THE INFLUENCE OF GOVERNMENT MONITORING AND EVALUATION SYSTEM ON DONOR-FUNDING ATTRACTION IN TANZANIA

MGETA DAUD

A DISSERTATION SUBMITTED IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE OF MASTER OF ARTS IN MONITORING AND EVALUATION OF THE OPEN UNIVERSITY OF TANZANIA

2019

CERTIFICATION

The undersigned certifies that he has read and hereby recommend for acceptance by the Open University of Tanzania a dissertation entitled ñInfluence of the Government Monitoring and Evaluation System on Donor-Funding Attraction in Tanzania: Case of the Ministry of Health, Community Development, Gender, Elderly and Children (MoHCDGEC)ò in partial fulfilment of the requirements for the degree of Master of Arts in Monitoring and Evaluation of the Open University of Tanzania.

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Prof. Deus Ngaruko

(Supervisor)

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Date

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DECLARATION

I, Mgeta Daud, do hereby declare that this dissertation is my own original work and that it has not been presented and will not be presented to any other university for similar or any other degree award.

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Signature

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Date

DEDICATION

I dedicate this research to my beloved daughter Dorcas Mgeta and my lovely dear wife Haika Tophy Mgeta. This is largely because they have been giving me energy and inspiration to undertake this Masters program, despite various challenges encountered. Working for the employer in a busy environment and at the same time meeting the requirements of completing this Masters program was the main challenge. Whenever I got discouraged and sometimes at the verge of dropping the program, they were always there to encourage me, rejuvenate my thinking, and proposed simple but doable solutions that kept me moving. If it were not for them to back me up psychologically, morally and materially, I would not have probably been able to accomplish this program and particularly, this dissertation.

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ABSTRACT

This study aimed at determining the influence of the Monitoring and Evaluation System of the government of Tanzania on donor funding attraction. The intention was to identify main factors responsible for attracting donor-funding in Tanzania and the influential role the government M&E system plays in this regard. Ministry of Health, Community Development, Gender, Elderly and Children (MoHCDGEC) was selected as a case study area for in-depth analysis using principles expounded by Flyvbjerg (1998) and Patton (1978). The pre-determined sample size was 75 but 2 were added later in the field to make 77 respondents. Data was collected using a structured questionnaire, and document review. Analysed data was then presented using descriptive statistics and narrative style using tables, figures and quotations. The major conclusion drawn from the findings is that, there are more powerful factors with high influence on donor-funding attraction than M&E related factors. From the findings, some of the recommendations that are made include first, a need to automate the National M&E system so that it resembles sector M&E systems, which are already digitalized by a large number. Secondly, a need to harmonize mismatches between the National M&E system and sector M&E systems. Thirdly, sector donors should be involved in the development of M&E systems and be given a special access to them so that they are able to see progress of projects that they fund as a way of enhancing transparency, accountability and integrity of development projects delivery. Fourthly, a need to develop the National Monitoring and Evaluation Policy, that will guide, promote strengthen national and sector M&E activities in the country is of paramount importance.

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LIST OF ABBREVIATIONS

DFPs	Donor Funded Projects
HBF	Health Basket Fund
LFA	Logical Framework Approach
LGAs	Local Government Authorities
M&E	Monitoring and Evaluation
MDAs	Ministries, Departments and Agencies
MIS	Management Information System
MoFP	Ministry of Finance and Planning
MoHCDGEC	Ministry of Health, Community Development, Gender, Elderly and Children
NBS	National Bureau of Statistics
NGOs	Non-Governmental Organizations
SGDs	Strategic Development Goals
SPSS	Statistical Package for Social Sciences
UNDP	United Nations Development Program me
URT	United Republic of Tanzania

CHAPTER ONE

INTRODUCTION

1.1 Background to the Research Problem

Monitoring and Evaluation is a powerful Public Management tool that can be used to improve the way Governments and organizations achieve results and respond effectively to citizens, the private sector, non-governmental organizations, civil society, international organizations and development partnersô growing demands for better performance and delivery of tangible results.

