

## Terms of Reference

# Organisational Assessment of key actors<sup>1</sup> in Gender Equality development in Tanzania

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### *Background*

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The establishment of the Gender Basket Fund is an effort of the Ministry of Community Development, Gender and Children (MCDGC) to mobilize resources for bridging the financial gap for the implementation of its Strategic Plan (SP), with a focus on mainstreaming the prioritized four main areas of gender concerns—enhancement of women’s legal capacity; economic empowerment of women and poverty eradication; women’s political empowerment and decision making; and women’s access to education, training and employment. Although the preferred Government financing modality is through the General Budget Support (GBS), the Ministry’s allocation through that channel is significantly insufficient. To ensure the Strategic Plan is adequately resourced, the MCDGC negotiated with Ministry of Finance and Economic Affairs (MOFEA) and was granted permission to establish a Basket Fund to supplement the funds allocated through the GBS Modality. The basket fund would be a three years initiative serving as a temporary measure while building its capacity to compete effectively for resource allocation through GBS.

Consequent to the basket approval, the MCDGC negotiated with Development Partners (DP) for technical and financial support the establishment of the envisaged Basket Fund. The Basket Fund will contribute to the Ministry’s gender strategic interventions at Ministerial, Regional and Local Government levels. The fund will ensure the Ministry’s SP prioritized activities are implemented effectively to address the prevailing challenges in realization of gender equality and equity, Children’s Rights and Welfare, Community participation and effective NGOs co-ordination. Envisaged distribution of GBF will be 25% to MCDGC, 1% to Regional Secretariats and 74% to LGAs.

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<sup>1</sup> For the purpose of this study, Key Actors are: MCDGC, PMORALG, Selected MDAs and Selected LGAs as stipulated in this TORs.

## **Organization Profile**

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1. The Ministry of Community Development, Gender and Children was established in 1990, by then referred to as the Ministry of Community Development, Women Affairs and Children. In 2002, the government changed the name of the ministry to its present name as it was deemed necessary to reflect the new concept of gender which addresses equality between men and women in social, economic and political development processes.
2. The structure of the ministry is comprised of three core departments and two supporting departments namely: Community Development, Gender Development, Children Development; and Policy and Planning and Administration and Personnel respectively.
3. In December 2006, the mandate of coordinating Non Governmental Organizations (NGOs) was transferred from the Vice President's Office to the Ministry, leading to one additional core department in its structure.
4. The mandate of the ministry lies under four areas of responsibility namely; Community Development, Gender Development, Children Development and NGO's Coordination as explained in the Government Notice No.1 of 13<sup>th</sup> January, 2006.
5. Some of the notable achievements of the ministry in the area of gender development include: formulation and dissemination of the Women and Gender Development Policy (2000) which inter alia, provide guidelines on women and gender development and integration of gender equality in policies, plans and development strategies in all sectors and at all levels; development of the National Strategy for Gender and Development (2005) to guide stakeholders in the implementation of the Policy, International Conventions and Declarations on gender equality and women's empowerment; facilitated the establishment of Gender Desks in all MDAs, Regional secretariats, Councils and other Public institutions for enhancing Gender mainstreaming in policies, plans , programmes and projects; and in collaboration with other stakeholders established a Gender Mainstreaming Working Group-Macro Policy which is a national level fora for policy and strategy discussions among the GFPs of various MDAs, CSOs and DPs representatives.
6. The assessment is aimed at exploring the existing strengths in the MCDGC for effective delivery on its mandates which include overall coordination of gender equality in the country. The assessment will also study the MCDGC linkages with its key stakeholders including MDAs and LGAs to identify institutional capacity strengths, weaknesses and gaps. The findings will facilitate development of informed recommendations for strengthened Ministry capacity to deliver on its mandate, and effective management of the envisaged Gender Basket Fund.

## ***Broad Considerations***

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7. The interest to support the Gender Basket Fund (GBF) has been expressed by a number of DPs, with a firm commitment from Ireland and a pledge of USD100,000 from UNIFEM. Other DPs have expressed interest to join at a later stage.
8. Gender Equality is a cross-cutting priority for programming in Tanzania, and is clearly articulated in the MKUKUTA I. DPs consider planned support for the GBF both as a contribution to improved Gender Equality in Tanzania, and as an investment in mitigation of the risks associated with general and sector-specific programme-based approaches, including budgetary support.

