



PMO-RALG

**ENHANCEMENT OF PROCUREMENT CAPACITY OF
LOCAL GOVERNMENT AUTHORITIES PROJECT (EPC-LGAP)**

ANNUAL REPORT N° 3

RESULTS REPORT 2014

PROJECT TAN 11 026 11

Dar es Salaam

February 2015

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ACRONYMS

ADB	African Development Bank
ALAT	Association of Local Authorities Tanzania
APP	Annual Procurement Plan
AR	Action Research
BLS	Base Line Study
BTC	Belgian Technical Cooperation
BRN	Big Results Now
CAG	Controller and Auditor General
CB	Capacity Building
CBFW	Capacity Building Formulation Workshop
CBG	Capacity Building Grant
CBP	Capacity Building Plan
CDG	Capital Development Grant
CDR	Council Development Report
CEO	Chief Executive Officer
CFR	Council Financial Report
CPI	Compliance & Performance Indicator
CSO	Civil Society Organisation
D by D	Decentralisation by Devolution
DC	District Council
DED	District Executive Director
DIA	District Internal Auditor
DP	Development Partner
EPC-LGAP	Enhancement of Procurement Capacity of Local Government Authorities Project
EPICOR	Accountancy software used for Integrated Financial Management System
FC	Financial Controller
FMIS	Financial Management Information System
FWC	Framework Contract
FY	Financial Year
GoT	Government of Tanzania
GPSA	Government Procurement and Supplies Agency
HLG	Higher Local Government
HRM/D	Human Resource Management and Development
IA	Internal Auditor
IAG	Internal Auditor General
ICT	Information & Communication Technology
IDCP	Indicative Development Cooperation Programme
ISE	International Sector Expert
IT	Information Technology
JICA	Japan International Cooperation Agency
JLPC	Joint Local Partners Committee
KPI	Key Performance Indicator
LAAC	Local Authorities Accounts Committee
LF	Logical Framework
LFM	Logical Framework Matrix
LG	Local Government
LGA	Local Government Authority / Local Government Act
LGAMSS	Local Government Authority Management Support Section
LGDG	Local Government Development Grant
LGFA	Local Government Finance Act
LGFM	Local Government Financial Memorandum
LGRP	Local Government Reform Programme
LGTI	Local Government Training Institute Hombolo
LLG	Lower Local Government
LLGA	Lower Local Government Authority
LPO	Local Purchase Order
LTI	Lead Training Institute
MDA	Ministries, Departments and Agencies

M&E	Monitoring and Evaluation
MIS	Management Information System
MKUKUTA	Swahili Acronym for “Tanzania Strategy for Growth and Reduction of Poverty” (Mkakati wa Kukuza Uchumi na Kupunguza Umaskini Tanzania)
MoF	Ministry of Finance
MSD	Medical Stores Department
MTEF	Medium Term Expenditure Framework
MTR	Mid-Term Review
NGO	Non-Governmental Organization
OC	Other Charges
OA	Organisational Assessment
OECD	Organisation for Economic Cooperation and Development
OO	Overall Objective
OPRAS	Open Performance Review and Appraisal System
PC	Project Coordinator
PCCB	Prevention and Combating of Corruption Bureau
PE	Personnel Emolument / Procuring Entity
PIU	Project Implementation Unit
PlanRep	Planning and Reporting System (LGA)
PFMRP	Public Financial Management Reform Programme
PMIS	Procurement Management Information System
PMO-RALG	Prime Minister’s Office Regional Administration and Local Government
PMU	Procurement Management Unit
PO-PSM	President’s Office – Public Sector Management
PPA	Public Procurement Act
PPPD	Public Procurement Policy Division
PPR	Public Procurement Regulations
PPRA	Public Procurement Regulatory Authority
PSO	Private Sector Organisation
PSPTB	Procurement Supplies Professionals and Technicians Board
QA	Quality Assurance
QTP	Qualified Training Provider
RAS	Regional Administrative Secretary
RS	Regional Secretariat
SBS	Sector Budget Support
SO	Specific Objective
SULGO	Support to Local Governance Project
TA	Technical Assistance
TE	Training Entity
TFF	Technical and Financial File
TNA	Training Needs Assessment
ToR	Terms of Reference
ToC	Training of Coaches
ToT	Training of Trainers
USAID	United States Agency for International Development
VC	Village Council

1 INTERVENTION AT A GLANCE

1.1 Intervention Form

Project name	Enhancement of Procurement Capacity of Local Government Authorities Project (EPC-LGAP)
Project Code	TAN 11 026 11
Location	Tanzania
Budget	€ 5,000,000 (Belgium); € 264,000 (GoT)
Partner Institution	Public Procurement Regulatory Authority (PPRA)
Date of Specific Agreement	8 December 2011
Duration (months)	60
Target groups	Elected officials and staff of selected Higher and Lower Local Governments; CSOs; media
Impact ¹	Ensuring systems and structures of governance uphold the rule of law and are democratic, effective, accountable, predictable, transparent, inclusive and corruption free at all levels
Outcome (Specific Objective)	Procurement capacity at local government level sustainably enhanced
Outputs (Results) (As per Revised Logical Framework, August 2013)	1. Capacity to provide long-term support to improved LGA procurement performance strengthened
	2. Systems for monitoring and quality assurance of LGA procurement strengthened
	3. Community members better informed and able to monitor Local Government procurement performance
	4. Action research on LGA procurement practices, incentives and organizational structures conducted to inform program design, dialogue and recommendations on policy reform
	5. LGA procurement performance strengthened

¹ Impact is a synonym for global objective, Outcome is a synonym for specific objective, output is a synonym for result

1.2 Budget execution

	Budget (€)	Expenditure (€)		Balance (€)	Disbursement rate at the end of 2014
		Previous years	Year covered by report (2014)		
Total	5,000,000	658,308	596,025	3,745,667	25%
Output 1	1,602,000	322,589	252,654	1,026,757	36%
Output 2	375,000	0	7,363	367,637	2%
Output 3	469,000	903	0	468,097	0%
Output 4	302,305	18,284	80,381	203,640	33%
Output 5	866,000	0	150,551	715,449	17%
G/ Means	988,340	316,532	105,076	566,732	43%
Budget Reserve	397,355			397,355	

1.3 Self-assessment performance

The Annual Results Report for 2014 is informed by the Monitoring and Evaluation Framework of the Project, operational monitoring, backstopping missions, Mid-Term Review and the Planning Review of 2014 with main implementing partners and stakeholders.

1.3.1 Relevance

	Performance
Relevance	A

- The project objectives are embedded in national policies (Decentralisation-by-Devolution; draft Public Procurement Policy; LGA Training Strategy, etc) and legislation (Public Procurement Act; Public Finances Act; Local Government Act; subsidiary legislation, etc) with the aim to strengthen capacities for improve budget execution in the Local Government Authorities (LGA), in particular procurement and contract management; LGAs are responsible for around 25% of the national budget execution of which \pm 50% is spent in procurement for local service delivery i.e. relevant to local communities;
- The Project builds capacity in procurement and contract management of 30 LGAs in four regions (Coast, Dodoma, Kigoma and Tanga); Local government and governance is a cross-cutting theme in the Belgian development strategy in Tanzania and the Project operates in several LGAs, which are supported by the Belgian development co-operation;
- Considerable awareness has been raised to key stakeholders on issues and challenges in LGA procurement and contract management setting the stage for achieving the project objectives by involving key stakeholders including Public Procurement Regulatory Authority (PPRA), Prime Minister's Office Regional Administration and Local Governments (PMO-RALG), Local Government Training Institute (LGTI) Hombolo, regions and LGAs- in all stages of preparation, implementation and reviews;
- The project intervention logic has been revised following the Base Line Study and the LGA Procurement Capacity Building Formulation Workshop (CBFW); interventions are well structured with a clear M&E Framework and capacity building approach redefined to a mix of demand- and supply-driven skills enhancements interventions; the interventions are realistic, risks and assumptions are clearly identified;
- Lower Local Government Authorities (LLGAs) receive considerable transfers under the Local Government Development Grant (LGDG) system and the Project has been able to increase awareness on relevance, importance and challenges in procurement in LLGAs; the need to set up

simple, standard and harmonized procurement systems; and build capacities at sub Council level; this is integrated in the interventions;

- The Project provides supportive capacity building to the LGDG system, which was supported by BTC up to FY 2013/14; complements foreseen Belgian contribution to Water Sector Budget Support (SBS); supports Government's domestic revenue collection policy i.e. enhanced procurement of outsourced own-source revenue collection in LGAs; and mitigating measures to budget execution at sub-national level;
- Not all assumptions are (yet) in place: 1) Government of Tanzania (GoT) brought forward the budget approval cycle by one quarter in order to approve the Finance Bill before the start of the new Financial Year; this increased budget credibility, but there are still challenges related to reliable and credible Central Government (CG) transfers to LGAs, which would enhance procurement efficiency and effectiveness in the Procuring Entities (PE) including LGAs; 2) attracting and retaining qualified and competent staff in LGAs (in particular in remote districts) remains a challenge: the experience so far shows that poor performing LGA staff are often resolved by transfers (short-term solution) and there is still high turn-over of procurement staff in LGAs;
- Other assumptions are being established: 1) PPRA completed recruitment of additional 50 staff and staff took up duties in the Dodoma Zonal Office; posting of staff in the other four offices is scheduled for 2015, this shows commitment of government to strengthen procurement oversight and increased outreach capacity of the PPRA to LGAs; renovations of Coast, Arusha and Dodoma (partly) zonal offices are supported by the Project; 2) Following the gazetting of the Public Procurement Regulations (PPR) in December 2013, the new act and its regulations have been disseminated and PPA 2011 and PPR 2013 are being integrated in the LGA procurement operational manuals and training manuals, which are developed with Project support;
- PPR 2013 include several provisions to strengthen internal monitoring and controls by the District Internal Auditor (DIA) and external monitoring (by PPRA); this requires strengthening of procurement audit skills of the DIAs as well as better procurement reporting and record keeping combined with close follow-up by PPRA; this has been factored in the revised project logic and capacity building interventions of the Project in 2014 including action research, skills development planning and training in the Procurement Management Information System (PMIS);
- PPR 2013 covers more than 300 pages and 380 regulations, excluding the regulation made under the Local Government Finance Act (LGFA) for the establishment and functioning of Tender Boards in LGAs; this makes the project intervention relevant to prepare operational procurement manuals and simplified procurement guides for the LGAs on the application of the procurement law; and
- PPR 2013 provide opportunity to strengthen coordination of monitoring and follow-up by central oversight bodies and collaboration between PPRA, PMO-RALG and the RAS office; project experience in 2013 shows the benefits and value added of working closely with the intermediate level, in particular the Local Government Authorities Management Support Section (LGAMSS) notwithstanding capacity gaps and some administrative challenges at this level; this will be furthered during the project life-time and close collaboration between the PPRA zonal offices and regional through support of the Project to regional offices for monitoring and follow-up to LGA procurement; the National Assessment criteria for Local Governments have been revised and largely harmonized with PPRA indicators with inputs from sector stakeholders including PPRA and the Project.

1.3.2 Effectiveness

	Performance
Effectiveness	B

- Project stakeholders (LGAs and regions) are fully involved in the design and implementation of the interventions to strengthen procurement skills at LGA level in particular through the innovative action research approach to capacity development (in eight LGAs), formulation of procurement skills development plans based on organisational development and procurement skills gaps analysis (in 22 LGAs), validation of re-tooling needs of the Procurement Management Units, validation of design and development of procurement manuals (i.e. procurement guide for outsourced revenue collection; ToT Training Manual); the Project works closely with the LGA Management Support Section in the office of the RAS;
- Ten LGAs in the project area have been audited in FY 2013/14 with support of the Project in procurement compliance, performance and Value for Money of selected construction projects; the LGA procurement audits and records are up-to-date in the four project regions and provide essential inputs to the national procurement monitoring system as well as ongoing project interventions (action research and improvement plans; procurement skills development planning; re-tooling of PMUs; regional follow-up system to LGA procurement; development of manuals, etc); LGAs with a very poor performance are required to prepare follow-up action plan, which are strictly monitored by PPRA;
- Action Research (scheduled for three years) provides a change management and learning approach and methodology for the LGAs and informs project design and sector stakeholders; the first round of Action research has been completed in Muheza DC and Korogwe DC (Tanga region); Chamwino DC and Kondoa DC (Dodoma region); is about to be completed in Bagamoyo DC and Mkuranga DC (Coast region); and ongoing in Kasulu DC and Kigoma DC (Kigoma region). The results are encouraging (also confirmed by PPRA audits) and positive feedback has been received from internal and external stakeholders. Key factors for success include commitment and willingness of the LGAs to make changes; an independent facilitator/adviser; collaborative approach with validation at various stages of the change management cycle; involvement of councillors, top and middle-level management; functioning of the Council Acton Research Team; follow-up through coaching and monitoring. Initial learning meetings of 2014 will be followed-up in 2015 to strategize with stakeholders on Loop-2 approach, identification of four new LGAs, and documenting this experience;
- The procurement capability assessments have been used for the procurement skills development planning (in 2014) and the specifications of the four procurement training modules for Lower Local Governments;
- The Project works closely with the regions and this has proven to add value to achieving the objectives of the interventions notwithstanding differences in capacities between the regions depending on staff resources, commitment from the Assistant Administrative Secretary (AAS), number of LGAs in the region, travel distance, other ongoing work duties, etc. The draft system for monitoring and follow-up support by regions to procurement in LGAs has been designed and is ready for validation; draft execution agreements have been prepared to formalise Project support to the four regions based on the developed system;
- LGTI implemented a number of training-related activities as part of the Execution Agreement for 2014: the ToT manual was developed and ToT level-1 training was completed of training teams of 22 LGAs;
- The setting-up of five PPRA zonal offices is progressing (partly supported by the Project) and this will enhance the outreach capacity of the Authority.

