.1%	FY 2016/17
Rufiji DC *)				2.7%	FY 2016/17
Bahi DC	6.5	6.7	18.6	10.6%	FY 2015/16
Kondoa DC	11.0	10.0	22.0	14.0%	FY 2015/16
Uvinza DC	6.0	0.0	18.0	6.0%	FY 2015/16
Kakonko DC	7.0	0.0	17.0	7.0%	FY 2015/16
Buhigwe DC	0.0	5.3	12.5	6.4%	FY 2015/16

LGA	Procurement Phase			Overall	Year
	Pre-Bid	Evaluation-Award	Management		
Kibaha TC	0.0	0.0	2.8	0.6%	FY 2014/15
Kibaha DC	1.2	2.1	8.8	4.1%	FY 2015/16
Handeni DC	8.1	7.7	13.5	9.2%	FY 2015/16
Pangani DC	0.0	18.7	27.6	15.8%	FY 2015/16
TOTAL SELECTED LGAS	6.8%	7.5%	12.3%	7.8%	
LGAs < 20.0%				100.0%	

*) Pending latest final audit results

12 Assessment of Project Outcome and Outputs by Internal Evaluation

LGA	Type	Relevance					Efficiency					Effectiveness					Impact/Sustainability				
		A	B	C	D	A	B	C	D	A	B	C	D	A	B	C	D				
Bahi	DC	✓				✓								✓							
Chamwino	DC	✓				✓							✓								
Chemba	DC	✓				✓							✓								
Kondoa	DC	✓						✓					✓								
Kongwa	DC	✓				✓							✓								
Mpwapwa	DC		✓			✓							✓								
Dodoma Region		5	1	-	-	2	3	1	-	2	3	2	-	-	3	3	-				
Kasulu	DC	✓				✓							✓								
Kibondo	DC	✓				✓							✓								
Kigoma	DC	✓				✓							✓								
Uvinza DC	DC	✓						✓					✓								
Kakonko DC	DC	✓				✓							✓								
Buhigwe DC	DC	✓				✓							✓								
Kigoma Region		6	-	-	-	-	5	1	-	-	4	2	-	-	4	2	-				
Bagamoyo	DC	✓						✓					✓								
Kibaha	DC	✓				✓							✓								
Kibaha	TC	✓				✓							✓								
Kisarawe	DC	✓				✓							✓								
Mkuranga	DC	✓				✓							✓								
Rufiji	DC	✓				✓							✓								
Pwani Region		6	-	-	-	3	2	1	-	4	2	-	-	5	-	1					
Handeni	DC		✓					✓					✓								
Handeni	TC	✓				✓							✓								
Kilindi	DC	✓						✓					✓								
Korogwe	DC	✓				✓							✓								
Korogwe	TC	✓				✓							✓								
Lushoto	DC	✓				✓							✓								
Bumbuli	DC		✓					✓					✓								

LGA	Type	Relevance				Efficiency				Effectiveness				Impact/Sustainability				
		A	B	C	D	A	B	C	D	A	B	C	D	A	B	C	D	
Mkinga	DC	V				V				V					V			
Muheza	DC	V			V					V					V			
Pangani	DC	V				V						V					V	
Tanga Region		10	-	-	-	2	7	1	1	3	5	2	-	-	8	2	1	
ALL SELECTED LGAs		27	1	-	-	7	17	4	-	9	14	5	-	-	20	7	1	

Assessment Grid, Sub-Questions and Scoring Methodology

1. RELEVANCE: The degree to which the Project intervention is in line with local and national policies and priorities as well as with the expectations of the beneficiaries (i.e. LGA)

In order to calculate the total score for this quality criterion, proceed as follows: 'At least one 'A', no 'C' or 'D' = A; Two times 'B' = B; At least one 'C', no 'D' = C; at least one 'D' = D

Assessment RELEVANCE: total score	A	B	C	D
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Q1.1: Score = XX

Sub-Question	Assessment	Justification
What is the relevance of the intervention in the LGA?		
Project well embedded in national policy, legislation, etc?		
Interventions adjusted to changes in policy?		
Are GoT institutions well represented in project set-up, execution and dialogue?		
Are LGA objectives adequately addressed?		
Added sub-Question: at discretion		

Q1.2: Score = XX

Sub-Question	Assessment	Justification
As presently designed, are the objectives and key activities still holding true?		
Are the main assumptions valid?		
How did they develop over time?		
Was the response from LGA and the project and its partners adequate to assumptions and risks in the project environment?		
Added sub-Question: at discretion		

2. EFFICIENCY OF IMPLEMENTATION: Degree to which the resources of the intervention (funds, expertise, time, etc.) have been converted into results in an economical way

In order to calculate the total score for this quality criterion, proceed as follows: 'At least two 'A', no 'C' or 'D' = A; Two times 'B', no 'C' or 'D' = B; at least one 'C', no 'D' = C; at least one 'D' = D

Assessment EFFICIENCY : total score	A	B	C	D
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Q2.1: Score = XX

Sub-Question	Assessment	Justification
How well are inputs (financial, HR, goods & equipment, Project Management, Consultants) to key activities managed?		
Was the LGA supportive and conducive to execution of Key Activities?		
Added sub-Question: at discretion		

Q2.2: Score = XX

Sub-Question	Assessment	Justification
How well is the implementation of Project activities managed at LGA level and in interaction with the Project? As scheduled?		
If delays, well managed? Impact on achieving outputs?		
Added sub-Question: at discretion		

Q2.3: Score = XX

Sub-Question	Assessment	Justification
How well are outputs achieved? Delivered on time and of good quality?		
What is the level of attainment of learning objectives at individual, department/unit levels?		
Agreed actions done and follow-up provided by LGA?		
Added sub-Question: at discretion		

3. EFFECTIVENESS: Degree to which the outcome (Specific Objective) is achieved

In order to calculate the total score for this quality criterion, proceed as follows: 'At least one 'A', no 'C' or 'D' = A; Two times 'B' = B; At least one 'C', no 'D' = C; at least one 'D' = D

Assessment EFFECTIVENESS: total score	A	B	C	D

Q3.1: Score = XX

Sub-Question	Assessment	Justification
In line with implementation experience to date, what is the Project outcome in terms of quality and coverage? Has the LGA procurement capacity and performance improved and to what extent? (NB as measured by CPI+VFIM)		
Is procurement more aligned to LGAs strategic objectives?		