## ***Rationale for the Organization Assessment***

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9. As part of its due diligence requirements in the use of public funds, it is imperative to conduct risk assessments of initiatives undertaken, including capacity assessment of organizations receiving funds. Although it is generally acknowledged that the capacity for coordination and implementation of the Women and Gender Policy across the sectors and institutions in Tanzania is generally limited, it is important to establish more precisely the level and location of existing capacity for the Gender Policy implementation, in order to help the government decide where to focus its attention on capacity strengthening, and also to identify any risks related to management of DPs contributions.
10. Although there has been earlier support to the MCDGC, mainly through individual projects by different donors, there is no current capacity analysis reports of the key gender development implementation institutions, (apart from the ISOA conducted on MCDGC in 2005), PMORALG and other MDAs, to deliver on (a) their mandates under the Women and Gender Development Policy, and (b) to manage the planned Gender Basket Fund effectively as a means of attracting more resources for gender equality development. There is also a need to profile the capacity challenges related to gender development in key MDAs and LGAs and appreciate existing capacity gaps as well as and efforts to address the capacity gaps to date.
11. The MCDGC Strategic Plan budget shows significant financial gap in the budget (MTEF) budget. Through the Basket, the financial gap could be scaled down considerably. The proposed OA will also provide a useful input in determining what output/results are realistically achievable, given existing capacities, and which capacity-building activities should be accorded top priority.

## ***Scope & Focus***

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12. The Organisational Assessment will be conducted in the MCDGC, and in selected key MDAs namely the Ministry of Finance and Economic Affairs (MoFEA), Ministry of Agriculture and Food Security, Ministry of Justice and

Constitutional Affairs, Ministry of Health and Social Welfare and the Ministry of Education and Vocational Training and PMO-RALG. It will also be conducted in some representative Local Government Authorities (LGAs) and other institutions as may be appropriate.

13. The focus of the study will among other things concentrate on major areas as enshrined in the Strategic Plan Objectives:
  - The linkage between the Gender policy and strategy and other sector policies, strategies and guidelines taking into account gender equality, children rights and effective participation of non-governmental organisations, family and community concerns and other equity issues and linkages;
  - National mechanisms and socio-cultural practices promote and protect rights of Tanzania children, women and men;
  - MCDGC Information, monitoring and evaluation systems (in place and in use) and its linkage with national M & E system;
  - MCDGC mandate and functions ;
  
14. The OA will consider:
  - **External context:** administrative & legal, political, socio/cultural, economic, technological, economic, stakeholder, geographic
  - **Performance:** effectiveness, efficiency, relevance, financial viability
  - **Motivation:** history, mission, culture, values, incentives/rewards, priorities
  - **Capacity:** strategic leadership, structure, human resource management, financial management, program/process management, infrastructure, technological capacities, inter–institutional linkages
  
15. The OA focus will be on the following key issues:
  - i. Identify areas of overlap in functions, etc. among the Organizations, in relation to gender policy-related objectives and responsibilities.
  - ii. Assess the effectiveness and results of the institutions in relation to gender policy-related objectives and responsibilities.
  - iii. Assess the Institutions abilities, vis-à-vis their gender strategies- and responsibilities, to learn and take lessons into account, including its monitoring, documentation and planning systems, and staff and institutional learning.
  - iv. Identify lessons and considerations to inform the development of the institutions in relation to GE-related objectives and responsibilities, for example in terms of areas of concentration, their human, material, physical resources.

- b. Evaluate the processes and mechanisms of programme design, planning, monitoring and review, in particular:
  - i. Evaluate the ability of the institutions to strategically focus programmes and activities in relation to the Strategic Plan objectives.
  - ii. Establish the extent and effectiveness of internal programme management and reporting, including feedback mechanisms for monitoring and learning, in relation to SP-related objectives.
  - iii. Comment on the extent to which the overall strategy, programme, budgets and activities are linked, and to what extent they can be seen to be strategic, effective and providing value in relation to Gender Policy objectives.
- c. Provide a general assessment (to the extent currently possible) of the overall institutional, finance and management (administration) systems in place, specifically:
  - i. Capacity of the institutions to implement and achieve results (i.e. institutional structure, policies and operations including: staffing, planning, reporting, and monitoring).
  - ii. Internal management practices (the degree of effectiveness and transparency of the institution governance systems in relation to the Strategic Plan objectives..)
  - iii. The institutional capacity to demonstrate sound management practices (decision making structure)
  - iv. Accountability with respect to expected results (outputs and outcomes) based on performance indicators, methods for reporting on performance and evaluation criteria
  - v. Management and coordination arrangements as proposed for the Gender Basket Fund.
- d. Financial management and financial risk assessment:
  - i. Comment on the finance and administrative systems in place (of selected representative MDA or in relation of the MDAs to the MCDGC)
  - ii. Financial risk assessment (review of financial management practices, procurement practices, and independent audit reports)
  - iii. Track record in the use of donor funds.

- iv. Internal risk management strategy (risk assessment and risk mitigation practices in place, how the organizations responds to evolving risks?).

## ***Stakeholder Participation***

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16. The OA process will ensure the involvement of all key stakeholders as appropriate. The Permanent Secretary (PS) of MCDGC and other key officials will be engaged throughout the OA and consulted during the process. It is intended that all decisions from the selection of the consultant to finalization of the OA report will be made in full consultation with the MCDGC PS. Consultations will clarify the commitments, responsibilities and expectations of the Government of Tanzania, DPG-Gender and the Consulting team. The PS will approve the OA work plan. The final draft report will be disseminated as appropriate for inputs to be integrated in the final version of the report which will be approved by the MCDGC PS.