1.3.3 Efficiency

	Performance
Efficiency	B

- Project implementation is one-to-two quarters behind the overall implementation schedule, but the Project expects to achieve its targets and objectives; the MTR mission came to the same conclusion;
- All groundwork for the interventions has been completed except for the Procurement Skills Development Planning of six LGAs in Kigoma region (scheduled for early 2015) and the start of Result No 3 activities (to start in 2015); contracts for three manuals (two operational manuals; one training manual) have been signed and execution is ongoing;
- LGTI Hombolo implemented a good number of activities of the 2014 Execution Agreement; the Institute prepared specifications for development of four procurement training modules for LLGAs, which will be in the first half of 2015;
- Financial execution of 2014 stands at 57% of the initial budget and at 93% of the revised budget including balances on signed commitments;
- Several key activities were implemented according to plan or completed including LGA procurement audits, action research FY 2013/14; formulation of LGA procurement skills development plans; ToT of 22 LGAs; PMIS training; renovation of Coast Zonal Office; Planning review 2014; ordering PMU equipment (call-off orders), etc;
- Indefinite delivery contracts in three Lots proved to work and contracts were awarded to individual consultants for the PSDP and Action research assignments;
- Some other studies and works contracts faced delays, and project management took measures to ensure quicker processing of tenders, approvals and contract award; delays were partly related to availability of staff in the Authority;
- Following PPR 2013, procurement of the Authority is delegated to the Government Procurement Services Agency (GPSA) and several tenders are delayed due to low capacity in the Agency which required continuous follow-up by the PMU of PPRA and Project;
- Finalising Protocol and Execution Agreements took more time than expected due to administrative delays; Agreements were signed with PPRA (in February 2014) and with LGTI (in May 2014); the agreement with PMO-RALG/regions is available in draft and will be signed once the follow-up support system has been finalised (2015);
- Some activities faced delays because of institutional issues (contracts with TBA; capacity of GPSA) or depended on finalising technical studies by external parties i.e. LGA own-source revenue evaluation study, which constituted an important input in the Terms of Reference of procurement manual for outsourced LGA revenue collection; and
- Several mitigating measures have been identified and are closely followed-up by the PIU; this should ensure a stable budget execution of around € 1.0 million per year in the years to come.

1.3.4 Potential sustainability

	Performance
Potential sustainability	B



- The capacity building and development approach of supply-side and demand-driven interventions provides the main building block of ownership and sustainability of the Project;
- The Project contributes to intra-government coordination (PPPD, PPRA, IAG, CAG and PMO-RALG), which is paramount for achieving and sustaining project results;
- There is interest for the capacity building approach of the project from government agencies and other development partners;
- Professionalization of procurement is well covered in the PPA 2011, the professional Board

(PSPTB) is in place, and GoT is willing to increasingly address this in the LGAs (PMU sub-vote, PMU budgets, etc);

- The Project strengthens capacity at regional level, and supports setting-up of PPRA zonal offices as part of GoTs policy to strengthen oversight in the LGAs;
- The establishment of PMUs, Scheme of Service, staff qualifications and staffing require continued dialogue and follow-up in view of LGA procurement volumes and complexity of procurement operations; several LGAs are expanding the PMUs on their own initiative by including staff with background in engineering, law, etc; with the operationalization of PPA 2011 the PPPD has been assigned responsibilities of management of procurement cadre in the Procuring Entities (PE) which needs adequate intra-sector collaboration (PMO-RALG; PO-PSM; PPPD);
- The Project made efforts to strengthen coordination with Public Finance Management Reform Programme (PFMRP), DFID Public Finance Management project, and USAID Pamoja Twajenga, which will strengthen the project outcomes; and
- The political process (general elections in 2015) might change the focus of project stakeholders.

1.4 Conclusions

- The Project is on the right track and in full execution phase (albeit 3 to 6 months later than initially expected) and is likely to achieve its objectives at the end of the Project;
- There is demonstrated willingness and commitment of stakeholders to achieving the project objectives as well as capacity for project execution by implementing partners and beneficiaries;
- The mixed supply-side and demand-driven approach to procurement monitoring, oversight, skills-enhancement and capacity building is one of the major contributing factors to achieving the project objectives;
- Several factors are outside direct control of the Project and require strategic decisions and follow-up by the JLPC to sustain project interventions, in particular related to 1) set-up of PMUs in the LGAs (PMU staffing; establishment; sub-vote); and 2) budget transparency, credibility and reliability of Central Government transfers to LGAs; and
- Project management is closely following risks and identified mitigating measures to guarantee efficiency in project execution in particular related to procurement efficiency, resource availability and institutional issues.

National execution official	BTC execution official
Name: A. Suluo	Name: F. Rajmakers
Signature: 	Signature: 

2 ANALYSIS OF THE INTERVENTION

2.1 Evolution of the context

2.1.1 General context

The Public Procurement Act (PPA) 2011 has been operationalised with the gazetting of the subsidiary legislation, the Public Procurement Regulations (PPR) in December 2013, which strengthens 1) the procurement legal framework; 2) regulatory provisions at LGA level with more involvement of Finance and Planning Committee; 3) professionalization of PMUs; 4) enhanced internal and external monitoring of public procurement; 5) stronger collaboration between PPRA and Internal Auditors; 6) as well as regulations for public private partnerships, e-procurement, procurement of sector specific goods (ICT; medicines and medical supplies; vehicles, equipment, etc). Consultations between oversight bodies are ongoing to remedy some of the unexpected consequences of the new legal provisions and regulations.

Government is implementing the Big Results Now (BRN) agenda to steer national development in six key sectors, with focus on economic infrastructure, energy, education, rural water, agriculture investments and revenue collection. This requires a robust, efficient and effective procurement framework including public-private partnerships. The introduction of e-procurement is part of BRN for which PPRA is the lead agency. Budget credibility improved since Government brought approvals forward by one quarter starting FY 2013/14. However, experience in FY 2014/15 shows that reliability of government transfers still needs further improvement. This year Government gives priority to completing development projects and Local Government Authorities are facing constraints in meeting running, operation and maintenance costs (i.e. by reduced releases for other charges of the recurrent budget). Transparency in fund transfers is limited reducing control by public and stakeholders. To compensate reduced Central Governments transfer, and in line with the Big Results Now priorities, LGAs are making efforts to compensate gaps by increasing own-source revenue collections. Municipal councils are in a better position to increase local revenue compared to rural districts, which are targeted by the Project.

The criteria for national assessments of LGAs have been re-designed including harmonization with PPA requirements and PPRA monitoring, pending final approval by Government. However, due to administrative set-backs, the assessments were not conducted this year. Further harmonization is needed as well as building capacity of the District Internal Auditors in procurement audit skills (in preparation) and self-assessments by Councils as introduced by the Project through Action Research.

The PPRA has recruited additional staff including for the five proposed zonal offices and posting is ongoing. This is increasing the outreach capacity of the Authority to Procuring Entities (PE) in particular LGAs and provides an opportunity to strengthen collaboration between the PPRA and PMO-RALG at sub-national level.

2.1.2 Institutional context

The institutional embedment of the Project is sound, and there are more interactions with the PPPD (in MoF) and PO-PSM on policy and strategic issues, in particular professionalization and staffing of PMUs. The PPPD has participated in several Project meetings and is now member of the JLPC. Strategic steering through the JLPC and joint project execution provide a good platform for enhanced institutional collaboration between the PPRA, PMO-RALG and other institutions and bodies. The Internal Auditor General for Local Governments and the Controller and Auditor General are represented in the JLPC.

The establishment of new regions and LGAs as well as the recent creation of new wards and villages in 2014 poses challenges to LGA in terms of staffing, administration and capacity building. The number of operational District and Town Councils in the four project regions stands now 28 (29 if Mafia DC is included). Several new Councils are yet to become operational.

LGTI Hombolo receives inadequate funding to take up its role in coordination and quality assurance of LGA training. The Project is supporting this function for procurement training through the Execution Agreements. On the positive side, PPRA received support for its current strategic plan to increase staff, officers were appointed and posting is ongoing. The Authority has started the process to prepare a new Strategic Plan.

2.1.3 Management context: execution modalities

BTC and PPRA staff are aware of the processes, systems and structures for project implementation in the GoT administrative setting vis-à-vis project execution modalities and BTC requirements. Efficiency in own-management activities, 'delegated' activities to the PPRA (i.e. procurement audits) and Execution Agreements was satisfactorily and execution of co-management operations generally picked-up by using more efficient procurement methods and follow-up. The new Project Co-ordinator was appointed in May 2014 following the confirmation of the appointment of the Director Capacity Building and Advisory Services (DCBAS) as new Chief Executive Officer of the Authority.

The protocol agreement with PPRA formalised the provisions and conditions of staff inputs of the PPRA to the Project. This facilitated the continued mobilisation of staff resources, but assigned staff to the project still faced some constraints to providing timely expertise due to regular duties and tasks in the Authority. The Project has managed to use additional staff resources from the Authority and PMO-RALG for specific assignments including participation in field work for design and development of manuals, training in PMIS, ToT, etc.

Partial to the PPA 2011 and Public Procurement Regulation No 77, procurement of the PPRA above minor and micro value threshold value has been delegated to GPSA. This required due attention of project management and support was given by Project and the Authority in evaluations of consultancy tenders in which the Agency is less experienced.

2.1.4 Harms context

PPRA, PMO-RALG and LGTI Hombolo are receiving considerable support for LGA (procurement) capacity building from several donors including Japan International Cooperation Agency (JICA), PFMRP, DFID and USAID. The ADB project (centred at PPRA) has been completed. The JICA project (at LGTI) to support coordination and quality assurance of LGA training ends in 2015. The PFMRP-IV continues to support budget execution improvement through Central Government oversight bodies, and their focus slowly shifts to Public Finance Management at sub-national level. DFID started a project to strengthen PFM of LGAs through support in 11 regions. The USAID 'Pamoja Twajenga' is strengthening governance in LGAs in four regions and partly implemented by the PPRA aiming to strengthen social accountability in public procurement. The basket fund to support the Local Government Development Grant ended, but Government is committed to continue local government reform and fiscal decentralization through the discretionary LGA development grant system, sector windows and enhanced LGA own-source revenue mobilisation. The 10-year GIZ supported SULGO programme intervening in LGAs in two regions (Tanga and Mtwara) ended.

This all provides good opportunities for collaboration and synergy in interventions, and if well-coordinated duplication of efforts can be avoided. This relates to support for PPRA zonal offices and dissemination centres, procurement audits, procurement MIS, procurement manuals and training

handbooks, LGA procurement trainings, training civil society and media, support to regions, to mention a few.

The project has employed a pro-active approach in coordination and met with several partners including PFMRP, DFID, USAID and JICA. The MTR mission also recommended to PPRA to take an active role in coordination of all projects implemented by the Authority.

The Project has a strong focus on collaboration between PPRA, PPPD, PMO-RALG and professional bodies and institutions (including LGTI Hombolo and Training Entities), in particular related to LGA procurement cadre development, competencies and training needs. Sector stakeholders recommended in the CBFW that coordination is required in the LGA Management Information System (MIS), in particular the procurement MIS and interfacing the Annual Procurement Plan (APP) and Implementation Reports adequately with the LGA Plan & Budget system (PlanRep), Financial Management system (Epicor) and reporting system (CFR/CDR). A tool is being developed with support of PFMRP to interface PlanRep and EPICOR, but integration with the PMIS is pending completion of the PMIS review. At the same time, new developments related to e-procurement might overtake the need of interfacing tool between PlanRep and the APP. Government needs to decide if it wants to integrate procurement fully in the FMIS (EPICOR) or proceed with a separate e-procurement and management information system.

Fieldwork indicated the multitude of grants, sector support and projects at community levels all with their own guidelines and procurement provisions. Willingness by financiers, sector ministries and projects to standardisation and harmonisation of procurement guidelines is definitely required, including review and 'vetting' by the PPRA (as per PPA) of procurement guidelines issued by sector ministries and projects in order to achieve the required internal and external quality assurance and adequate regulation of public procurement. The ending of Belgian support to sector dialogue in the LG sector is a challenge to the project and avenues have been established by the Embassy to coordinate through the DPG PFM.