Sub-Question	Assessment	Justification
Was the LGA able to incorporate negative factors (i.e. assumptions and risks) and to take corrective measures to reach objectives?		
Were the Project and its partners able to mitigate negative factors? Or to build on new opportunities? Able to take corrective measures?		
Added sub-Question: at discretion		

Q3.2: Score = XX

Sub-Question	Assessment	Justification
Were activities and outputs adapted (when needed) over time, scope, content, in order to achieve the outcome?		
Were strategies and key activities changes and adapted? How did this effect objectives?		
Were outputs of other Result Areas (i.e. No R1, R2, R3 and R4) supportive to achieving objectives at direct beneficiary level (the LGA)?		
Added sub-Question: at discretion		

4. POTENTIAL SUSTAINABILITY / IMPACT: The degree of likelihood to maintain and reproduce the benefits of the Project in the long run (beyond the Project implementation period)

In order to calculate the total score for this quality criterion, proceed as follows: At least 3 'A's, no 'C' or 'D' = A; Maximum two 'C's, no 'D' = B; At least three 'C's, no 'D' = C; At least one 'D' = D

Assessment	POTENTIAL SUSTAINABILITY : total score
A	
B	✓
C	
D	

Q4.1: Score = XX

Sub-Question	Assessment	Justification
Was is the financial/economic viability?		
Are the costs to continue affordable for the LGA to maintain its procurement capacity and to sustain/improve its procurement performance?		
Added sub-Question: at discretion		

Q4.2: Score = XX

Sub-Question	Assessment	Justification
What is the level of ownership of the intervention by the LGA? Is the LGA willing and able to continue with procurement CB for sustained improvement of their procurement performance?		
Are adequate internal arrangements in place?		

Sub-Question	Assessment	Justification
Can they be sustained?		
Are main assumptions and risk still valid? How will they affect potential sustainability?		
Added sub-Question: at discretion		

Q4.3: Score = XX

Sub-Question	Assessment	Justification
Was the level of policy support provided by PPRA, PO-RALG, LGTI and RS/RAS adequate?		
Added sub-Question: at discretion		

Q4.4: Score = XX

Sub-Question	Assessment	Justification
How well contributed the Project to improve institutional and management capacity of the LGA?		
Was the Project set-up well embedded in LGA institutional structure?		
Were interactions adequate between Project and main project partners (PPRA, PO-RALG, Regions and LGAs) to achieve project objectives and likely continuation after project end-date?		
Added sub-Question: at discretion		

12.1 Improving Institutional Set-Up and Performance

Improving the Institutional Set-Up and Performance was integral part of the Project objective and at the start situation assessed at 68% (fair performance). Recommendations for improved institutional Set-Up and Performance included:

- 1) Increasing awareness, knowledge and skills of LGA actors on the roles and responsibilities of LGA bodies, committees and actors in the procurement powers, mandates, observation of independence, dealing with disagreements, etc;
- 2) Integrating the roles and responsibilities of LGA bodies, committees and actors in the skills and competence analysis (job families approach) as the basis for Procurement Skills Development Planning;
- 3) Analysis to cover Higher Local Government and Lower Local Government Authorities including Service Delivery Units (health; education) in capacity building;
- 4) Establishment and professionalization of the Procurement Management Unit;
- 5) Addressing integrity and conflict of interest in LGA procurement in trainings and follow-up; and
- 6) Improved functioning of Internal Audit Unit in quality assurance of LGA procurement.

The interventions of the project included the following:

- 1) Support to all LGAs to formulate and implement Procurement Skills Development Plans (PSDP) based on skills and competence analysis of LGA Job Families in relation to roles and responsibilities in LGA procurement;
- 2) Preparation of schedule of Procurement Roles and Responsibilities of LGA Job Families derived from PPA, PPR, LFGM and Scheme of Service, which was integrated in all Training Modules;
- 3) Development or improving procurement skills and competences of Accounting Officer, Council Tender Boards, Heads of PMU and Internal Audit Units based on the developed Training Module No 1 in "Use and Application of PPA/PPR for Local Government Authorities";
- 4) Internal auditors of all selected LGAs were trained in procurement audit skills based on the specially developed Training Handbook; and
- 5) Chair and Members of Finance Committees were trained in 2016 in "Use and Application of PPA/PPR for Local Government Authorities" on the basis of the enhanced Training Module 1A (in Swahili); Council Directors of whom many were new to the LGA system also benefited from this training.

During the field interviews one of the Council Directors indicated that after she became aware of the Project she started to see more and more its importance for the capacity and procurement performance of the Council; she participated in several trainings and encouraged attendance of staff and active follow-up. Her leadership style and supportive role in procurement values greatly contributed to the achievement and success in the Council.

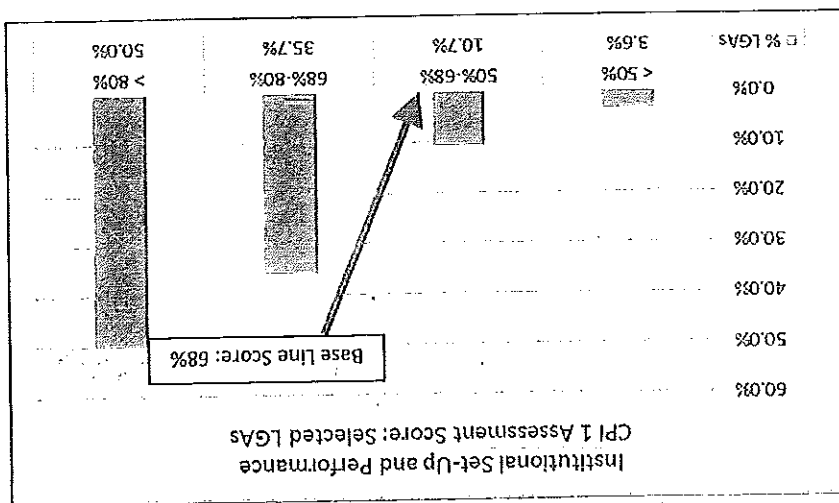
The change path to improved, good institutional set-up and performance is to a major extent within the control of the LGAs and does not require major financial investments except the training to develop and/or improve procurement skills (PSDP training) and coaching (provided by the Project in Action research and PSDP follow-up missions). Councils under the overall responsibility of the Council Director are required to ensure adequate capacity, knowledge and skills of members of Council Tender Boards, PMU staff establishment (Procurement Officers), Committees as well as the Internal Audit Unit. At the end of the Project the CPI-1 score of the selected LGAs had increased from 68% (Base Line) to 79% up. This is a significant improvement of 14.2%. The performance is assessed as satisfactory just 1% short of the 80% benchmark (good). Most Councils took adequate measures and supported the procurement structures including adding and training additional Procurement Officers hereto assisted

Assessment	Justification
Sub-Question Can they be sustained? Are main assumptions and risk still valid? How will they affect...	

The LGAs indicated that the better understanding by LGA procurement bodies, committees and actors (Job Families) of their procurement roles and responsibilities improved decision-making, reduced disagreements and conflicts, and strengthened collaboration between stakeholders. The training of Finance Committees enhanced the understanding of the Committee members on procurement roles and operations, improved procurement decision-making and strengthened working relations between LGA staff and elected leaders. In many LGAs there is an improved coverage of procurement in IA reports. The training of LGAs generally improved the collaboration between the LLGAs and Service

- The seven LGAs that became operational during the intervention period established a satisfactory procurement institutional set-up and performance with average CPI 1 assessment score of 76%.
- Around 14% of the LGAs (18%) can be classified as "slow movers / no changers" with as score below the baseline value or even below the 50% drop-off point (poor performance); these LGAs, for various reasons as explained below, did not respond well to the intervention as assessed at time of the latest procurement audit; the three LGAs in Tanga region require strict follow-up on weaknesses: Handeni DC (54.3%), Bumbuli DC (47.5%) and Pangani DC (55.5%); and
- Almost two-fifth of the LGAs (36%) can be classified as 'steady improvers', who responded well to the intervention, managed to make significant progress in institutional set-up and performance, but they have to make few more steps to qualify as champion; it is good to observe that notwithstanding the relatively high number of new LGAs (50%) in Kigoma region, the Councils have a fair performance of 65% or above;
- Half of the LGAs (50%) can be classified as 'champions' with a CPI score of more than 80%; in each region there are several champions, the highest number in Dodoma, followed by Pwani, Tanga and Kigoma regions;

Around 86% of the LGAs managed to respond well to the intervention, improved from the Base Line and ensured an adequate institutional setup and performance of their Council. Follow-up measures i.e. assumptions were realised including support to Procurement Management Units, additional qualified Procurement Officers, functioning of Internal Audit Units, adhering to the independence of responsibilities and functions of the main procurement actors, and participation of staff and Councilors in training programmes.