### 17. Accountabilities & Responsibilities

While the MCDGC has the overall responsibility on the management of the consultancy, the Joint MCDGC – DPG Technical Committee of the basket fund established for the preparation of the basket fund will be in charge of the day-to-day functioning of the consultancy team for the Forward Looking Analysis. Below is an outline of roles and responsibilities of the key stakeholders on the assessment.

#### **17.1 Ministry of Community Development Gender and Children (MCDGC)**

- i. Overall in-charge of the work of the Technical Committee of the basket fund which is in turn responsible for the day to day management of the Organisation Assessment exercise
- ii. The MCDGC will appoint a senior official (preferably a member of the Technical Committee of the basket fund) who will be responsible and accountable to the Ministry on the execution of the OA, development and approval of all deliverables including the inception and the final reports.

Specifically, MCDGC will:-

- iii. Approve the selection of the consultant as per recommendations by the Technical Committee of the basket fund
- iv. Endorse the contract for the Consultancy as per advice by the Technical Committee of the basket fund
- v. Basing on advice by the Technical Committee of the basket fund and the signed contract, recommend to DP on payments to the consultants as appropriate.
- vi. Receive and endorse the final report

- vii. Disseminate the final report to key partners as appropriate.
- viii. Take responsibility on the implementation of the OA recommendations

**17.2 The joint MCDGC –DP Technical Committee of the basket fund will:-**

- i. Recommend to the MCDGC, the approval of TORs and Contract Agreement for the OA Consultancy.
- ii. Be responsible for the recruitment of the consultants as per approved government procurement /recruitment procedures
- iii. Be the focal point undertaking the day-to-day management responsibilities of the OA consultants on behalf of the MCDGC and DPG Gender.
- iv. Ensure timely delivery of relevant reports on activities undertaken in relation to the work plan.
- v. Advise and recommend to the Ministry and the DPs on a payment schedule for the consultancy as per contract agreement.

**17.3 DPG Gender**

- i. Develop draft contract(s) for the OA consultancy task for endorsement by the Technical Committee of the basket fund
- ii. Upon endorsement by the Technical Committee of the basket fund, and the Ministry, CIDA to sign contract(s) with the consultants
- iii. Providing timely advise on the OA process to the consultants
- iv. Provide comments on consultants deliverables and submit to the Technical Committee of the basket fund in a timely fashion
- v. Basing on the signed contract and recommendations by the Technical Committee of the basket fund, make payment to the consultants as appropriate

**17.4 Consultants**

The consulting team will comprise of the Senior Lead Consultant and a national consultant. The appointed Lead Consultant will oversee the OA and be responsible and accountable for the accountability and guidance throughout all phases of execution, delivery and approval of all deliverables of the OA results. Specifically, the lead consultant will be responsible for:

- the day-to-day management of operations,
- regular progress reporting to Technical Committee of the Basket Fund,
- Collecting credible, valid information,
- the development of findings, results and lessons, and,
- The production of deliverables in accordance with the \contractual requirements.

## ***Organisational Assessment Process***

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18. The Organisational Assessment will be carried out in conformity with the principles, standards and practices agreed between the MCDGC and the DPs.

## ***Field Mission***

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19. The Consultant will conduct a field mission to meet with the institutions involved in GP implementation. The entire task is expected to take approximately 4 weeks as elaborated in the projected level of efforts. Agencies supporting Gender Equality. Consultant will make a presentation on preliminary findings to MCDGC and DPG/GE before finalizing the report.

## ***Preparation and submission of OA Report***

The Senior Consultant will prepare an OA report that describes the assessment and puts forward findings, results and lessons learned. The presentation of results is to be intrinsically linked to the key issues, establishing a flow of logic development derived from the information collected. Results are to be linked to a "Strategic Plan Logical Framework" The Consultant will make a joint presentation to the MCDGC and DPG-GE members for review within two weeks of returning from mission. Within two weeks of receiving comments, the Consultant will submit a final OA report (including an executive summary).

## ***Deliverables***

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20. The Consultant will prepare: 1) a work plan, and 2) an OA inception report prior to undertaking data collection and field work analysis; 3) Make a power point presentation to the MCDGC; and DPG- Gender Equality Group and ALL the key actors involved in the study on the preliminary findings for comments. 4) The consultant will incorporate the stake holder's comments, and, 5) submit a final report in accordance with requirements identified in the joint TORs agreed by MCDGC and DPG/GE working group. These deliverables are to be prepared in English, and submitted in both hard copy and electronic formats by a date to be specified in the contract.

## ***Senior Consultant Qualifications***

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21. The senior lead consultant should have international experience on OA. The international consultant will lead the OA.

- a. The senior consultant is expected to be:
  - Post graduate degree / Masters in social Sciences, Business Administration

- Minimum of ten years experience in conducting organisational Assessment
- Extensive experience in providing analysis, advice, and recommendations to senior management
- Fully acquainted with RBM orientation and practices.
- Experience working with government programs funded by donors
- Experienced at working in Africa
- Fully proficient English oral and written skills