2.2 Performance outcome

This section describes progress made at performance outcome level by linking the outputs with the outcome as visualized below:



2.2.1 Progress of indicators

Outcome: Procurement capacity at local government level sustainably enhanced						
Indicators	Baseline value	Progress 2013	Progress 2014	Target 2015	End Target	Comments Baseline = Dec 2012
KPI 1 Overall LGA CPI score increased	57% Poor	60%	61%	74%	> 80% Good	GoT target; source PPRA procurement audits; scope, depth of audits increased
KPI 2 Overall LGA CPI score in selected LGAs increased	49% Poor	56%	57%	67%	> 80% Good	Project Target; 2012/13 procurement audits; scope, depth of audits increased
KPI 3 LGA VfM score Roads contracts improved	71% Fair	61% Fair	60% Fair	70% Fair-Good	>80% Good	Decreasing: PPRA procurement audits; scope, depth of audits increased
KPI 4 LGA VfM score Building contracts Improved	68% Fair	69% Fair	60% Fair	70% Fair-Good	> 80% Good	Decreasing: PPRA procurement audits; scope, depth of audits increased

Analysis of progress made towards outcome:	
<i>Relation between outputs and the Outcome. (How) Are outputs (still) contributing to the achievement of the outcome:</i>	Procurement monitoring changed and looks more in quality assurance and technical aspects besides compliance; many LGAs are in the first stage of procurement capacity manifested by the low starting indicator scores; this holds back the performance; improvement measures are largely within the LGAs reach to make corrections and align procurement better to operational management and apply best practices, as demonstrated in the LGAs with Action Research making considerable improvements; the last step would be achieving strategic service delivery objectives; the project approach is designed to support this by a balanced mix of supply-side and demand –driven capacity strengthening interventions
<i>Progress made towards the achievement of the outcome (on the basis of indicators):</i>	Progress so far is limited; PPRA changed the Compliance and Performance Indicators in FY 2013/14 (after the Baseline Study) with more weight to quality assurance and use of PPRA systems (both in compliance and VfM) i.e. putting the bar higher by at least 10%; LGAs where the Project started direct interventions through Action Research made considerable improvement as measured by PPRA and self-assessments
<i>Issues that arose, influencing factors (positive or negative):</i>	The Public Procurement Regulations (PPR) were gazetted in December 2013; the provisions are integrated in project interventions. There is more awareness on procurement issues in LGAs and LGAs showed commitment and willingness to change their procurement management practices; PPRA recruited more staff to strengthen their outreach to LGAs amongst others through the establishment of five zonal offices and dissemination centres
<i>Unexpected results:</i>	-

2.2.2 Analysis of progress made

Enhancement of the procurement capacity of LGAs is work in progress and no quick results can be expected. Based on the performance outcome indicators progress has been limited. However, there is no fall-back which would have been expected in view of the increased quality, depth and scope of (PPRA) procurement audits which constitute at least 10% of the total score. There is more awareness on the causes for low capacity and procurement performance, which are partly outside control of the LGAs and partly within their own reach as demonstrated by the ongoing Action Research in eight LGAs. A good number of improvement measures can be achieved by LGAs themselves assuming willingness and commitment to make changes. The Project supports these processes by a mix of supply-side and demand-driven capacity strengthening interventions, which are expected to bear step-wise results in the years to come.

Many LGAs are still in the first stage of procurement capacity development manifested by the indicator scores. This holds back the performance and reduces their reputation for efficient, effective and economic service delivery. The Project promotes measures that are within the reach of the LGAs to make corrections and align procurement better to their operational management. The next stage would be alignment to achieving LGA strategic objectives as measured by good scores for compliance and performance as well as economy and value-for-money leading to better service delivery.

LGA procurement takes place in a highly complex internal and external environment covering more than 10 sectors, twenty-plus departments and units, and three levels of governance (Level 1: District, Municipal, City and Town Councils; Level 2: wards, which are in fact deconcentrated units of the Higher Local Government assisted by Ward Development Committees; and Level 3: Village Councils and Mtaa Committees). Moreover, there are Service Delivery Facilities (SDF) like primary and secondary schools, health units as well as Project and Community committees, which are all in one way or another involved in procurement. Building the capacity for procurement management, internal control, quality assurance and accountability of LGA procurement is addressed by the Project with interventions to strengthen the internal capacity of the LGAs in combination with coordinated, external (procurement) oversight by PPRA, IAG and PMO-RALG.

There is need for strong leadership and commitment to include integrity in LGA procurement and address issues of conflict of interests in the procurement cycle. The credibility of the LGA budget and in particular timely transfers by Central Government remains a challenge to procurement in the LGAs.

At the strategic level Government has recognised the procurement function in the LGA organisational set-up and organisation by the operationalization of PPA 2011. The Project supports the strengthening of the PMU in the LGAs through policy dialogue on issues including requirement of PMU having a sub-vote in the LGA Chart of Accounts; setting PMU establishment; defining skills and competence levels of the PMUs; providing adequate funding for operations of the PMUs from own-source revenue together with Other Charges through the General Purpose Grant. The direct interventions including Action Research, equipping of PMUs in critical areas, procurement skills development planning aim to strengthen procurement management in the LGAs and the role and responsibilities of the PMUs and other job families.

At operational systems level there is need to interface the procurement MIS in the LGAs by linking the Annual Procurement Plan with the PlanRep system, procurement operations with the Epicor system (financial management) and the Council reporting system (CFR; CDR) and better, regular and comprehensive reporting by PMU to Council Management and Full Council. The Project is providing support for PMIS training and more PMUs are using EPICOR for Minor Value Procurement (Local Purchase Orders).

At administrative level, staffing remains a challenge and there is need to give clear guidance on establishment of the PMUs reflecting volume and complexity of procurement operations. The practice of transfer of staff (underperforming; administrative cases) works in the short-term, but does not provide long-term solutions and works counter-productive to performance of the sub-sector. The staff turn-over in PMUs is still high and clear guidance is needed on management of procurement staff in the LGAs (appointment of heads of procurement management units; transfer of procurement and supplies staff; and managing the establishment of Procurement Management Units).

The 2014 Planning review summarized the way the Project is mitigating some of the procurement risks at sub-national level as follows:

- Risk of transfers of trained staff, which is mitigated through strengthen selection of staff to be trained; training of more staff; and clear instructions to LGAs on how to select the candidates; moreover, the PSDP clearly identifies the skills gaps of 17 Job Families with roles and responsibilities to guide selection of staff categories in order to train the right people to benefit from skills development and improvement; District ToT teams are certified by LGTI and the Project needs to be strict on using only certified ToT in its training interventions;
- Political interference in procurement: Councillors provide democratic oversight to Council Operations and have well-defined roles and responsibilities in approvals of LGA procurement; the risk is actively mitigated in particular in Action Research, which fully involves political leadership in start-up, validation and monitoring of the improvement plans; and

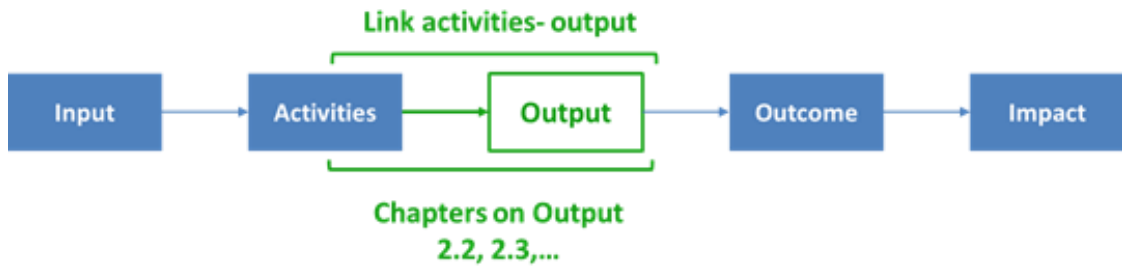
- *Independence of bodies*: one of the biggest risks that needs to be mitigated to achieve effective procurement management in LGAs; this is embedded in PPRA procurement monitoring, integrated in capacity building interventions and part of procurement M&E; the office of the RAS/RS has a lead role in this, besides the PPRA through its tailor-made training courses.

2.2.3 Potential Impact

The potential impact of the Project is high, but depends on several assumptions as indicated in the Logical Framework, to mention:

- *Government provides commensurate, reliable resources to LGAs to perform mandated functions as per D-by-D policy*: the LGA budget process is more credible (budget approval brought forward by one quarter), but this has not yet translated in more timely and reliable fund transfers; secondly, key functions like procurement and internal audit (quality assurance) require commensurate resources (skilled staff; other);
- *LGAs continue to enhance their capacity and systems in procurement*: there is a positive response by the LGAs in the project areas to make an effort to enhance their procurement systems; however many systems are supply driven and not always fully customized to user requirements; the Project tries to build capacity and procurement systems in a mixed approach combining supply and demand, and generating a response from the LGAs to strengthen equipment and internet connectivity, which is important for the use of IT-based systems;
- *Government remains committed to fight corruption, up-keeping the rule of law and citizen's right of access to information*: government efforts to fight corruption continue, but this is constrained by a highly dynamic political and economic process; the project advocates use of ICT to promote transparency and integrity in LGA procurement; right to information is embedded in the law, but LGAs are not always willing to disclose all procurement and contract information (information of non-successful bidders, publishing of contract awards have relatively low scores in procurement monitoring) and by far not all LGAs provide all the required procurement statistics and information to the PPRA and general public; moreover, transparency in transfers to LGAs is limited constraining scrutiny of budgets and releases by civil society;
- *Private sector organisations employ integrity and anti-corruption measures and adhere to procurement standards*: measures to strengthen this are embedded in the PPA 2011 and PPR 2013; and
- *Civil society engages actively in procurement monitoring and corruption cases*: most civil society organisations are operating at national level; action research indicated a low understanding of the procurement at sub-national level even of NGOs implementing voice and accountability projects; the project intends to commence the social and downward accountability interventions in particular through media in the next year of the project cycle.

The project partly influences the impact through its interventions by emphasizing quality of political leadership at all levels, willingness of Councils to respond to procurement issues, embedding ethics, transparency and integrity in its interventions, and private sector organisations to adhere to accepted standards and application of sanctions. LGAs are supported to analyse their procurement performance and to prepare and implement procurement improvement plans and procurement skills development plans to addressing issues that are largely within their control. The Project through the JLPC has the role to bring strategic issues and recommendations to the policy and decision-making levels. The following sections describe progress made at performance output level by linking the key activities with the outputs as visualized on the next page.



2.3 Performance Output 1: Strengthened Capacity to Provide Long-Term Support to Improved LGA Procurement Performance

This section describes performance output 1 “*Strengthened capacity to provide long-term support to improved LGA procurement performance*” and the dynamics surrounding the evolution of this output as captured in the Indicators. The sub-results include:

- LGA procurement operational manuals and procurement training manuals prepared and introduced;
- Outreach capacity of PPRA to LGAs and RAS/LGAMSS increased through establishment of zonal offices and dissemination centres as per PPRA strategic plan;
- More appropriate and higher coverage of procurement audits in LGAs (compliance, performance and technical);
- LGA procurement capacity building strategy formulated;
- Competences of LGA procurement professionals defined;
- Better coordination and quality assurance of procurement training in LGAs; and
- Dialogue strengthened with stakeholders on LGA procurement.

Assumptions for achievement of the output include:

- CAG, IAG and DIA are willing and capable to audit LGA procurement;
- Adequate capacity is built of DIAs by other programmes;
- All JLPC members are willing and able to participate in JLPC meetings;
- LGAs and Training Entities fully collaborate in procurement training coordination and quality assurance;
- Procurement regulations and guidelines in place as per PPA 2011;
- Adequate resources to run the PPRA zonal offices and dissemination centres;
- Adequate resources of LGTI to assume its quality assurance role as per LG Training Strategy.

2.3.1 Analysis of progress made

Performance Output 1: Strengthened capacity to provide long-term support to improved LGA procurement performance (Result)					
Indicators	Baseline value	Progress 2014	Target 2015	End Target	Comments Baseline = Dec 2012
I-1.1 LGA operational procurement guides prepared and disseminated	Poor manuals	Manual 1: draft Manual 2: Development stage Manual 3: Tender	All 3 manuals developed and disseminated	Adequate manuals	Manual 1: OSR procurement guide Manual 2: LG procurement operational manual Manual 3: LLG procurement guide
I-1.2 HLGA and LLGA training manuals updated, disseminated and used in trainings	Poor manuals	Manual 1: awarded Manual 2: ToR prepared Manual 3: developed and used	All 3 manuals developed, finalised and used	Adequate manuals	Manual 1: LG Procurement Training Manual Manual 2: four LLG procurement modules Manual 3: ToT Manual
I-1.3 Competences and skills-levels of LGA procurement professionals / practitioners developed and applied in training curricula	Absent	In progress	Defined	Defined and used	Procurement skills defined of 17 Job Families as part of PSDP PMUs: Requires full collaboration PPPD, PO-PSM and PPRA

Performance Output 1: Strengthened capacity to provide long-term support to improved LGA procurement performance (Result)					
Indicators	Baseline value	Progress 2014	Target 2015	End Target	Comments Baseline = Dec 2012
I-1.4 Outreach capacity of PPRA to LGAs and RS/LGAMSS increased	Moderate	Improving	Adequate	Good	PPRA recruited 50 staff, zonal offices being established Two zonal offices renovated with Project Support
I-1.5 Coverage and appropriateness of LGA procurement audits increased	33% p.a.	Coverage= 25%	Coverage = 33%	Coverage = 33%	End target revised following MTR: Increased number of LGAs Increased scope of audits (compliance, performance and VfM)
I-1.6 Capacity of DIA and CAG to assure quality of procurement audits increased	Moderate	Moderate	Adequate	Good	Training at Evaluation Stage PPRA training planned with PFMRF funding
I-1.7 Policy dialogue on LGA procurement strengthened	Low	Moderate	Moderate Adequate	Adequate	Part of GBS indicators Awareness increased
I-1.8 All stakeholders increasingly engaged in dialogue on how to improve LGA procurement performance	Fair	Adequate	Good	Good	Several conferences by PPRA, project, CBFW, reviews and designs, validations, etc
I-1.9 Quality assurance and coordination of LGA procurement training improved	Low	Improving	Moderate	Adequate	QTPs reviewed LGTI Project Funding 2014 (not used) LGTI Funding 2015: with start of trainings
I-1.10 LGA procurement capacity building strategy formulated and monitored	Absent	Draft	Draft approved	In place	Target needs to be revised

Progress of <u>main</u> activities	Progress:				Comments (only if the value is C-D)
	A	B	C	D	
1.1 Development and refinement of procurement manuals and guidelines		√			
1.2 Dissemination of updated procurement guides and manuals		√			One Manual used; other manuals in advanced stage of preparation
1.3 Development of professional courses on procurement at higher skill levels					Cancelled
1.4 Training of ToT at HLG level: see 5.3					
1.5 Provision of Technical Assistance	√				NTA recruitment ongoing
1.6 Strengthening PPRA outreach capacity to LGAs		√			Coast Zone Renovation completed; North zone: final specification stage; Dodoma: established
1.7 Increasing appropriateness and coverage of LGA procurement audits by PPRA, DIA and CAG		√			Increased number of LGAs and increased scope (compliance & performance; VfM); Achievement of 25% is acceptable
1.8 Strengthening quality assurance and coordination of LGA procurement training		√			Agreements with LGTI signed and Institute is fully involved in Project
1.9 Engaging all stakeholders in dialogue on how to improve LGA procurement performance		√			Joint meetings, validations, project interventions, etc
1.10 Formulation of LGA Procurement Capacity Building Strategy			√		No progress since final CBFW report circulated to stakeholders; ToR developed (capacity constrained)
Analysis of progress made towards output:					
<i>Relation between activities and the Output (how) Are activities</i>	All key activities except one are progressing as per overall project implementation schedule and contribute to the output.				