The graph below shows the performance of the selected LGAs as measured by the CPI 1 score.

by the training interventions of the Project. There was no significant difference between LGAs covered by Action research (CPI 1 = 79.4%) and without Action research (78.4%).

Delivery Units, PMUs, Technical Departments and Council Legal Officer.
 Enabling factors (i.e. assumptions) to sustain improvements in the institutional set-up and performance include:

- 1) Values: Importance of ensuring adequate establishment and functioning of the procurement actors, bodies and committees in line with legal requirements;
- 2) System: adequate budgets for PMU and the Internal Audit Units for effective procurement operations and quality assurance of LGA procurement;
- 3) Structure: in particular new LGAs would further benefit from a rapid establishment of Council offices including adequate office space for the PMUs; and
- 4) Staffing: staffing of PMUs to the required level and adding specific expertise (i.e. engineering)

The main recommendations are:

S/n	Recommendation	Who
1	Roll-out to relevant Job Families (Accounting Officer, Council Tender Boards, Finance Committees, Internal Auditors, Legal Officers, Heads of PMUs) the training module "Use and Application of PPA/PPR for Local Government Authorities starting with LGAs with a low CPI score	PO-RALG / LGTI
3	Regions to assist LGAs with poor CPI-1 score by 'peer-learning'	PO-RALG; RAS/LGAMSS
4	Issue guideline to ensure adequate arrangements and for procurement training (in-house; external) of new members of Council Tender Boards, Finance Committees, Procurement Officers, etc	PO-RALG Regions LGAs
5	Ensure the registration of Procurement Officers with the PSPTB	PSPTB LGAs
6	Fast-track the evaluation of the Procurement Officers, adjust Scheme of Service and define the PMU establishments (in relation to procurement volume and portfolio)	PO-PSM PPPD/PPRA PO-RALG
7	Ensure adequate funding to maintain and operate e-based procurement systems (PMIS) and equipment	LGAs
8	Put in place measures for required institutional set-up in LGAs without progress or fall-back (Pangani DC, Handeni DC, Kibondo DC and Bumbuli DC)	Selected LGAs Regions

12.2 Improving Procurement Planning

Preparation and implementation of the Annual Procurement Plan was one of the weakest procurement performance area of Local Government Authorities at the start situation of the Project as assessed in FY 2011/12 by the PPA with a 46% score. For this reasons procurement planning was included as one of the priority areas for Action research. Recommendations for improved procurement planning included:

- 1) Increasing awareness, knowledge and skills of LGA actors on legal provisions and recommended practices for preparation and implementation of the Annual Procurement Plan (APP);
- 2) Importance of effective linking of the APP with the annual plan and budget of the LGA i.e. the Medium-Term Expenditure Framework (MTEF) to ensure a comprehensive plan;
- 3) Due attention to the APP process from start to finish with adequate collaboration between

- 4) Regular review of the APP (mid-year and when preparing the next APP) on achievements and risks.

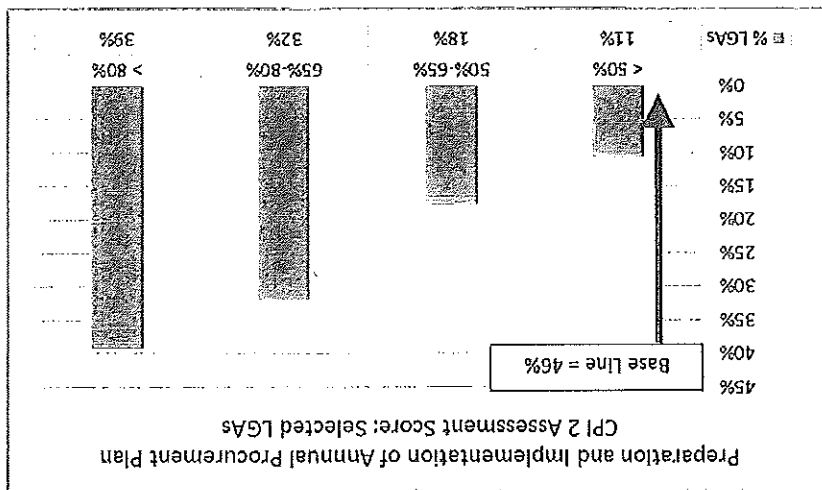
The interventions of the project included the following:

- 1) Development of a specific training module in procurement planning for LGAs;
- 2) Training in procurement planning of the main LGA job families involved i.e. procurement officers, Heads of Departments, Technical Departments (Engineers), Internal Auditors;
- 3) Including annual procurement plan in Action research analysis (input phase), improvement plans, practical follow-up and monitoring; and
- 4) Follow-up and coaching to the provided training in monitoring missions in all LGAs.

NB: → the foreseen tool to extract the APP from MTEF was not developed due to administrative reasons, but working templates developed under Action research

The change path to improved, good procurement planning is to a large extent within the control of the LGAs and does not require major financial investments except the initial training to develop and improve procurement planning skills (PSDP training) and coaching (provided by the Project in Action research and PSDP follow-up missions). The start-situation was conducive as many LGAs were aware about the importance of improving their APPs. At the end of the Project the average CPI score of selected LGAs had increased from 46% (Base Line) to 71%. This is a very significant improvement of 54.3%. LGAs covered by Action research showed a marked better performance (77%) then the LGAs without Action research (67%) indicating the importance of building capacity from within the LGA with adequate time for coaching and mentoring.

The graph/table below shows the performance of the selected LGAs as measured by the CPI 2 score:



The PRA assessment score include a sub-indicator for realisation of the APP, which is largely an external factor depending on CG transfers of grants and subsidies. This affects the CPI score with several percentage points.

Around 71% of the LGAs managed to respond well to the intervention and provided follow-up measures i.e. assumptions were realised including making APP preparation a more inclusive, collaborative process, adequate aggregation of requirements, linking the APP with MTEF, formulation of packages, use of the required APP templates, APP approval process and publishing of the plan. The role of the Council leadership was essential to get departments to think out of the box i.e. to value

the APF as a strategic document and building stone to achieve Council's procurement objectives i.e. efficient and effective procurement and Value for Money. The above-mentioned factors (assumptions) explain the marked differences in outcome between the selected LGAs in improved procurement record management:

- Almost two-fifth of the LGAs (39%) made very significant improvement and can be classified as '**champions**' with a CPI score of more than 80%; in each region there is at least one champion;
- Almost one-third of the LGAs (32%) can be classified as '**steady improvers**', who responded well to the intervention, managed to change practices and made significant progress in annual procurement planning, but they have to make few more steps to qualify as champion;
- Around one-fifth of the LGAs (18%) can be classified as '**slow movers**', they made fair progress, but still have to make several steps in the annual procurement planning process;
- Around one-tenth (11%) of the LGAs are classified as '**no changers**', as per CPI-2 procurement assessment score of less than 50%; analysis shows that these LGAs were somehow differently assessed in the procurement audits, in particular scoring of APF implementation i.e. percentage of APF implemented and tender processing time; by virtue of maintaining the methodology the CPI scores have however been maintained; the issue of Uvinza DC (2%) related to failure to submit the APF in 2014/15 has now been resolved; and according to field mission during internal evaluation Buhigwe DC (47%) and Muhaza DC (47%) in Tanga region are taking measures.

The LGAs with significant improvements indicated that the improved annual procurement planning facilitates implementation of procurement, the procurement process is much more transparent, timelines are better followed, User departments feel involved and there is better follow-up and reporting both by PMU and the User Departments. Enabling factors to further improvements to sustain the annual procurement planning process include:

- 1) Values:
 - o Importance of collaboration between PMU and Departments/Units in APF preparation
- 2) Style/Strategy: adequate feedback by Management on issues related to procurement planning; and
- 3) System:
 - o Importance of including all Council procurement in the APF and procurement reports, including Sub-Council procurement yet to be covered (health basket procurement is covered, but not the CHF; LGDG grant and education capitation grants);
 - o Increased credibility of LGA budget hence improved APF realisation and performance;
 - o Complete EPICOR, PlanRep and APF interfacing (as well as PMIS); and
 - o Better internet connectivity and connection speed to operate PMIS.

During the special training of Procurement Officers in the Standard LG Training Manual in Procurement and Contract Management, one of the LGAs covered by Action research (Lushoto DC) made a presentation on how to extract the APF from MTEF by using excel spreadsheets as introduced during AR coaching. This shows the importance of positive attitudes to use of ICT combined with adequate IT skills in the PMU; it also shows the rationale for coaching and peer-learning.

This is likely to change with the ongoing development to include cost-centres at LGA level in PlanRep (schools, health units, etc) and EPICOR starting FY 2017/18 or FY 2018/20. It is expected that the APF will be directly linked to the newly developed systems

The measures to ensure appropriateness of the tender process are fully within the control of the LGAs, except for the start of the process, which depends on availability of funds. Training to improve knowledge and skills on the tender process were provided by the Project (PSDP training) and coaching (Action research and PSDP follow-up missions). This includes requirements as per PPA 2011 and amendments in 2016. The graph (next page) shows the performance of the selected LGAs as measured by the CPI 3 score:

- 3) Follow-up and coaching to the provided trainings in monitoring missions in all LGAs.
- 2) Training of the main LGA job families involved i.e. Accounting Officer, Procurement officers, Council Tender Boards, Finance Committees; and
- 1) Development of the training module in "use and application of PPA and PPR for Local Government Authorities" in English and Swahili, which contain several sessions and units on the tender process;

The interventions of the project included the following:

- 1) Increasing awareness, knowledge and skills of LGA actors on legal provisions and standards for the tender process;
- 2) Importance of effective collaboration between PMUs, User departments and other actors throughout the tender process;
- 3) Due attention to preparation of tender dossiers, selection of methods, evaluations, quality of evaluations reports, tender awards, approvals, etc;
- 4) Use of procedural forms and Standard Bidding Documents; and
- 5) Compliance to tender processing time (launch to award / signing).

The appropriateness of the tender process was assessed at 76% during the Base Line (satisfactory performance) and integral part of the Project objectives. Recommendations for improving the tender process included:

12.3 Improving the Tender Process

S/n	Recommendation	Who
1	Roll-out the training module in procurement planning starting with regions and/or LGAs with a low CPI-2 score	PO-RALG / LGTI
3	Regions to assist LGAs with poor APP by 'peer-learning' and use of champions	PO-RALG;
4	Improve LGA budget credibility to ensure proper implementation of the APP and VFM in LGA procurement	MoF
5	Enhance PMIS connectivity and in particular speed to facilitate use of the system	PPRA LGAs
6	PlanRep and EPICOR updates to include applications to extract procurement at all levels (i.e. cost centres, HLGA, LLGA, Service Delivery Units) for preparation and reporting of the APP	PO-RALG

The main recommendations are:

- Around half of the selected LGAs (45%) can be classified as 'champions' with a CPI-3 score of more than 80%; in each region there are several champions;
- Around one-third of the selected LGAs (32%) can be classified as 'steady improvers' who responded well to the intervention, have a fair performance (CPI-3 score of 65-80%), but they have to make few more steps to qualify as champion;

selected LGAs:

Differences in application of the required standards explain the differences in outcome between the

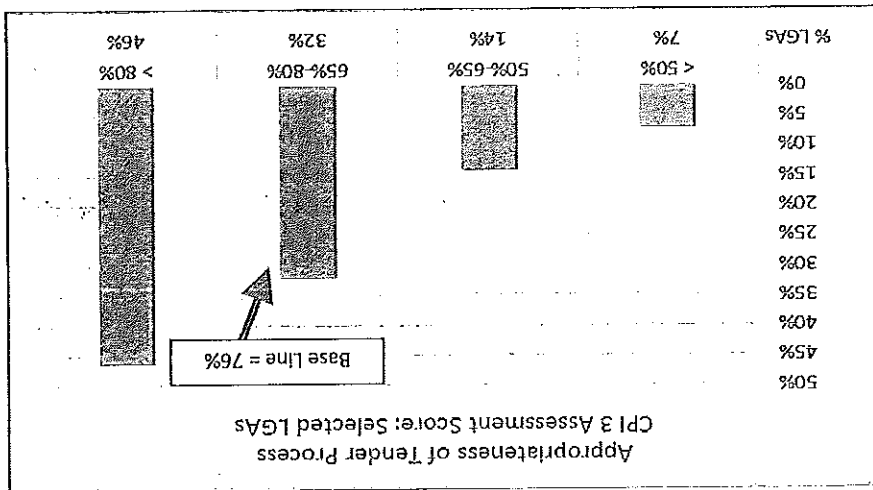
capacity strengthening of these agencies.

There are persistent challenges at LGA level with procurement of services and goods from TEMESA, MSD and GPSA that affect their service delivery function and this requires urgent attention and

of the required guidelines or circulars, in particular position of special groups and preferences.