<i>contributing (still) to the achievement of the output (do not discuss activities as such?):</i>	Project addressed administrative delays related to co-managed activities and finalised Protocol and Execution Agreements
<i>Progress made towards the achievement of the output (on the basis of indicators):</i>	Progress is being made with more coordination at central level between key institutions (PPRA, PMO-RALG) through joint execution under the project and JLPC meetings (strategic level)
<i>Issues that arose, influencing factors (positive or negative):</i>	PPRA recruited 50 additional staff and posting to zonal offices is ongoing, but full operationalization depends on adequate resources; LGTI is not receiving adequate resources from CG to assume the QA function (depending on support by JICA); PPA 2011 has been operationalised with gazetting of the regulations (GN 447 of 20 December 2013), which provided an opportunity to incorporate PPA/PPR fully in refinement and development of procurement manuals/guidelines; Better coverage of procurement in DIA reports, but independence and adherence to audit plan constrained by timely resource allocation; Project needs to provide intensive follow-up to GPSA for tender for LLG procurement manual; development of professional course is mandate of PPPD and needs decision of JLPC
<i>Unexpected results (positive or negative):</i>	-

2.3.2 Budget execution

Budget execution as at 31st December 2014 is 36% out of the budget of € 1,602,000.

2.3.3 Quality criteria

Scores given on the basis of the elements above are as follows:

Criteria	Score
Efficiency	C
Effectiveness	B
Sustainability	B

2.4 Performance Output 2: Systems for Monitoring & Quality Assurance of LGA Procurement Strengthened

This section describes performance output No 2 “*Systems for Monitoring & Quality Assurance of LGA Procurement Strengthened*” and the dynamics surrounding the evolution of this output as captured in the Indicators. The sub-results include:

- Increased concurrence between DIA reports on LGA procurement with external procurement audit reports (PPRA, CAG);
- Increased use of PMIS interfaced with MIS in the LGAs (PlanRep, Epicor, and the CDR/CFR reports);
- Procurement monitoring (CAG, PPRA, PMO-RALG) increasingly based on similar agreed indicators;
- Increased concurrence between PPRA and PMO-RALG procurement monitoring reports; and
- Adequate follow-up, monitoring, coaching, and advice by RAS/LGAMSS to procurement in selected LGAs.

Assumptions for achievement of the output include:

- Actors at all levels are committed to harmonization of LGA procurement monitoring and quality assurance;
- RAS/LGAMSS and PMO-RALG provide advice and monitor action taken by LGAs on DIA and CAG/PPRA reports;
- Reliable LGAs connectivity for web-based FMIS and PMIS; and
- PMIS adequately interfaced with PlanRep and Epicor.

2.4.1 Analysis of progress made

Performance Output 2: Systems for monitoring and quality assurance LGA procurement strengthened (Result)					
Indicators	Baseline value	Progress 2014	Target 2015	End Target	Comments
I-2.1 Concurrence DIA reports on LGA procurement and contract implementation with CAG and PPRA audits increased	Largely different	More Concurrent	Increased concurrent	Largely concurrent 21 districts	DIA training at final evaluation stage; active involvement of DIAs in AR and PSDP and making use of DIA reports
I-2.2 Use of customized and interfaced Procurement MIS in selected LGAs increased	0%	PMIS used by more LGAs	Interface introduced to 21 LGAs	> 80% 21 districts	Position Paper presented in CBFW PMIS review by PPRA not yet completed Support re-scheduled to 2015
I-2.3 Procurement monitoring of PPRA, CAG and PMO-RALG increasingly based on similar agreed indicators	Differ	PPRA/PMO-RALG largely harmonized	Increased concurrence	Largely concur	NA criteria re-designed, Inputs provided Self-assessments introduced in LGAs with Action Research CAG criteria: not yet
I-2.3 Concurrence PMO-RALG procurement monitoring reports with PPRA procurement audits increased	Differ	-	Increased concurrence	Largely concur	New NA system designed by PMO-RALG/MoF but not implemented in FY 2014/15 due to fund constraint
I-2.4 Adequate follow-up, coaching and advice by RAS/LGAMSS to procurement monitoring in selected LGAs	No adequate Action	Some Actions taken	Introducing system Better follow-up	100% follow-up 4 regions 21 districts	Pilot system designed, validation 2015-Q1 and introduction of pilot system in 4 regions in FY 2015 Q2

Performance Output 2: Systems for monitoring and quality assurance LGA procurement strengthened (Result)						
Indicators	Baseline value	Progress 2014	Target 2015	End Target	Comments	
I-2.5 Adequate action as agreed in procurement audit follow-up to weak areas by selected LGAs	No adequate Action	Action Taken	Sustained actions	100% follow-up 21 districts	In the 8 LGAs covered by Action Research	
Progress of main activities			Progress:		Comments (only if the value is C or D)	
			A	B		C
2.1 Harmonizing systems and indicators for monitoring LGA procurement compliance and performance			√		Through inputs of Project and PPRA in re-designing study for National Assessments	
2.2 Strengthening capacity of Regional Secretariat to provide oversight, monitoring, coaching and follow-up support to LGAs on procurement			√		System designed pending validation, start in 2015 Q1-2; RS/LGAMSS fully involved in project activities	
2.3 Support for customization and interfacing of Procurement MIS				√	PMIS review in progress (PPRA) Project support re-scheduled to 2015; PMIS training ongoing and coaching scheduled for 2015	
2.4 Support for training of District Internal Auditors			√		Final evaluation stage, re-scheduled to 2015; training also planned by PPRA in other regions DIAs actively involved in Action Research and PSDP training	
Analysis of progress made towards output: Analyse the dynamics between the activities and the probable achievement of the Output (see Results Report Guide).						
<i>Relation between activities and the Output. (how) Are activities contributing (still) to the achievement of the output (do not discuss activities as such?):</i>	There is consensus on importance of DIAs for internal quality assurance and 'single' audit approach/concept; PPA 2011 strengthens external and internal monitoring; collaboration between PPRA (zonal offices) and RAS is facilitated by involving RAS/LGAMSS in all project interventions;					
<i>Progress made towards the achievement of the output (on the basis of indicators):</i>	Work in progress; Project actively involves the AAS/LGAMSS in interventions, which lays basis for introduction of RS system for follow-up to LGA procurement; system has been designed pending validation by stakeholders; draft execution agreements with four regions prepared; Project involves DIAs fully in Action Research and Procurement Skills Development Planning and DIA are starting to play their role better; RS support actions to LGA procurement observed by taking action on certain issues;					

<i>Issues that arose, influencing factors (positive or negative):</i>	Interfacing PMIS with Epicor is complex due to issues of source codes and institutional mandates; interface with PlanRep feasible reducing PMU workload and improving Annual Procurement Planning; PMIS training (see result No 5) increased use of PMIS and completeness of procurement MIS; use of PPRA developed systems is one of the new criteria of procurement monitoring/audits of PPRA which is now being reviewed; ICT is recognised in the LGA Organisation Structure and several LGAs are making effort to enhance their ICT capacity including connectivity of PMUs to EPICOR; some PMUs have still shortage of ICT equipment to use IT-based systems and the last-mile connections (Equipment of PMUs: call-off orders issued, see result No 5); Award DIA training contract delayed (capacity of GPSA).
<i>Unexpected results (positive or negative):</i>	-

2.4.2 Budget execution

Budget execution as at 31st December 2014 is 2% out of budget of € 375,000.

2.4.3 Quality criteria

Scores given on the basis of the elements above are as follows:

Criteria	Score
Efficiency	B/C
Effectiveness	B
Sustainability	B

2.5 Performance Output 3: Community Members Better Informed & Able to Monitor LGA Procurement Performance

This section describes performance output No 3 “Community members better informed and able to monitor Local Government procurement performance”. The sub-results include:

- Community awareness on LGA procurement issues in selected LGAs increased;
- Ability of CSOs to monitor LGA procurement in selected districts and regions increased;
- Media coverage of LGA procurement issues in selected regions and LGAs increased; and
- Skills of LAAC and PPRA on LGA procurement issues, compliance and follow-up increased.

Except for the interactions between PPRA and LAAC, the activities for this result area are scheduled to start in 2015. Assumptions for achievement of the output include:

- CSO and media willing and able to enhance their roles in tracking and monitoring LGA procurement, uncovering procurement malpractices and reporting on these;
- Independence of media and access to information recognized and maintained;
- LAAC committed to meet with PPRA; and
- LGAs willing to discuss procurement issues with citizens.

2.5.1 Analysis of progress made

Result 3: Community members better informed and able to monitor Local Government procurement performance (Output)					
Indicators	Baseline value	Progress 2014	Target 2015	End Target	Comments
I-3.1 Community awareness on LGA procurement issues in selected LGAs increased	Low	-	Build CSO skills	Majority aware	In 21 districts
I-3.2 Ability of CSOs to monitor LGA procurement in selected districts and regions increased	None	-	Build CSO skills	tbd	In four regions and 21 districts
I-3.3 Media coverage of LGA procurement issues in selected regions and LGAs increased	Low	-	Increase media skills	Regular	National coverage with emphasis on LGAs in four regions
I-3.4 Skills of LAAC and PPRA on LGA procurement issues, compliance and follow-up increased	Absent	-	Increased skills	In place	Consultation meetings not organise due to busy calendar of Parliament (Draft Constitution)

Result 3: Community members better informed and able to monitor Local Government procurement performance (Output)					
Indicators	Baseline value	Progress 2014	Target 2015	End Target	Comments
Progress of <u>main</u> activities				Progress:	
				A	B
				C	D
3.1 Providing guidance and materials to CSOs to increasing skills in tracking, analysing and reporting on LGA procurement					√
3.2 Providing guidance and materials to media (radio, TV, local newspapers etc) to increasing skills in tracking, analysing and reporting on LGA procurement					√
3.3 PPRA engages with Local Authorities Accounts Committee to increase skills in LGA procurement issues, compliance and follow-up					√
Analysis of progress made towards output: Analyse the dynamics between the activities and the probable achievement of the Output (see Results Report Guide).					
<i>Relation between activities and the Output. (how) Are activities contributing (still) to the achievement of the output (do not discuss activities as such?):</i>		The key activities, if fully implemented, will contribute to the performance output. Consultations between PPRA and LAAC did not take place (Constitutional Review) and have been re-planned to 2015 after the elections. The Project has limited capacity to implement building capacity of CSOs; the initial analysis of the Civil Society indicates generally low capacity and limited influence of most organisations; there is need to inform citizens better on LGA procurement and media have relatively highest capacity for this with ability to influence.			
<i>Progress made towards the achievement of the output (on the basis of indicators):</i>		Progress cannot be assessed as execution is re-scheduled to next year.			
<i>Issues that arose, influencing factors (positive or negative):</i>		USAID started a new project with PPRA on social accountability in LGA procurement and use of each other's products has been agreed upon			
<i>Unexpected results (positive or negative):</i>		-			

2.5.2 Budget execution

Budget execution as at 31st December 2014 is 0% out of budget of € 469,000.

2.5.3 Quality criteria

Scores given on the basis of the elements above are as follows:

Criteria	Score
Efficiency	C
Effectiveness	-
Sustainability	-

2.6 Performance Output 4: Action Research

This section describes performance output No 4 “*Action research on LGA procurement practices, incentives and organizational structures conducted*” and the dynamics surrounding the evolution of this Output as captured in the Indicators. The sub-results include:

- Action research conducted and reflected in project design and recommendations;
- Follow-up provided to action research;
- Methodology, results and impact assessed; and
- LGA procurement capacity database established and maintained.

Assumptions for achieving the output include:

- Strategic decision-makers are committed to implement action research recommendations; an
- Stakeholders disclose openly weaknesses and opportunities in the LGA procurement system and process i.e. willing and committed in the Action Research and change management process.

2.6.1 Analysis of progress made

Performance Output 4: Action research on LGA procurement practices, incentives and organizational structures conducted					
Indicators	Baseline value	Progress 2014	Target 2015	End Target	Comments
I-4.1 Action research findings and recommendations reflected in project design and reviews	-	In place	In place	In place	Covered two LGAs per region in 2014; LGA improvement plans; lesson learned include self-assessment, coaching, internal QA, collaborative approach; used for PSDP process; 4 LGAs will be added to AR; MTR validated the approach as ‘golden choice’
I-4.2 Policy recommendations based on (gender sensitive) action research prepared, targeted and communicated	-	Ongoing process	In place	In place	In-house learning meeting done, AR presentation made to procurement governance workshop, initial lessons learned identified, final documentation, targeting and communication for 2015-2017
I-4.3 LGA procurement capacity data base established and maintained	-	In place	In place	In place	Based on existing M&E

Performance Output 4: Action research on LGA procurement practices, incentives and organizational structures conducted					
Indicators	Baseline value	Progress 2014	Target 2015	End Target	Comments
Progress of <u>main</u> activities				Progress:	
				A	B
				C	D
4.1 Conducting action research (gender sensitive) on LGA procurement practices, incentives and organizational structures to inform program design, dialogue and recommendations on policy reform				√	
4.2 Providing follow-up to Action Research				√	Coaching and monitoring integral part of designed AR capacity and organizational development model
4.3 Assessing methodology, results and impact					√
4.4 Establishing and maintaining LGA procurement capacity database					√
Analysis of progress made towards output:					
<i>Relation between activities and the Output. (how) Are activities contributing (still) to the achievement of the output (do not discuss activities as such?):</i>		The activities are contributing to inform project design and several issues identified in the studies have been integrated in project interventions; AR includes component of step-wise change management based on participatory research methodology: input phase, improvement plans for transition and output phase; this informs LGAs, Project and stakeholders (strategic level). Tools include improvement plans, self-assessment, coaching and monitoring, internal QA, collaborative approach and validations, importance of committed Council AR Teams and Leadership; some of the lessons are integrated in PSDP process; MTR validated the approach as 'golden choice'			
<i>Progress made towards the achievement of the output (on the basis of indicators):</i>		Good progress and currently the best performing Result Area. Plan of 2015 foresees adding 4 LGAs and starting Loop-2 in the 8 LGAs which started the process in 2014. PPRA started discussions on how to use this capacity development approach and methodology in other PEs			
<i>Issues that arose, influencing factors (positive or negative):</i>		Up-to-date procurement audits provide essential information for the AR input phase to identify capacity and performance, causes and solutions. LGAs understand now better what is assessed by PPRA. Decision needed on status of PMU (and Legal Unit) to further professionalization, full recognition in the LGA set-up and provision of adequate resources.			
<i>Unexpected results (positive or negative):</i>		Several LGAs had (very) poor audit results which increased awareness on urgency, willingness and commitment to making changes in procurement management.			

2.6.2 Budget execution

Budget execution as at 31st December 2014 is 33% out of budget of € 302,305.

2.6.3 Quality criteria

Scores given on the basis of the elements above are as follows:

Criteria	Score
Efficiency	A
Effectiveness	A
Sustainability	B

2.7 Performance Output 5: LGA Procurement Performance Strengthened

This section describes performance output No 5 “LGA Procurement Performance Strengthened”. The sub-results include:

- LGA Procurement capacity defined;
- PMUs established and capacitated;
- LGA Procurement skills development plans formulated;
- Procurement Training Teams established, ToT/ToC trained and functional in selected LGAs; and
- Procurement skills in selected LGA (HLG and LLG levels) improved in weak performance areas (record keeping, contract administration, procurement planning and implementation, reporting, accountability).

Quality assurance is cross-cutting and is also addressed through other result areas. Several assumptions are relevant for achieving this output, to mention:

- Actors at all levels are committed to increasing LGA procurement performance;
- Implementing institutions are adequately staffed and capacitated for LGA procurement capacity building and training;
- LGAs appoint Focal Points and Training Teams and make resources available for procurement training at all levels; and
- LLG staff qualify to enter LGTI in-service training programmes.

2.7.1 Analysis of progress made

Performance Output 5: LGA procurement performance strengthened (Result)					
Indicators	Baseline value	Progress 2014	Target 2015	End Target	Comments
5.1 Competences and skills-levels of LGA procurement professionals and practitioners developed and applied in training curricula	Absent	Skills Gaps defined	Used in Training Manuals	Defined and used	Competences defined in Job Families (in PSDP process) and applied in EPC-LGAP products
5.2 LGA Procurement capacity defined, PMUs established and capacitated	Absent	Ongoing	Defined PMUs Equipped	Defined and in place	Work in progress; PPA 2011 has clause on sub-vote for PMU; not yet in budget circular; staffing levels not confirmed by PPPD Project placed call-off orders for PMU equipment in 22 LGAs
5.3 Procurement skills development plans defined, Procurement Training Teams established, ToT/ToC trained and functional in selected LGAs	Absent	22 LGAs with PSDP ToT level-1 trained	28 PSDP implemented ToT functional	Present in 21 districts	PSDP and ToT Kigoma LGAs (6): planned for 2015-Q1 ToT Level 2: 2015 Q1-Q2 as part of PSDP implementation
5.4 LGA Procurement skills improved in selected LGAs (HLG; LLG) - Procurement record keeping - Procurement planning, implementation and reporting	30% 35%	45% 49%	Sustain trend	> 80% 21 districts	Initially covering 21 districts meeting CPI criteria (now 28 LGAs)

Progress of <u>main</u> activities	Progress:				Comments (only if the value is C or D)
	A	B	C	D	
5.1 Development of LGA procurement skills-development plans		√			22 LGAs of Coast, Dodoma and Tanga regions
5.2 Capacitation of PMUs in critical procurement areas		√			Requirements validated and call-off orders placed for 22 LGAs of Coast, Dodoma and Tanga regions
5.3 Establishment of procurement Training Teams (ToT/ToC) for procurement training and coaching at HLG and LLG levels		√			ToT trained (LGTI) of 22 LGAs of Coast, Dodoma and Tanga regions
5.4 Support to LGA procurement skills enhancement and training in identified areas		√			First trainings started (PSDP, PMIS, Part of AR, etc)
Analysis of progress made towards output: Analyse the dynamics between the activities and the probable achievement of the Output (see Results Report Guide).					
<i>Relation between activities and the Output. (how) Are activities contributing (still) to the achievement of the output (do not discuss activities as such?):</i>	The key activities are progressing well and will contribute to achieving the output. Procurement capacity needs and skills gaps assessed and validated and LGAs trained in procurement skills development planning (PSDP); 22 LGAs prepared PSDP and Training Action Plans. Support for skills enhancement started with training of PMIS, ToT of District Training Teams (by LGTI), and coaching (under AR) and this will gain momentum in 2015 onwards				
<i>Progress made towards the achievement of the output (on the basis of indicators):</i>	The skills enhancement intervention (mix of supply-side and demand by LGAs) has been well received by stakeholders, and the participation of LGAs in skills development planning increased sense of ownership				
<i>Issues that arose, influencing factors (positive or negative):</i>	Credibility of budget and fund releases remain a challenge to procurement in the LGAs and LGA training budgets				
<i>Unexpected results (positive or negative):</i>					

2.7.2 Budget execution

Budget execution as at 31st December 2014 is 17% out of budget of € 866,000.

2.7.3 Quality criteria

Scores given on the basis of the elements above are as follows:

Criteria	Score
Efficiency	B
Effectiveness	B
Sustainability	B

3. TRANSVERSAL THEMES

The below sections explain how the intervention takes into account Transversal Themes.

3.1 Gender

Gender differentiated indicators are included in the project M&E framework i.e. level of women's participation in Tender Boards, Procurement Management Units, committees, and participation of women in capacity building interventions provided under the project. While reviewing procurement regulations, guidelines, procedures and public procurement rules positive actions to promote women's participation will be discussed where appropriate.

3.2 Environment

The project intends, in line with the development strategies of Tanzania and the priorities defined in the Indicative Development Cooperation programme (IDCP) to take into account the sustainable use of environmental and natural resources in relation to LGA procurement. This includes:

- Geographic selection of implementation areas: one of the pilot regions includes LGAs in Kigoma region (which benefits from the BTC Beekeeping support project, Decentralised environmental management project and Scholarship project; as well as the Agriculture/Local Economic Development and Water Projects starting in 2015) and the Coast region surrounding the fast-growing national metropolis;
- Review and updating of the LGA procurement training programmes and procurement guides includes environmental dimensions of procurement and contract management (local materials use; sustainable use of natural resources in local government planning and construction; reduction of energy use and promotion of renewable energy sources; sustainable maintenance, etc.);
- Dialogue with PPPD and PPRA to support the integration of 'green procurement' practices into procurement guidelines, guides, curriculum and training programs. BTC is devising Green Procurement Guidelines, which can be drawn upon for best practices;
- Management of the Project Implementation Unit in an environmentally sustainable way and maximum use of e-filing and e-documentation, reducing printing costs and ICT to reduce environmental costs; e-procurement is covered in PPA 2011 and PPR 2013 and is expected to be introduced in 2016/17;
- Attention to the environmental impact of travel for project supervision and implementation, including both international travel (Belgium-Tanzania) and in-country transport needs;
- Project's evaluation and expertise: references to the attention of BTC to environment and sustainable development will be explicit in the terms of reference of the staff, national and international, employed by the project, and of the studies and surveys such as mid-term review and final evaluation of the project; and
- Special attention to align with Tanzanian environmental regulations and administrative system, which give a major role to Local Government Authorities.

3.3 Other

The importance of *Health and Safety* in public procurement is an important transversal theme that needs to be integrated in procurement policy and regulations in particular with procurement moving to a whole-life project or service approach in particular the construction, transport and energy sectors.

HIV/AIDS is important in respect to procurement for works contracts (roads, building constructions) and the responsibilities of clients and contractors should be integrated in the specifications of tenders and provisions of works contracts.

Provisions for *Local Economic Development*, promotion of *Small and Medium Enterprises* and *public-private partnerships* in relation to LGA procurement is an important issue, which will be addressed and integrated in the procurement guides and training manuals developed under the project within the framework of PPA 2011 and PPR 2013.

3.4 Risk Management

See table on next page.

Identification of risk or issue			Analysis of risk or issue			Deal with risk or issue			Follow-up of risk or issue	
Risk description	Period of identification	Category	Likelihood	Potential impact	Total	Action(s)	Resp.	Deadline	Progress	Status
No official working relationship / coordination and cooperation between PMO-RALG and PPRA	TFF	OPS	Low	Medium	Low Risk	Membership of PPRA and PMO-RALG in JLPC	PPRA	Jul-12	Both member since July 2012; JLPC met 5 times; several joint events organised	Terminated
Inadequate understanding and experience of LGAs	TFF	OPS	Low	Medium	Low Risk	Membership PIU, joint missions and activities, action research	PPRA, PMO-RALG	Jul-12	PPRA and PMO-RALG member of PIU; regular PIU meetings; joint BLS; joint consultations, activities and	Terminated
						Action research and LLG capability assessments	PIU	Dec-13	Implementation of Action Research, LGA procurement skills development plans in progress: increasing understanding and experience with LGAs	
Inadequate time available	TFF	OPS	Medium	Medium	Medium Risk	Formalise staff inputs in Agreements	BTC	Dec-13	Protocol Agreements BTC-PPRA and BTC - LGTI Hombolo signed; Agreement with PMO-RALG/Regions in preparation; staff constraints likely to continue	In progress
Delays in procurement	TFF	OPS	Medium	Medium	Medium Risk	Follow-up to procurement plans; 'on-call' contracts	PIU, PPRA		On-call contracts awarded for Action research and Procurement Skills Development Plans; FWCs with Training Providers advertised; call-off system for PMU equipment	In progress
							PIU, PPRA		Project and PPRA procurement plans streamlined since July 2013; continued time overruns due to staff availability; end-dates major deliverables likely to be attained	
Delays in signing of implementation agreements	TFF	OPS	Low	Medium	Low Risk	Finalise signing of various Agreements	PIU, BTC	Dec-13	Agreement with PPRA and LGTI LGTI; Agreement with PMO-RALG/regions prepared	Terminated
								Mar-13	Roles and responsibilities for Project outcome and outputs agreed upon in 2013-Q1	

Poor incentives and inadequate institutional arrangements for LGA (procurement) capacity building	TFF	OPS	Medium	Medium	Medium Risk	LG Procurement Capacity Building Strategy	PPRA, PMO-RALG	Nov-13	Draft CB strategy formulated in 2013-Q2; GoT systems can partly be used; LG training strategy not (yet) operational; PPA 2011 operational; LG Training strategy partly operational	In progress
						Action research on procurement structures, incentives and operational capacity		Dec-13	Implemented since 2013-Q4	
PMUs in LGA lack required quantity and quality of staff	TFF + Inception	DEV	Medium	Medium	Medium Risk	Follow-up PMU capacity, skills development plans, capacity plans, management of procurement staff and cadres	PPRA, PMO-RALG		Part of operational plans; PMU Scheme of Service proposed; PMU sub-votes (as per PPA 2011) being established; professionalization of PMU staff is ongoing; management of PMU staff 'centralized' in PPA 2011 to MoF/PPPD	In progress
Available a dequate management and technical expertise	TFF	OPS	Low	Medium	Low Risk	Adequate PIU staffing	PIU, PPRA	Dec-12	PIU fully staffed since Aug 2012; distance Dodoma-Dar is a challenge; PPRA staff inputs constrained by other regular duties; Protocol Agreement signed; additional TA (local-BTC) in recruitment phase	In progress
						Availability of Local consultants		PIU, PPRA		
Low predictability in LGA budget transfers	TFF + Inception	DEV	Medium	High	High Risk	Advocacy to improve LGA budget credibility	JLPC		Need for advocacy to continue; GoT budget cycle improved in FY 2013/14; policy measures to increase domestic revenue; low transparency in LGA budget allocations and transfers; practical study proposed to monitor as part of AR; many unfunded priorities; project follows 18 months planning cycle	In progress
Inadequate reporting by LGAs (procurement, budget execution)	Inception	DEV	Medium	Medium	Medium Risk	PPRA PMIS; linking PlanRep-PMIS-Epicor; Action Research	PIU JLPC		GoT initiatives ongoing; part of project interventions; PPRA about to complete PMIS review; PMIS training provided by PPRA and Project; Project and PPRA involved in LGDG re-design of assessment criteria and M&E system	In progress