Areas for improvement and attention points, depending on the LGA (in particular those with a performance score below 65%) include: initiation of procurement by User Departments, confirmation of funds before start of procurement process, complete, well-tailored and duly approved Standard Bidding Documents (GCC, SCC, Tender Data Sheets) in particular on security clauses, submission of copies of tender adverts to PPR (for publication in Tanzania Procurement Journal), setting of clear, un-ambiguous evaluation criteria, impartial evaluation as set in the tender documents (without waving some), review of tender evaluation reports, approvals of negotiation plans, notifications of tenders as well as publication of procurement awards to PRA and public. There is also need to guide the LGAs on the correct application of relevant provisions of the PP (Amendment) Act of 2016 including issuing

At the end of the Project the average CPI-3 score remained the same (74%) compared to 76% at Base Line. This indicates that a sound capacity of the LGAs was in place. The Project contributed to capacitate LGA actors with procurement knowledge and requirements as per PPA 2011. Improvements include: better use of Procedural Forms by PMU, use of circular resolutions by Tender Boards, mini-competition, better use of Standard Bidding Documents, reduction in interference in roles and responsibilities of PMU/UD (i.e. User Departments would source pro-forma invoices), better collaboration with user department(s) in need identification and preparation of specifications, improved working relations and decision-making by Finance Committees, sharing of knowledge, skills and values from peers e.g. new CTB members, reduced audit queries on procurement, and generally better understanding of PPA/PPR in the work place by the Job Families and improved teamwork and collaboration among LGA procurement actors. LGA stakeholders appreciate the reduced time-lines as per PP (Amendment) Act of 2016 particular in view of a situation of short time-lines to complete the tender and award process related to late fund releases.



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1) Development of a specific training module in contract management and administration and a module in contract closure, review and evaluation of contract performance and outputs;

The interventions of the project included the following:

- 1) Increasing awareness, knowledge and skills of LGA actors on legal provisions, standards and recommended practices for contract administration and management;
- 2) Importance of effective collaboration between PMUs and User departments;
- 3) Improved contract preparation;
- 4) Due attention to the inspection and acceptance of goods, appointment of contract supervisors, adequate participation in site meetings
- 5) Adequate verification of works (measurement sheets, etc);
- 6) Use of quality assurance plans and checklists in contract monitoring; and
- 7) Timely payments to contractors to enable them to perform as per contract terms and conditions

Recommendations for improved contract administration included:

Contract Management and Administration was the third weakest procurement performance area of Local Government Authorities at the start situation of the Project and assessed by the PPRAs with a 62% score. Contract administration was included as one of the priority areas for Action research.

7.4 Improving Contract Management and Administration

S/n	Recommendation	Who
1	Roll-out the training module in use and application of PPA/PPR for LGAs starting with regions and/or LGAs with a low CPI-3 score	PO-RALG / LGTI
2	Regions to assist LGAs with poor assessment by 'peer-learning' and use of champions to address the weak areas/attention points	PO-RALG; RAS/LGAMSS
3	LGAs to ensure adequate induction and guidance to members of procurement bodies and committees	PO-RALG LGAs
4	Enhance PMIS connectivity and speed to facilitate use by PMUs for submission of required documents and reports	PPRA LGAs
5	Strict follow-up to comply to set timelines of complete the tender process	LGAs
6	Improve and strengthen the capacity and provision of services of supply of goods by TEMESA, MSD and GPSA	Got

The main recommendations are:

- 1) System: PMUs to enhance use of PMIS for submission of the required documents and reports during the tender process for quality assurance purposes
- 2) Staff/Skills: adequate induction of new members of Council Tender Boards, Finance Committee Members; appropriate guidance to evaluation committee members

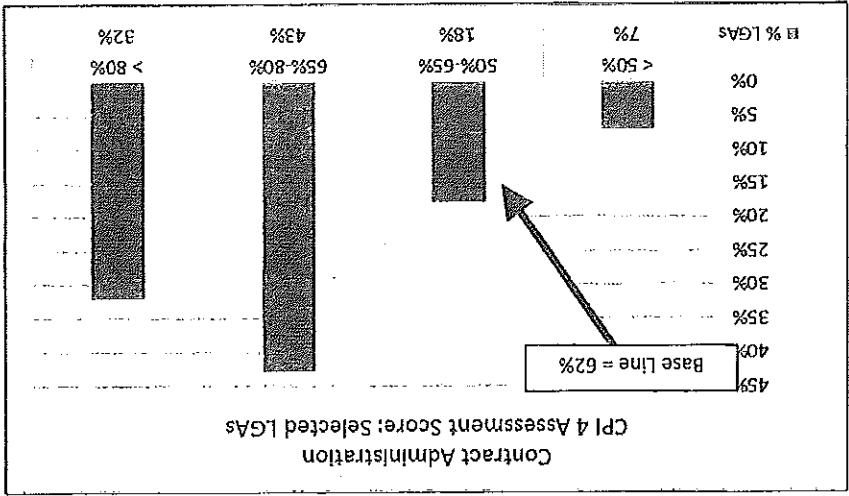
Enabling factors to making improvements in the appropriateness of the tender process include:

- 14% of the selected LGAs can be classified as 'slow movers' have a fair performance but need to make more changes to comply with all tender process requirements;
- 7% of the selected LGA have a poor performance (Kongwa DC and Mwapwa DC) and need to make serious follow-up to the identified issues as part of procurement audits hereto assisted by Dodoma RS/RAS and PPRAs Centre Zonal Office.

- 2) Training in contract management and administration, review and evaluation of contract performance and outputs of the main LGA job families involved i.e. Procurement officers, Heads of Departments, Technical Departments (Engineers), Internal Auditors, Legal officers;
- 3) Including contract management and administration in Action research analysis (input phase); improvement plans, practical follow-up and monitoring; and
- 4) Follow-up and coaching to the provided trainings in monitoring missions in all LGAs.

The change path to improved, good contract management and administration is to a certain extent within the control of the LGAs. Training to develop and improve contract administration skills (PSDP training) and coaching (provided by the Project in Action research and PSDP follow-up missions). However, fund releases for payment to contractors, site meetings and quality assurance are often not forthcoming as scheduled and this constrains the performance of the LGAs.

The graph below shows the performance of the selected LGAs as measured by the CPI 4 score:



At the end of the Project the CPI score (No 4) had increased from 62% (Base Line) to 72% up. This is an improvement of around 16%. More improvement was expected and surprisingly, LGAs covered by Action research did not have a better performance than LGAs without Action research. This is likely related to the number of institutional factors outside direct LGA control. At the same time performance of individual procurement continued to improve (refer to VFM scores) based on the capacity of Technical Departments (mainly Works).

Around 75% of the LGAs managed to improve, responded well to the intervention and provided follow-up measures i.e. assumptions were realised, improved practices include better contract specification, completion of contract documents, review and approval of contracts, physical inspection and approval of outputs and payments, PMU participation in site meetings, appointments of contract supervisors/Project managers for specific contracts, appointments of inspection and Acceptance Committees, User Departments started to use Quality Assurance Plans to mitigate risks, approval of Addendum / Variation by CTB as required, and application of performance security as means of control.