LGAs limited control over staffing levels	TFF + Inception	DEV	Medium	Medium	Medium Risk	Proposed JLPC Membership of PO-PSM and PPPD; continued advocacy for adequate staffing;	JLPC		Ongoing, not likely to be resolved soon, but initiatives made to give LGAs more control over lower level staffing; PPPD member of JLPC (see JLPC decisions); PO-PSM still proposed member	In progress
High staff turn-overs constrains LT capacity building	TFF	DEV	Medium	Medium	Medium Risk	Professionalization of PMUs; incentives and structures	PMO-RALG, PO-PSM, PPPD		Ongoing, not likely to be resolved; ongoing Action research evidenced high staff turn-over in PMUs; AR and PSDP involve DED, RAS/RS and more awareness on PMU staffing requirements	In progress
CB programmes struggle to measure and prove results	TFF	DEV	Medium	Medium	Medium Risk	Well designed project, where possible aligned to GoT systems	JLPC		LF revised incl M&E; project support LGTI Hombolo for QA and coordination starting June 2014; procurement skills development plan formulation completed in 22 LGAs with clear M&E frameworks	In progress
Depth of policy dialogue	TFF	DEV	Medium	Medium	Medium Risk	Policy consultations	BTC JLPC		At higher level DPs and GoT; PPRA: procurement conferences and dialogue platforms; CBFW and consultations organised by project; PPPD JLPC member; BTC not longer in LG and PFM sector; Project interacts with DPG PFM and bilateral projects (USAID, JICA)	In progress
CB project funds not used for purpose	TFF	FIN	Medium	Medium	Medium Risk	Project fund controls; project MIS	PIU		In place since Mar 2013 (PIM); controls in place during CB events at LGA level; m-pesa system tested by BTC (own-management), option for project events	Terminated
Inadequate project controls	TFF	FIN	Medium	Medium	Medium Risk	Financial Controller member of PIU; Project Implementation Manual; audits	BTC PIU		In place since May 2012; March 2013 (PIM)	Terminated
Capacity of LGTI in education development	Inception	OPS	Medium	Medium	Medium Risk	ToR for training development to include partnering with other institutes	PIU LGTI	Oct-13	LGTI enhanced capacity, new faculty staff; good ToT manual developed; additional expertise provided through Project/PPRA	Terminated
Staffing of PPRA zonal offices	Inception	DEV	Medium	Medium	Medium Risk	Recruitment of new staff	PPRA	Jun-14	In PPRA plan, recruitment completed	Terminated

4. STEERING AND LEARNING

Based on the findings and recommendations of project studies, desk review, field missions, Base Line Study and inception report, the LGA procurement capacity building strategy formulation workshop was organised (June 2013) with a participation of a wide range of stakeholders. Findings and recommendation were included in the modified Logical Framework and Key Activities (see Annex 5.3).

The Project Implementation Manual was finalised and guides project implementation. The Protocol Agreements and (Annual) Execution Agreements have been signed with PPRA and LGTI Hombolo and embedded the Project in the implementing institutions and increased ownership.

The findings and conclusions of the Mid-Term Review mission (November 2014) largely confirmed the assessment by the Project team in the Planning Review meetings of 2013 and 2014, concluding that the Project is on the right track to achieving its objectives, notwithstanding the earlier setbacks along the road. The findings and recommendations of the MTR report are included in the planning for 2015, and will be presented in the next JLPC meeting.

4.1 Strategic re-orientations

The strategic orientation of the Project has not changed and has actually been confirmed by the Mid-Term Review mission. The immediate aim is to address LGA procurement gaps and weaknesses (increased compliance and performance) and align LGA procurement better to operational management; and then align procurement better with the strategic LGA objectives in terms of efficient, effective and economic procurement to achieve service delivery objectives.

This is done by a mixed approach which aims to strengthen capacities at national level (central oversight bodies; supply side interventions), intermediate level (regions), sub-national level (the LGAs, demand-driven) and committees of projects and users of LGA services. In 2015 emphasis will be on achievement of the following strategic outputs and key activities, in particular:

- Support for strengthening the central oversight and procurement system: PPRA outreach to the LGAs; continued strengthening of collaboration with PMO-RALG; completion of development of the LGA procurement manuals and guides and its dissemination; development of simplified guidelines based on the developed operational manuals;
- Support for LGA procurement systems: interfacing PlanRep and procurement MIS in the LGAs; strengthening internal control and quality assurance of procurement and contract management; training and coaching in use of PMIS and EPICOR;
- Continued building capacity in the LGAs: analyse procurement performance, use of improvement plans and procurement skills enhancement in all targeted LGAs; this will be 1) intensively in three LGAs in each region through combined action research and procurement skills development plan implementation and 2) Higher LGAs in the four pilot regions with the continuation of training interventions based on developed plans; skills enhancement is a combination of tailor-made short courses, coaching, etc; coaching in particular proved to be an effective approach to improve and sustain procurement management skills; this will be completed by completion of re-tooling of PMUs in critical procurement areas; and guidance to Council Procurement Training Teams for training of lower levels of Local Government;
- Continued collaboration of the Project with the regional level: introducing the regional level support and monitoring system to procurement in LGAs in four regions and exploring the opportunities to strengthen coordination with PPRA zonal offices when fully established;
- Strengthen the professional position of the PMUs in the LGAs: continued support to PMUs and

dialogue with stakeholders to ensure implementation of relevant provisions of PPA 2011 and PPR 2013 in the LGAs;

- *Improved procurement information to civil society and communities (Result No 3):* design and start of media component in selected regions and LGAs; and
- *Followed in FY 2015/16 by:* pilot interventions to address capacity strengthening in selected units at sub-council level and community committees based on the developed PSDP by using ToT and four LLGA procurement training modules.

4.2 Recommendations

The table below indicates the main strategic decisions and actions, partly supported by Project interventions and others for attention of GoT institutions to sustaining project interventions and procurement capacity in the LGAs.

Recommendations <i>Description of the action/decisions</i>	Lead Actor <i>Responsible</i>	Support	By <i>Period</i>	Status
Establish PMU sub-vote as per PPA 2011; provision of adequate OC budget for PMUs	PMO-RALG	PPRA	2014-Q1 onwards	<i>No formal communication</i> yet by MoF/PMO-RALG to LGAs (budget circular); several LGAs took initiative to ask for PMU sub-vote; OC not yet formalised under GPG
Defining PMU establishment as per PPA 2011	PPPD	PPRA PMO-RALG	2014-Q2 onwards	<i>Work in Progress;</i> Action research, PSDP and audits provide useful inputs
Defining LGA procurement competences and skills-levels of professionals and practitioners as per PPA 2011	PPPD	PPRA PMO-RALG PSPTB PO-PSM	2014-Q2	<i>Completed:</i> PSDP defined procurement competences of 17 Job Families; PMU competences and skills-levels: mandate of PSDP
Interfacing of PlanRep and PMIS/APP	PPRA PMO-RALG		2014-Q2	<i>Some Progress:</i> Awareness on need of interfacing; PMIS review by PPRA completed; most LGAs trained in use of PMIS; development of interfacing tool planned for 2015; relation with e-procurement initiative (BRN) to be considered
Use of Epicor by PMUs for generating LPOs	PPRA PMO-RALG	MoF	2014-Q3	<i>Good progress:</i> PMUs in several LGAs are now connected to EPICOR for generating LPOs; security risks in EPICOR need to be addressed; more training in EPICOR scheduled for 2015
RAS/LGAMSS support system to LGA procurement	PMO-RALG	PPRA IAG	2014-Q2	<i>Final stage:</i> system developed for validation with stakeholders; Project support to start in 2015-Q1-2; opportunities for synergy with DFID support for PFM in 11 regions
Defining procurement expertise in RS/LGAMSS	PMO-RALG	PPRA	2014-Q3	<i>See above:</i> Part of above system and remedial measures identified to address procurement expertise

Recommendations <i>Description of the action/decisions</i>	Lead Actor <i>Responsible</i>	Support	By <i>Period</i>	Status
Harmonizing procurement indicators for audits and quality assurance	PPRA	IAG PMO-RALG CAG	2014-Q4	<i>Good Progress:</i> Project / PPRA provided inputs in NA design study and PPRA and PMO-RALG criteria harmonized to extent possible; self-assessment based on PPRA criteria introduced in LGAs with AR; training of DIAs in procurement in preparation (final evaluation); QA to ensure that indicators and M&E are duly reflected in manuals
Sector procurement and project specific procurement guidelines to be shared with PPRA for review before issuing to accounting officers and stakeholders	PPPD	PPRA PMO-RALG MDAs	2014-Q4	<i>Little Progress:</i> opportunities to be explored; to be reflected in procurement manuals

4.3 Recommendations

Lessons learned	Target audience
Importance of maximising sense of ownership in project intervention and need of joint, participatory preparations, implementation and reviews in all capacity building interventions	PMO-RALG; PPRA; BTC
Usefulness of a flexible approach allowing to make changes in project design, selection of project partners, modalities, etc	PPRA, BTC, PMO-RALG
Need for capacity development approach combining demand-driven and supply-side interventions embedded in principles of Organisational Development	PMO-RALG; PPRA; BTC
Procurement audits provide very good starting points for capacity building, but opportunities are hardly used by LGAs if not properly introduced and assisted to build capacity to do so	PMO-RALG; PPRA
Action Research provides a good approach and methodology for strengthening procurement capacity and organisational performance, which could be scaled-up to other Procuring Entities	PMO-RALG; PPRA
Coaching and mentoring is essential for an effective training approach and should be integral part of training programmes, also to established the LGA in-house training capacity	PPRA; PMO-RALG

5. ANNEXES

5.1 Quality Criteria

1. RELEVANCE: The degree to which the intervention is in line with local and national policies and priorities as well as with the expectations of the beneficiaries				
<i>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</i>				
Assessment RELEVANCE: total score	A	B	C	D
	√			
1.1 What is the present level of relevance of the intervention?				
√	A	Clearly still embedded in national policies and Belgian strategy, responds to aid effectiveness commitments, highly relevant to needs of target group.		
	B	Still fits well in national policies and Belgian strategy (without always being explicit), reasonably compatible with aid effectiveness commitments, relevant to target group's needs.		
	C	Some issues regarding consistency with national policies and Belgian strategy, aid effectiveness or relevance.		
	D	Contradictions with national policies and Belgian strategy, aid efficiency commitments; relevance to needs is questionable. Major adaptations needed.		
1.2 As presently designed, is the intervention logic still holding true?				
√	A	Clear and well-structured intervention logic; feasible and consistent vertical logic of objectives; adequate indicators; Risks and Assumptions clearly identified and managed; exit strategy in place (if applicable).		
	B	Adequate intervention logic although it might need some improvements regarding hierarchy of objectives, indicators, Risk and Assumptions.		
	C	Problems with intervention logic may affect performance of intervention and capacity to monitor and evaluate progress; improvements necessary.		
	D	Intervention logic is faulty and requires major revision for the intervention to have a chance of success.		

2. EFFICIENCY OF IMPLEMENTATION TO DATE: Degree to which the resources of the intervention (funds, expertise, time, etc.) have been converted into results in an economical way				
<i>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</i>				
Assessment EFFICIENCY : total score	A	B	C	D
		√		
2.1 How well are inputs (financial, HR, goods & equipment) managed?				
	A	All inputs are available on time and within budget.		
√	B	Most inputs are available in reasonable time and do not require substantial budget adjustments. However there is room for improvement.		
	C	Availability and usage of inputs face problems, which need to be addressed; otherwise results may be at risk.		
	D	Availability and management of inputs have serious deficiencies, which threaten the achievement of results. Substantial change is needed.		

2.2 How well is the implementation of activities managed?	
	A Activities implemented on schedule
√	B Most activities are on schedule. Delays exist, but do not harm the delivery of outputs
	C Activities are delayed. Corrections are necessary to deliver without too much delay.
	D Serious delay. Outputs will not be delivered unless major changes in planning.
2.3 How well are outputs achieved?	
	A All outputs have been and most likely will be delivered as scheduled with good quality contributing to outcomes as planned.
√	B Output delivery is and will most likely be according to plan, but there is room for improvement in terms of quality, coverage and timing.
	C Some outputs are/will be not delivered on time or with good quality. Adjustments are necessary.
	D Quality and delivery of outputs has and most likely will have serious deficiencies. Major adjustments are needed to ensure that at least the key outputs are delivered on time.

3. EFFECTIVENESS TO DATE: Degree to which the outcome (Specific Objective) is achieved as planned at the end of year N				
<i>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</i>				
Assessment EFFECTIVENESS : total score	A	B	C	D
		√		
3.1 As presently implemented what is the likelihood of the outcome to be achieved?				
	A	Full achievement of the outcome is likely in terms of quality and coverage. Negative effects (if any) have been mitigated.		
√	B	Outcome will be achieved with minor limitations; negative effects (if any) have not caused much harm.		
	C	Outcome will be achieved only partially among others because of negative effects to which management was not able to fully adapt. Corrective measures have to be taken to improve ability to achieve outcome.		
	D	The intervention will not achieve its outcome unless major, fundamental measures are taken.		
3.2 Are activities and outputs adapted (when needed), in order to achieve the outcome?				
√	A	The intervention is successful in adapting its strategies / activities and outputs to changing external conditions in order to achieve the outcome. Risks and assumptions are managed in a proactive manner.		
	B	The intervention is relatively successful in adapting its strategies to changing external conditions in order to achieve its outcome. Risks management is rather passive.		
	C	The intervention has not entirely succeeded in adapting its strategies to changing external conditions in a timely or adequate manner. Risk management has been rather static. An important change in strategies is necessary in order to ensure the intervention can achieve its outcome.		
	D	The intervention has failed to respond to changing external conditions, risks were insufficiently managed. Major changes are needed to attain the outcome.		

4. POTENTIAL SUSTAINABILITY: The degree of likelihood to maintain and reproduce the benefits of an intervention in the long run (beyond the implementation period of the intervention).				
<i>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</i>				
Assessment POTENTIAL SUSTAINABILITY : total score	A	B	C	D
		√		
4.1 Financial/economic viability?				
	A	Financial/economic sustainability is potentially very good: costs for services and maintenance are covered or affordable; external factors will not change that.		
√	B	Financial/economic sustainability is likely to be good, but problems might arise namely from changing external economic factors.		
	C	Problems need to be addressed regarding financial sustainability either in terms of institutional or target groups costs or changing economic context.		
	D	Financial/economic sustainability is very questionable unless major changes are made.		
4.2 What is the level of ownership of the intervention by target groups and will it continue after the end of external support?				
	A	The steering committee and other relevant local structures are strongly involved in all stages of implementation and are committed to continue producing and using results.		
√	B	Implementation is based in a good part on the steering committee and other relevant local structures, which are also somewhat involved in decision-making. Likelihood of sustainability is good, but there is room for improvement.		
	C	The intervention uses mainly ad-hoc arrangements and the steering committee and other relevant local structures to ensure sustainability. Continued results are not guaranteed. Corrective measures are needed.		
	D	The intervention depends completely on ad-hoc structures with no prospect of sustainability. Fundamental changes are needed to enable sustainability.		
4.3 What is the level of policy support provided and the degree of interaction between intervention and policy level?				
	A	Policy and institutions have been highly supportive of intervention and will continue to be so.		
√	B	Policy and policy enforcing institutions have been generally supportive, or at least have not hindered the intervention, and are likely to continue to be so.		
	C	Intervention sustainability is limited due to lack of policy support. Corrective measures are needed.		
	D	Policies have been and likely will be in contradiction with the intervention. Fundamental changes needed to make intervention sustainable.		
4.4 How well is the intervention contributing to institutional and management capacity?				
	A	Intervention is embedded in institutional structures and has contributed to improve the institutional and management capacity (even if this is not an explicit goal).		
√	B	Intervention management is well embedded in institutional structures and has somewhat contributed to capacity building. Additional expertise might be required. Improvements in order to guarantee sustainability are possible.		
	C	Intervention relies too much on ad-hoc structures instead of institutions; capacity building has not been sufficient to fully ensure sustainability. Corrective measures are needed.		
	D	Intervention is relying on ad hoc and capacity transfer to existing institutions, which could guarantee sustainability, is unlikely unless fundamental changes are undertaken.		

5.2 Decisions taken by the steering committee and follow-up

The status of decisions of the JLPC and status of follow-up can be summarised as follows:

- The JLPC took 21 decision in its five ordinary meeting and one extra-ordinary meeting;
- 11 decisions have been fully implemented;
- Four decisions of 2012 and 2013 are being implemented, but have some outstanding issues and therefore ongoing; and
- Three out of the six JLPC decisions of 2014 have been fully implemented and three are in progress.

JLPC Decisions 2012-2013 (ongoing only):

Decision					Action			Follow-up	
N°	Decision	Identification period (mmm.yy)	Source *	Actor	Action(s)	Resp.	Deadline	Progress	Status
2	Proposed PO-PSM membership	Jul-12	Start-up	Chair	Communicate to PO-PSM on proposed membership	Chair	Before next meeting	Communication has been made although no response from PO-PSM, follow-up ongoing, needs due attention of JLPC and PIU	ONGOING
11	Project obstacles related to procurement	Mar-13	Inception	PPRA	Identify at early stage, follow-up and tackle (mainly related to procurement)	PIU	ASAP	<u>Partly done</u> : closely followed by PIU; on-call contracts awarded in 3 lots to enhance procurement efficiency; continued guidance to procurement through PIU; PMO-RALG and LGTI assist with technical evaluations of major tenders; delays in approvals and final evaluation/award related to PPRA staff availability; new tenders through GPSA; FWC for training providers being launched	ONGOING
13	Staffing of PPRA zonal offices	Aug-13	Missions	PPRA	PPRA to follow-up to staffing of zonal offices	PPRA	Plan13-14	Recruitment of new staff completed and posting ongoing	ONGOING
14	Address challenges in project execution	Aug-13	Reports	PIU	Remedial measures to address procurement and administrative bottlenecks	PIU	Plan 13-14	Work in progress: Framework contracts in place; Agreements BTC with 2 implementing institutions signed (PPRA; LGTI); Agreement with PMO-RALG/regions in preparation; Recruitment local TA at short-listings stage	ONGOING

JLPC Decisions 2014 (all):

16	Revise Regulations for Establishment of Tender Boards	Feb-14	Reports	JLPC	Following PPA 2011 and PPR 2013	PMO-RALG / PPRA	2014	Done: regulation finalised by PMO-RALG; pending dissemination	CLOSED
17	Background information on Water Grants and guidelines	Feb-14	Reports	JLPC	To see whether water procurement related issues could be addressed by the Project	PMO-RALG	2014-Q2	Information to be provided by PMO-RALG	ONGOING
18	Procurement of proposed third project vehicle	Feb-14	Reports	JLPC	To prepare proposal for approval by circular resolution	PIU	2014-Q2	Done: proposal approved, order placed and vehicle delivered (not yet on road)	CLOSED
19	Explore synergies with new BTC scholarship Project	Feb-14	Reports	JLPC	Exchange of project information, coordination meetings	PIU	Continuous process	Done: Continued cooperation and information sharing;	CLOSED
20	Recruitment of NTA	Sep-14	Reports	JLPC	Advertising, selection and employment of NTA Capacity Development and Quality Assurance	BTC	Ongoing	Advertised, applications received, at shortlisting stage	ONGOING
21	Coordination of Projects	Sep-14	Reports	JLPC	Develop strategy to maximise synergy of various projects implemented by PPRA	PPRA	Ongoing	In preparation	ONGOING

5.3 Updated Logical Framework

The Logical Framework was updated following the approval by the JLPC in its meeting of August 2013. Baseline values and targets are specified in the M&E Framework (presented in MONOP) of which the status is integrated in the tables of this results report.

Intervention Logic	Performance Indicators ²	Means of Verification	Assumptions
<p>Overall Objective:</p> <p>Contribute to ensuring systems and structures of governance uphold the rule of law and are democratic, effective, accountable, predictable, transparent, inclusive and corruption free at all levels</p>		<ul style="list-style-type: none"> ▪ Government statistics ▪ LGA FMIS 	<ul style="list-style-type: none"> ▪ Sound macro-economic policies continue to be implemented ▪ Conducive environment to democratic governance in place
<p>Specific Objective:</p> <p>Procurement capacity at local government level sustainably enhanced</p>	<ul style="list-style-type: none"> ▪ Compliance of LGAs (HLGs and LLGs) to procurement law increased: <ul style="list-style-type: none"> - Overall CPI score of LGAs increased - Overall CPI score in selected LGAs increased - LGA VfM scores of Road contracts improved - LGA VfM score of Building contracts improved 	<ul style="list-style-type: none"> ▪ PPRA compliance reports ▪ CAG reports ▪ LGA Internal Audit reports ▪ CSO reports on LGA procurement 	<ul style="list-style-type: none"> ▪ Government remains committed to fight corruption and up-keeping the rule of law ▪ Government continues decentralisation by D-by-D and provides commensurate, reliable resources to LGAs to perform mandated functions ▪ Civil society engages actively in procurement monitoring and corruption cases ▪ Private sector organisations employ integrity and anti-corruption measures and adhere to procurement standards ▪ LGA continue to enhance their systems and capacity in procurement ▪ PMO-RALG and HLGTI play their role in coordinating and quality assurance of LGA training and capacity building
<p>Result 1:</p> <p>Capacity to provide long-term support to improved LGA procurement performance strengthened</p> <p>Key Activities:</p> <p>1.1 Development and refinement of procurement manuals and guidelines</p> <p>1.2 Dissemination of updated procurement guides and manuals</p> <p>1.3 Development of professional courses on procurement at higher skill levels</p> <p>1.4 Training of ToT at HLG level: see 5.3</p>	<ul style="list-style-type: none"> ▪ HLGA and LLGA procurement operational guides/manuals prepared and disseminated ▪ LGA procurement training manuals (2) developed and disseminated to LGAs and RS ▪ QTP list for procurement training updated and QTPs conversant with training materials ▪ Competences/skills-levels of LGA procurement professionals and practitioners developed and applied in training curricula ▪ LGA Procurement Capacity Building Strategy formulated and monitored ▪ Outreach capacity of PPRA to LGAs and RAS/LGAMSS increased 	<ul style="list-style-type: none"> ▪ LGA Procurement Capacity Building Strategy ▪ PPRA reports ▪ LGA audit reports (DIA, CAG) ▪ LGA training reports ▪ Annual report 	<ul style="list-style-type: none"> ▪ CAG, IAG and DIA are willing to audit LGA procurement ▪ PFMRP build adequate capacity of DIAs ▪ All JLPC members are willing and able to participate in JLPC meetings ▪ LGAs and Training Entities fully collaborate in procurement training coordination and quality assurance ▪ Procurement regulations and guidelines in place per PPA 2011 ▪ Competences of LGA procurement professionals defined

² Baseline values and targets are specified in the M&E Framework

Intervention Logic	Performance Indicators ²	Means of Verification	Assumptions
1.5 Provision of Technical Assistance 1.6 Strengthening PPRA outreach capacity to LGAs 1.7 Increasing appropriateness and coverage of LGA procurement audits by PPRA, DIA and CAG 1.8 Strengthening quality assurance and coordination of LGA procurement training 1.9 Engaging all stakeholders in dialogue on how to improve LGA procurement performance	<ul style="list-style-type: none"> ▪ Coverage and appropriateness of LGA procurement audits increased ▪ Capacity of DIA and CAG to assure quality of procurement audits increased ▪ Policy dialogue on LGA procurement strengthened ▪ All stakeholders increasingly engaged in dialogue on how to improve LGA procurement performance ▪ Quality assurance and coordination of LGA procurement training improved 		<ul style="list-style-type: none"> ▪ Adequate resources to run the PPRA zonal offices & dissemination centres
Result 2: Systems for monitoring LGA procurement strengthened Key Activities: 2.1 Harmonizing systems and indicators for monitoring LGA procurement compliance and performance 2.2 Strengthening Regional Secretariat to provide oversight, monitoring, coaching and follow-up to LGAs on procurement 2.3 Support for customization and interfacing of LGA procurement MIS 2.4 Support for training of District Internal Auditors in procurement audits and quality assurance	<ul style="list-style-type: none"> ▪ Concurrence DIA reports on LGA procurement and contract implementation with CAG and PPRA audits increased ▪ Use of customized and interfaced Procurement MIS in selected LGAs increased ▪ Procurement monitoring of PPRA, CAG and PMO-RALG increasingly based on similar agreed indicators ▪ Concurrence PMO-RALG procurement monitoring reports with PPRA procurement audits increased ▪ Adequate follow-up, coaching and advice by RAS/LGAMSS to procurement monitoring in selected LGAs ▪ Adequate action as agreed in procurement audit follow-up to weak areas by selected LGAs 	<ul style="list-style-type: none"> ▪ PPRA Compliance Reports ▪ CAG Reports ▪ DIA reports ▪ Annual Assessment reports ▪ LGAMSS reports 	<ul style="list-style-type: none"> ▪ Actors at all levels are committed to harmonization of LGA procurement monitoring and quality assurance ▪ RAS/LGAMSS and PMO-RALG provide advice and monitor action taken by LGAs on DIA and CAG/PPRA reports
Result 3: Community members better informed and able to monitor Local Government procurement performance Key Activities: 3.1 Providing guidance and materials to CSOs to increasing skills in tracking, analysing and reporting on LGA procurement 3.2 Providing guidance and materials to media (radio, TV, local newspapers etc) to increasing skills in tracking,	<ul style="list-style-type: none"> ▪ Community awareness on LGA procurement issues in selected LGAs increased ▪ Ability of CSOs to monitor LGA procurement in selected districts and regions increased ▪ Media coverage of LGA procurement and contract management issues in selected regions and LGAs increased ▪ Skills of LAAC and PPRA on LGA procurement issues, compliance and follow-up increased 	<ul style="list-style-type: none"> ▪ PPRA tender portal ▪ Annual CSO reports ▪ Newspaper reports ▪ Radio and TV programmes ▪ Interviews with PPRA and LAAC ▪ Minutes of Council meetings 	<ul style="list-style-type: none"> ▪ CSO and media willing and able to enhance their roles in uncovering procurement malpractices and reporting on these ▪ Independence of media and access to information recognized and maintained ▪ LAAC committed to meet with PPRA ▪ LGAs willing to discuss procurement issues with citizens