Remaining weak areas include use of quality assurance plans, verification of VFM of contracts by IAVs, adequate closure of contracts, tracking of retention funds, contract management recording, reporting, documentation and completion of final contract reports. Differences in application of the required standards and recommended practices largely explain the marked differences in outcome between the selected LGAs in contract management and administration:

Procurement record management was the second weakest procurement performance area of Local Government Authorities at the start situation of the Project. It was assessed by the PIRA with a 52% score in FY 2011/12. For this reason, procurement record management was included as priority in Action research. Recommendations for improved procurement record management included:

12.5 Improving Procurement Record Management

S/n	Recommendation	Who
1	Roll-out the training module in contract management and administration starting with regions and/or LGAs with a low CPI-4 score	PO-RALG / LGTI
2	Regions to assist LGAs with poor assessment by 'peer-learning' and use of champions	PO-RALG; RAS/LGAMSS
3	Improve LGA budget credibility to 1) ensure adequate M&E of contract implementation and internal quality assurance and 2) payment to contractors as per terms and conditions enabling them to perform	MoF PO-RALG
4	Enhance PMIS connectivity and speed to facilitate use of the system for monitoring and checking	PPRA LGA

The main recommendations are:

- PMUs to start using checklists to monitor contract implementation.
 - IAs to verify contract outputs and deliverables; and
 - Ensure adequate funding to M&E to enable PMUs to participate in site meetings and good track-record;
 - Increase the credibility of LGA budgets to enable timely payments to contractors to enable them to perform as expected, reduce outstanding debts and attract contractors with a good track-record;
 - Increase comprehensiveness of LGA procurement and contract reports;
 - Contract implementation and progress reports to be systematically copied to PMUs to increase comprehensiveness of LGA procurement and contract reports;
 - Contract implementation and progress reports to be systematically copied to PMUs to increase comprehensiveness of LGA procurement and contract reports;
 - Contract implementation and progress reports to be systematically copied to PMUs to increase comprehensiveness of LGA procurement and contract reports;
- 4) System:
- PPA; this requires access of PMU to contract records, reports and information.
- 3) Legal / Institutional: resolve issues in responsibilities for Project Management, which fall under the DPLO who reports on status of Contract Implementation instead of HPMU as stated under PPA; this requires access of PMU to contract records, reports and information.

Enabling factors to make and sustain improvements in contract management include:

- Around one-third of the selected LGAs (32%) made very significant improvement and can be classified as 'champions' with a CPI score of more than 80%; in each region there is at least one champion except for Kigoma;
- More than two-fifth of the selected LGAs (43%) can be classified as 'steady improvers', who responded well to the intervention, managed to change practices and made significant progress in contract management, but they have to make few more steps to qualify as champion;
- One quarter of the LGAs (25%) can be classified as 'slow movers' or 'no-changers', they hardly made progress or even showed a fall-back and still have to make significant steps to apply the required standards and practices; these LGAs are Kondoa DC (50.0%), Mpwapwa DC (53.8%), Kasulu DC (50%), Kibondo DC (42.1%), Kigoma DC (51.5%) and Pangani DC (36.3%); however
- The above 25% of the selected LGAs showed a relatively better performance in the individual procurement contracts with VFM assessment of 'fair' and scores above 60%.

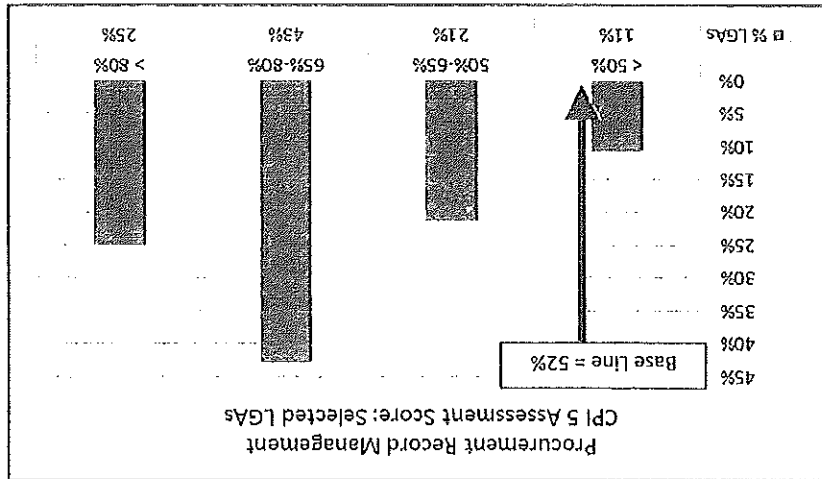
- 1) Increased awareness, knowledge and skills of LGA actors on legal provisions and recommended practices for keeping procurement and contract records;
- 2) Provision of procurement record management staff to PMUs;
- 3) Adequate use of procurement record management systems; and
- 4) Providing adequate office space and tools for storage and retrieval of procurement records.

The interventions of the project included the following:

- 1) Development of a specific training module in procurement record management and reporting;
- 2) Training in procurement record management skills of the three job families involved i.e. procurement officers, record management staff and engineers (who keep the bulk of procurement contract records);
- 3) Including procurement record management in Action research analysis (input phase), improvement plans, practical follow-up and monitoring;
- 4) Strengthening the system of 1 tender = 1 file and 1 contract = 1 file to make the files 'talk';
- 5) Follow-up to the provided training in monitoring missions in all LGAs on staffing, facilities, etc.

The change path to improved, good procurement record management is largely within the control of the LGAs and does not require major financial investments except initial training to develop skills and coaching (provided in PSDP training, Action research and PSDP follow-up missions) and additional storage space and working tools (to be provided by the LGAs). The start-situation was conducive as many LGAs were aware about the importance of procurement record keeping in view of many CAG audit queries on procurement related to dismal record keeping. At the end of the Project the CPI score (No 5) had increased from 52% to 66%, which is a significant improvement. LGAs covered by Action research showed a slightly better performance (69%) than the LGAs without Action research (64%).

The graph below shows the performance of the selected LGAs as measured by the CPI 5 Assessment score:



Around 75% of the LGAs managed to respond well to the intervention and provided follow-up measures i.e. assumptions were realised including provision of Record Management Assistants (RMA) or record keeping expertise, PMUs, shelves and files, sometimes office space. Important was the adhering to the system and required practice of specific procurement files. The role of the Council registry in relation to procurement and contract records keeping by PMUs and User Departments proved to be pivotal to change. Changing ('unfreezing') the 'old' practice of combining all kind of records in one (physical) file to establishing ('freezing') the 'new' practice of opening a specific file for each procurement and procurement contract was essential. Support by Council Director and/or

DHRO to improved practices was essential including adding specific record management expertise to the PMUs proved to be critical as well as internal quality assurance by LGA internal auditors.

The above-mentioned factors (assumptions) largely explain the differences in outcome between the selected LGAs in improved procurement record management:

- A quarter of the LGAs (25%) made very significant improvement and can be classified as 'champions' with a CPI score of more than 80%; this shows that the change-path can be completed; in each region there is at least one champion: Dodoma region: Chemba DC (80%) and Chamwino DC (80%); Kigoma region with Kigoma DC (80%); Pwani region with Kibaha DC (100%) and Kisarawe DC (85%); and Tanga region with Kilindi DC (80%);
- More than two-fifth of the LGAs (43%) can be classified as 'steady improvers', who responded well to the intervention, managed to change practices and made significant progress in procurement record management; but they have to make few more steps to qualify as champion;
- Around one-fifth of the LGAs (21%) can be classified as 'slow movers', made fair progress, but still have to make several steps in their procurement record management capacity;
- 11% of the LGAs are classified as 'no changers' with a score of less than 50%; these LGAs, for various reasons, did not respond well to the intervention and did not invest in the procurement record management capacity; these LGAs require strict follow-up and further analysis: Kigoma region: Kakonko DC (30%); Pwani region: Bagamoyo DC (25%); and Tanga region: Handeni DC (10%).