Intervention Logic	Performance Indicators ²	Means of Verification	Assumptions
<p>analysing and reporting on LGA procurement</p> <p>3.3 PPRA engages with Local Authorities Accounts Committee to increase skills in LGA procurement issues, compliance and follow-up</p>			
<p>Result 4: Action research on LGA procurement practices, incentives and organizational structures conducted</p> <p>Key Activities:</p> <p>4.1 Conducting action research (gender sensitive) on LGA procurement practices, incentives and organizational structures to inform program design, dialogue and recommendations on policy reform</p> <p>4.2 Providing follow-up to Action Research</p> <p>4.3 Assessing methodology, results and impact</p> <p>4.4 Set-up / maintaining LG Procurement Capacity Database</p>	<ul style="list-style-type: none"> ▪ Action research findings and recommendations reflected in project design and reviews ▪ LGA procurement capacity building strategy formulated ▪ Policy recommendations based on (gender sensitive) action research prepared, targeted and communicated ▪ LGA procurement capacity data base established and maintained 	<ul style="list-style-type: none"> ▪ Action Research reports ▪ Project reports ▪ Mid-Term Review report 	<ul style="list-style-type: none"> ▪ Strategic decision-makers are committed to implement action research recommendations ▪ Stakeholders disclose openly weaknesses and opportunities in the LGA procurement system and process
<p>Result 5: LGA procurement performance strengthened</p> <p>Key Activities:</p> <p>5.1 Development of LGA procurement skills-development plans</p> <p>5.2 Capacitation of PMUs in critical procurement areas</p> <p>5.3 Establishment of procurement Training Teams (ToT/ToC) for procurement training and coaching at HLG and LLG levels</p> <p>5.4 Support to LGA procurement training in identified areas</p>	<ul style="list-style-type: none"> ▪ LGA Procurement capacity defined, PMU established and capacitated ▪ Procurement skills development plans defined ▪ Procurement Training Teams established, ToT/ToC trained and functional in selected LGAs ▪ Procurement skills and performance in identified low performance areas (record keeping, annual procurement planning and implementation, contract administration, reporting, etc) improved in selected LGAs 	<ul style="list-style-type: none"> ▪ Procurement regulatory framework ▪ PPRA compliance reports ▪ Annual Assessments ▪ HLGTI LGA training reports ▪ Annual Report ▪ District plans ▪ Training materials 	<ul style="list-style-type: none"> ▪ Actors at all levels are committed to increasing LGA procurement performance ▪ Implementing institutions adequately staffed and capacitated for LGA procurement CB and training ▪ LLG staff qualify to enter LGTI in-service training programmes ▪ Reliable LGAs connectivity for web-based FMIS and PMIS ▪ PMIS adequately interfaced with PlanRep and Epicor ▪ LGAs appoint Training Teams and make resources available for procurement training at all levels

Intervention Logic	Performance Indicators ²	Means of Verification	Assumptions
Efficient and effective project cycle management	<ul style="list-style-type: none"> ▪ PIU established, adequately staffed and equipped over project period ▪ PIU members meet regularly in formal meeting ▪ Project Implementation Manual prepared and adhered to over project period ▪ Project reports prepared ▪ Project execution (physical and financial) as planned ▪ JLPC established and functional over project period ▪ Project activities adequately prepared, sourced and implemented and accounted for ▪ Implementation Agreements with implementing institutions prepared and in place over project period ▪ Project reviews, evaluations and audits executed as scheduled 	<ul style="list-style-type: none"> ▪ Project Reports ▪ Project Manuals ▪ Back-to-Office reports 	<ul style="list-style-type: none"> ▪ Pre-conditions in place

5.4 More Results at a glance

Logical framework's results or indicators modified in last 12 months?	No
Baseline Report registered on PIT?	Yes
Planning MTR (registration of report)	MTR mission completed and report received
Planning ETR (registration of report)	05/2017 (estimate)
Backstopping missions since 01/01/2012	Base Line Study (Dec 2012) Technical backstopping (August 2014)

5.5 "Budget versus current (y-m)" report

See table on next page.

Project Title: Enhancement of Procurement Capacity of Local Government Authorities

Fin plan Version: 2014Q1
 End date last closing: 31/12/2014
 Currency: EUR

Amounts in 1000 EUR

	Finance Mode	Forcast 2014 (version2014Q1)	Actual Expenses YtdM	Planning vs Actuals	Est % exec
A Procurement capacities at local government level is sustainably enhanced		950.93	490.95	459.98	52%
01 PPRA capacity to provide long term support to improved LGA		550.10	252.66	297.44	46%
01 Development & refinement of manuals & guidelines	COGEST	107.82	17.87	89.95	17%
02 Dissemination procurement manuals & guidelines	COGEST	114.57	0.00	114.57	0%
03 Development of professional courses	COGEST	15.88	0.31	15.57	2%
04 Training of TOTs at district (HLG) level	COGEST	0.00	0.26	-0.26	0%
05 Technical Assistant	REGIE	154.08	139.97	14.11	91%
06 Strengthening of PPRA outreach capacity to LGAs	COGEST	88.64	36.28	52.36	41%
07 Increasing appropriateness and coverage of LGA procurement audits	COGEST	33.79	39.14	-5.35	116%
08 Strengthening of quality assurance and coordination of LGA procurement training	COGEST	21.35	0.00	21.35	0%
09 Engaging all stakeholders in dialogue on how to improve LGA procurement performance	COGEST	13.97	18.83	-4.86	135%
02 Strengthened systems for monitoring LGA procurement		106.23	7.36	98.87	7%
01 Harmonising systems & indicators for monitoring compliance at LGA level	COGEST	6.03	0.00	6.03	0%
02 PMO-RALG strengthen RS	COGEST	44.09	7.36	36.73	17%
03 Support for customization and interfacing of procurement MIS.	COGEST	35.38	0.00	35.38	0%
04 Support for training of RAS and District Internal Auditors in procurement audits and quality	COGEST	20.73	0.00	20.73	0%
03 Civil society and media oversight of LGA procurement is supported		62.28	0.00	62.28	0%
01 PPRA provides guidance and materials to CSO	COGEST	29.91	0.00	29.91	0%
02 PPRA provides guidance and materials to media	COGEST	25.00	0.00	25.00	0%
03 PPRA engages with the Parliament LAAC	COGEST	7.37	0.00	7.37	0%
04 Action research, incentives and organisational structure		95.57	80.38	15.19	84%
01 Action research on LGA procurement practices, incentives and organisational structure	COGEST	70.00	78.08	-8.08	112%
02 Follow up to action reasearch	COGEST	9.57	0.00	9.57	0%
03 Assessment of methodology, results and impact.	COGEST	10.00	2.30	7.70	23%
04 Set up and maintaining of LGA Procurement Capacity Database	COGEST	6.00	0.00	6.00	0%
05 LGA procurement performance strengthened		136.75	150.55	-13.80	110%
01 Formulation and updating of LGA procurement skills development plans	COGEST	34.46	35.98	-1.52	104%
02 PMUs capacitated in critical procurement areas	COGEST	35.00	0.98	34.02	3%
03 Establishment of procurement training teams (ToT/ToC) for training/coaching of LGAs	COGEST	43.00	54.14	-11.14	126%
04 Support to LGA procurement training in identified areas	COGEST	24.29	59.45	-35.16	245%
X Budgetary reserve		0.00	0.00	0.00	0%
01 Budgetary reserve		0.00	0.00	0.00	0%
01 Budgetary reserve CO-MANAGEMENT	COGEST	0.00	0.00	0.00	0%
02 Budgetary reserve OWN MANAGEMENT	REGIE	0.00	0.00	0.00	0%
Z General means		118.19	105.10	13.09	89%
01 Staff expenses		55.10	57.59	-2.49	105%
01 Financial Controller	REGIE	25.50	25.89	-0.39	102%
02 Accountant	REGIE	9.20	9.35	-0.15	102%
03 Secretary	REGIE	8.60	9.04	-0.44	105%
04 Driver	REGIE	11.80	12.87	-1.07	109%
05 Recruitment costs	REGIE	0.00	0.44	-0.44	0%
02 Investments		5.75	0.00	5.75	0%
01 Vehicles	REGIE	0.00	0.00	0.00	0%
02 Office equipment	REGIE	5.75	0.00	5.75	0%
03 IT equipment	REGIE	0.00	0.00	0.00	0%
04 Office improvement works	REGIE	0.00	0.00	0.00	0%
03 Operational expenses		38.12	34.56	3.56	91%
01 Services and maintenance costs	REGIE	6.00	11.26	-5.26	188%
02 Vehicle running costs	REGIE	6.00	8.87	-2.87	148%
03 Telecommunications	REGIE	2.16	1.11	1.05	51%
04 Office supplies	REGIE	4.00	0.69	3.31	17%
05 Missions	REGIE	7.50	3.24	4.26	43%
06 Representation and external communication costs	REGIE	1.50	0.00	1.50	0%
07 Training	REGIE	2.00	7.44	-5.44	372%
08 Consultancy costs	REGIE	6.00	0.00	6.00	0%
09 Financial costs	REGIE	0.48	0.44	0.04	92%
10 Other operational expenses	REGIE	2.00	0.90	1.10	45%
11 Financial costs	COGEST	0.48	0.61	-0.13	127%
04 Audit and Monitoring and Evaluation		19.22	12.95	6.27	67%
01 Monitoring and Evaluation costs	REGIE	10.00	0.41	9.59	0%
02 Audit	REGIE	9.22	9.22	0.00	0%
03 Baseline	REGIE	0.00	0.00	0.00	0%
04 Backstopping	REGIE	0.00	3.32	-3.32	0%
99 Conversion rate adjustment		0.00	0.00	0.00	0.00
98 Conversion rate adjustment	REGIE	0.00	0.00	0.00	0.00
99 Conversion rate adjustment	COGEST	0.00	0.00	0.00	0.00
	REGIE	271.79	244.46	27.33	90%
	COGEST	797.33	351.59	445.74	44%
	TOTAL	1,069.12	596.05	473.07	56%

5.6 Communication resources

The initial Project brochure has been prepared (in English and Swahili) and distributed to stakeholders at national and district level. It is foreseen to update the brochure in 2015 in view of Project experience and changes in the Project, and to make more use of the PPRA website for project communication, publication of manuals, guides, etc.

Main technical outputs:

- Project Baseline Study report (February 2013);
- Local Government Capacity Building Formulation Workshop report (June 2013);
- Technical Backstopping Report (September 2014);
- Mid Term Review Report (draft, December 2014);
- Action Research Reports (various, 2014);
- Procurement Skills Development Plans (various, 2014);
- ToT Training Manual (2014);
- Procurement Guide for Outsourced Revenue Collection (draft, 2014); and
- Regional Secretariat System for Follow-up and Monitoring of Procurement in LGAs (draft, 2014).

Developed tools and instruments include:

- Procurement Capacity Needs Questionnaire for PMUs and RAS/LGAMSS (2013);
- Procurement Capability Assessment instrument for Lower Local Government Authorities (2013);
- Local Government Procurement Capacity Data Base (2013 onwards);
- Action research methodology for improving procurement in LGAs (2014); and
- Procurement skills development Planning methodology and tools (2014).

Technical Specifications include:

2013:

- Process ToR for the LG procurement capacity building formulation workshop and preparation of technical presentations;
- ToR and tender dossier for Consultancy services for development of LGA operational procurement manual;
- ToR and tender dossier for Consultancy for development of procurement guide for outsourced revenue collection in LGAs;
- ToR and tender dossier for Consultancy for development of procurement guide and manual for Lower Local Governments;
- ToR and tender dossier for Consultancy for refinement and development of LGA procurement training manual;
- ToR and tender dossier for 'on-call' advisory services in three Lots under indefinite service delivery arrangement;
- Tor for Action research 2013/14 in selected LGAs;
- Specifications (BoQs and drawings) and tender dossier for renovation of two zonal offices (PPRA);
- ToR for pre-contract and post-contract services of Kurasini renovations; and
- ToR and tender dossier for Consultancy services for procurement Capability Assessment of Lower Local Governments in Kongwa District.

2014:

- ToR for Consultancies for Formulation of procurement skills development plans in selected LGAs (final version);

- ToR and tender dossier for Enhanced system for support by RS/RAS office to LGA procurement (final version);
- ToR for Consultancy for Training of District Internal Auditors (delegated to GPSA);
- ToR for provision of Training Services (delegated to GPSA);
- Specifications for printing of manuals and guides (delegated to GPSA);
- ToR for development of four procurement training modules for Lower Local Government Authorities (with LGTI);
- ToR and tender dossier for development of ToT Training Manual (with LGTI);
- Specifications for PMU equipment (GPSA call-off order); and
- ToR for Request of Training of LGAs and RAS/RS in Procurement Management Information System

Project Presentations and Communication to Stakeholders:

- Procurement Governance Workshop: Action Research (July 2014);
- In-house learning meeting: Action research (August 2014);
- Project presentation to DPG-PFM (November 2014);
- Presentation on Project and Procurement in Tanzania to BTC Sector Infrastructure Days (November 2014);
- BTC Quarterly Newsletters;
- Project updates (PPRA website);
- Short articles in Tanzania Procurement Journal / PPRA website; and
- Project support in PPRA Annual report 2013/14.

A total of 30 missions were conducted in 2014 with back-to-office reports which are shared between PIU members