LGAs with significant improvements and performance (around 75%) indicated that improved procurement record management increases the efficiency in tender and contract management processes, reduces (human) errors, enhances openness in procurement operations, facilitates internal quality assurance and reduces audit queries.

Enabling factors to further sustain improvements in procurement record management include:

- 1) **Legal:** Resolve apparent contradicting legal provisions in the PPA, LG Act and Archives Act on responsibilities for procurement record keeping and archiving;
- 2) **Structure:** PMU is required to keep procurement records whereas the user department is required to keep contract records; this requires strong collaboration; DHROs (custodian of records in Councils) to support the establishment of a sub-registry for procurement records (as for several other sectors);
- 3) **Values:** importance of transparency in procurement through complete and well-kept procurement records that 'talk' and can easily be checked; culture to respect procurement and contract records;
- 4) **Style:** direct feedback by Management on issues related to procurement records; and
- 5) **System:** prioritize procurement record keeping capacity in the MTEF and resource allocation (training; running costs; storage space, etc).

A new Council Director in one of the selected LGAs noticed to his surprise the impact of providing working tools for procurement management; staff and skills were in place, and the tools assisted in a marked increased assessment score.

The change path to improved, good use of PMIS is largely within the control of the LGAs. However, it requires financial investments in computer equipment as well as internet connectivity of PMUs (LAN) to the PRA server. The former has been provided by the Project whereas the latter was the responsibility of the LGA. Besides, support is needed by PRA to provide passwords to users and follow-up to PMIS use. Lastly, it required a positive attitude of PMUs to change to use ICT systems, and adequate PMU staff (in number and ICT-literacy) as there is an initial increase of workload.

- 1) Training in PMIS skills of Procurement Officers and Internal Auditors by a team of PRA, followed by refresher training and training in latest version of PMIS;
- 2) Provision of ICT equipment (desktop computer) to all PMUs;
- 3) Follow-up to the provided training in monitoring missions in all LGAs; and
- 4) Support to finalize PMIS and preparation of User Manual.

The interventions of the project included the following:

- 1) Increased awareness of the importance of ICT-based procurement management information systems to enhance efficiency, reporting, controls and transparency in procurement process and operations
- 2) Training of Procurement Officers and Internal Auditors in PMIS skills;
- 3) Provision of ICT equipment to PMUs;
- 4) Internet connectivity of PMUs to operate PMIS (and other ICT-based systems, access to PRA website, etc)

Recommendations for improved use of PMIS by PMUs included:

The use of the Procurement Management Information System was very low at time of Base Line Study and assessed at zero in the selected LGAs. During the Project period the PMIS was improved and refined at several occasions. More importantly, following the gazetting of PPA 2011 in December 2011 (Amended 2016), the use of PRA systems by Procuring Entities became mandatory, when internet connectivity is adequate and included in as CPI-6.

12.6 Improving Use of Procurement Management Information System

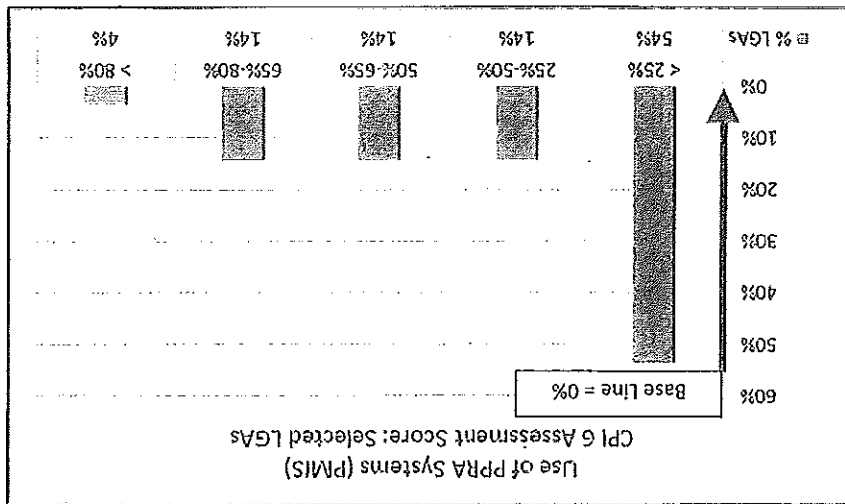
S/n	Recommendation	Who
1	Roll-out the training module in procurement record management and reporting starting with LGAs with a low CPI score	PO-RALG/LGTI
2	Regions to assist LGAs with poor procurement record performance by 'peer-learning' and use of champions	PO-RALG; RAS/LGAMSS
3	Include in the design of all new Council building adequate space for storage of procurement / contract records; storage to be located close to PMU office(s)	PO-RALG
4	Include Record Management Assistance in PMU staff establishment	PO-PSM PPPD
5	Issue guideline on establishment of procurement record sub-registry in LGAs	PO-RALG PRA
6	Adequate funding to support the procurement record management function	PO-RALG LGAs

The main recommendations are:

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- Enabling factors to increase the use of PMIS by PMUs include:
- 1) Values: increase awareness of Council Directors on the importance of PMIS as part of Government's ICT policy agenda and legal requirement; Internal Audit Units to see the importance of PMIS reporting;
 - 2) System: promote the use of PMIS to generate procurement reports for internal use i.e. to CMT and Council; improve internet connectivity and speed to PPRAs server; ensure running costs; and
 - 3) Skills and staff: train the right staff, disseminate the PMIS user manual and provide active follow-up to users; prioritize PMU staff time to operate PMIS and include in OPRAS.

- There is only one LGA (Kigoma DC) that made a very significant improvements and can be classified as 'champions' with a CPI score of more than 80%; this shows that the change-path for use of PMIS can be completed;
- 14% of the LGAs made significant improvement with CPI-6 score of 65-80% and can be classified as 'steady improvers'; they responded well to the intervention, managed to change practices and made significant progress in the use of PMIS, but they have to make few more steps to qualify as champion;
- Another 14% of the LGAs can be classified as 'slow movers', made fair progress with fair performance, but they still have to make several steps in their procurement record management capacity;
- Around two-third of the LGAs have as score of less than 50%; more than half are below 25% and seven of the LGAs do not use the system; these LGAs, for various reasons, did not respond well to the intervention ('no changers'), hardly use the system, and have a long way to go to reach an acceptable level of use of the PMIS.



At the end of the Project the use of PMIS by PMUs had increased to 31% compared to 0% at the start situation. This is significant progress, but below target. Some LGAs responded well to the intervention and provided follow-up measures (assumptions) including improving LAN system, access to PMIS server, allocating staff time to PMIS, etc. These LGAs were positive and indicated that the system facilitates their procurement operations and process. The commitment of the HPMU and staff time to operate the system proved to be pivotal, in particular when first priority is given to processing LPOs and GRNs for routine procurement (see next section). Continued support by regions and intensive follow-up by the PPRAs (Headquarters and zonal offices) is required to reach the benchmarks set by the PPRAs. The outcome of the intervention is shown in the table below:

The main recommendations are:

S/n	Recommendation	Who
1	Speed-up PMIS connectivity of LGAs and system speed	PPRA
2	Connect PMUs to LAN and its ensure running costs	PO-RALG LGAs
3	Include in the design of all new Council buildings LAN connections to PMU office	PO-RALG
4	Include PMIS skills in Qualifications / Scheme of Service of Procurement Officers	PO-PSM/PPD PO-RALG
5	Finalize integration of EPICOR and PMIS	PPRA
6	Include PMIS in procurement training curriculum	LGTI PSPTB
7	Use the experience and lessons learned of introduction and use of PMIS for the upcoming test and roll-out of the e-procurement system	PPRA

12.7 Improving use of Integrated Financial Management System for procurement

The inadequate capacity for the use of the Integrated Financial Management System (EPICOR) for procurement operations was assessed as one of the priority areas during the Base Line Study and Capacity Building Strategy Formulation workshop. Before the roll-out of IFMIS to all LGAs – the current version was launched in 2012/13 - Procurement Officers generated Local Purchase Orders (LPO) and stores officers Goods Receipt Notes (GRN) manually. In EPICOR they are generated electronically for better control of vote and cash. However, many PMUs lacked the required skills, and systems access was limited (connections to EPICOR, passwords, etc). Consequently, in many LGAs Council Treasury (partly) assumed this role. This was not in line with the functions and roles as defined in the Local Government Financial Memorandum. It should be noted that the PRA is not assessing the use of EPICOR by PMUs for processing of LPOs or GRNs. At the start situation of the Project EPICOR use by PMUs was established at 32% of the selected LGAs.

Recommendations for improved use of EPICOR for procurement operations by PMUs included:

- 1) Increased awareness of LGA actors on roles and responsibilities for IFMIS-related procurement operations;
- 2) Training of Procurement Officers and Internal Auditors in EPICOR skills;
- 3) Provision of ICT equipment to PMUs;
- 4) Connectivity of PMUs to EPICOR server and system

The interventions of the project included the following:

- 1) Training in EPICOR skills by a team of PO-RALG;
- 2) Provision of ICT equipment (desktop computer) to all PMUs; and
- 3) Follow-up to the provided training in monitoring missions in all LGAs.

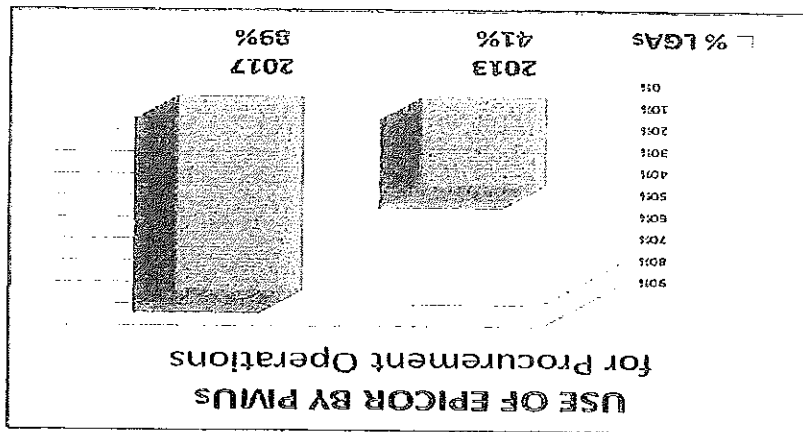
The change path to improved, good management of managing procurement operations in IFMIS is to largely within the control of the LGAs. However, it also requires financial investments in computer equipment as well as internet connectivity of PMUs (LAN) to the EPICOR server. The former has been provided by the Project whereas the latter was the responsibility of the LGA. Besides, support is

needed by PO-RALG to provide passwords to the EPICOR system and set-up of EPICOR systems in new LGAs (Kigoma region; Town Councils). A major push factor to change- besides awareness of the LGAs - were the queries and strong recommendations of the Controller and Auditor General that LGAs should avoid generating manual LPOs and ensure capacity to use the EPICOR system as required.

At the end of the Project the use of EPICOR by PMUs for procurement operations had significantly increased to 89% compared to 42% at the start situation. All LGAs responded well to the intervention and provided follow-up measures (assumptions) including improving LAN system, access to EPICOR server, practice of creating LPOs outside the system reduced, etc. This means that the PMUs are now playing their assigned roles and responsibilities and there is better control of routine procurement. The collaboration between Council Treasury, PMUs and User Departments proved to be pivotal to change as well as availability of adequate number of PMU staff with ICT skills. Secondly, changing ('unfreezing') the 'old' practice of generating manual LPOs and/or outside the system (related to budget and cash constraints) to the 'new' practice of electronic LPOs ('freezing') was essential. Lastly, the support and technical assistance by the parent Ministry (PO-RALG).

LGAs indicated that the improved management of Local Purchase Orders increases the efficiency in procurement operations, reduces the workload of Council Treasury, facilitates internal quality assurance & controls, and reduces external audit queries.

The outcome of the intervention is shown in the table below:



- 25 of the selected LGAs (89%) made very significant improvements and their PMUs are generating LPOs and GRNs from EPICOR; and
- The three remaining are new LGAs (Kakonko DC; Bumbull DC; and Handent TC) are still to connect systems and adequate office space

Enabling factors to further improve and sustain EPICOR use by PMUs include:

- 1) Values: controls and accountability of procurement through electronic LPOs GRNs and IFMIS;
- 2) System: strengthen EPICOR server and connectivity for efficient use of PMU staff resources (all line items are checked on-line on budget and cash availability, which is very time-consuming); integration and interfacing EPICOR with PMIS; better system of Call-off Orders as additional LPO needs to be prepared.

The main recommendations are:

S/n	Recommendation	Who
1	Speed-up EPICOR connectivity to remaining LGAs and system speed	PO-RALG
2	Include in the design of all new Council buildings LAN and EPICOR connectivity for PMU and Stores	PO-RALG
3	Include ICT / EPICOR skills in Qualification and Scheme of Service of Procurement Officers	PO-PSM PPPD
4	Finalize integration of EPICOR and PMIS	PPRA PO-RALG
5	Include EPICOR skills in procurement training curriculum	LGTI PSPTB

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PROCUREMENT SKILLS AND ORGANISATION DEVELOPMENT TOOLS

- EPC-LGAP, Procurement Skills Development Planning, Validation of Skills Gaps and PSDP of 28 LGAs, 2014.
- EPC-LGAP, Action Research Inputs Phase, Improvement Plans and Output Phase reports for 11 LGAs, 2014-2017.

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- EPC-LGAP/PPRA, Training Module No 3: Procurement Record Keeping and Reporting for Local Government Authorities (English), 2015.
- EPC-LGAP/PPRA, Training Module No 4: Contract Management and Administration for Local Government Authorities (English), 2016.
- EPC-LGAP/PPRA, Training Module No 5: Contract Closure, Review and Evaluation of Performance and Outputs for Local Government Authorities (English).

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