With the adoption of the Sustainable Development Goals (SDGs), many developing countries are looking to design and implement comprehensive results-based M&E systems across many sectors and policies. Also, with the growing emphasis on results in international aid lending, more donor governments and institutions are likely willing to provide support to developing countries to build broad Monitoring and Evaluation (M&E) systems. There are trends among some donor agencies and governments to perform joint monitoring and evaluations involving the recipient country as an active participant.

In recognition of the importance of Monitoring and Evaluation Systems in providing a continuous flow of information on performance feedback to policy and decision makers, the Government of Tanzania promulgated the Public Service Management and Employment Policy (PSMEP) of 1998 (as revised in 2008), that stipulated the need for public institutions to have in place robust M&E Systems, so as to be able to anticipate and solve management problems and respond to stakeholdersô demands (URT, 2014).

In line with the above policy, the Government of Tanzania has implemented policy, structural, institutional reforms and strategies, aimed at strengthening the monitoring and evaluation function in Ministries, Independent Departments, Regional Secretariats (RS), Executive Agencies (EAs) and Local Government Authorities (LGAs). These include, amongst others, installation of performance Management Information Systems (MIS) in Ministries, Departments and Agencies (MDAs); development of the Medium Term Strategic Planning and Budgeting Manual (MTSPBM) which led to the introduction of the Results Framework chapter in the Strategic Plan; and Sensitization to MDAs and LGAs on the MTSPBM.

The Government of Tanzania has also established a comprehensive Poverty Monitoring System (PMS), which guides the collection, analysis, dissemination and utilization of evidence on poverty in the country. The poverty monitoring system is described in a Poverty Monitoring Master Plan (PMMP), published in December 2001. The intention of the poverty monitoring system is to provide decision makers at different levels of government as well as non-governmental stakeholders with timely and reliable information about trends in poverty in Tanzania. This information will be used to assess the results of poverty reduction efforts identified in the national PRSP, with the aim of making these efforts ever more efficient and effective (Alison Evans and Arthur van Diesen, 2002).

Other measures taken by the government of Tanzania include, conducting monitoring and evaluation training to Ministries, Independent Departments, Executive Agencies, Regional Secretariats and Local Government Authorities (LGAs); strengthening the monitoring and evaluation function under the Divisions of

Policy and Planning in Ministries by establishing Monitoring and Evaluation Sections within the divisions, and ongoing efforts to link planning, budgeting, monitoring, evaluation and reporting together. These measures aim at raising transparency and accountability in government resource allocation and public expenditure by availing timely availability of data and information that leads to positive progress towards achieving stated goals and targets.

Despite the above measures undertaken by the Government of Tanzania (GOT) to strengthen M&E function, there exists a number of challenges which include, absence of a common understanding within MDAs on what should constitute an M&E System; a tendency to regard M&E System as software and hardware as opposed to its functionality; and proliferation of M&E Systems and processes that are neither integrated nor communicating. Other challenges include less focus on institutionalization of M&E concepts and practices; inadequate understanding on the institutional framework for the M&E function across the Government; and low understanding about the framework for guiding MDAs and LGAs on how to design and build an M&E System.

All these challenges pose a threat for reduced bilateral and multilateral aid for projects and programs between the government of Tanzania and development partners. In order to address some of the above challenges, a comprehensive Monitoring and Evaluation Systems Framework is needed for facilitating MDAs and LGAs to strengthen M&E System so as to improve public policy, learn and innovate, demonstrate results, strengthen accountability and transparency as well as enhancing values for tax payerǿs money. The framework will serve as an accountability tool to raise the confidence and faith of development partners in the operations of the government for more bilateral and multilateral engagements (URT, Presidentøs Office Public Service Management 2014). This is because, there is a noticeable growing trend of donor fatigue which has affected negatively numerous development projects. UNDP (2015) supports this assertion in its Assessment of Development Results report citing that, ñTanzania is highly dependent on aid. It received $ 2.83 billion in Official Development Assistance (ODA) in 2012, amounting to 10.1% of national gross income.

Figure 1. Net ODA received, 1999–2012

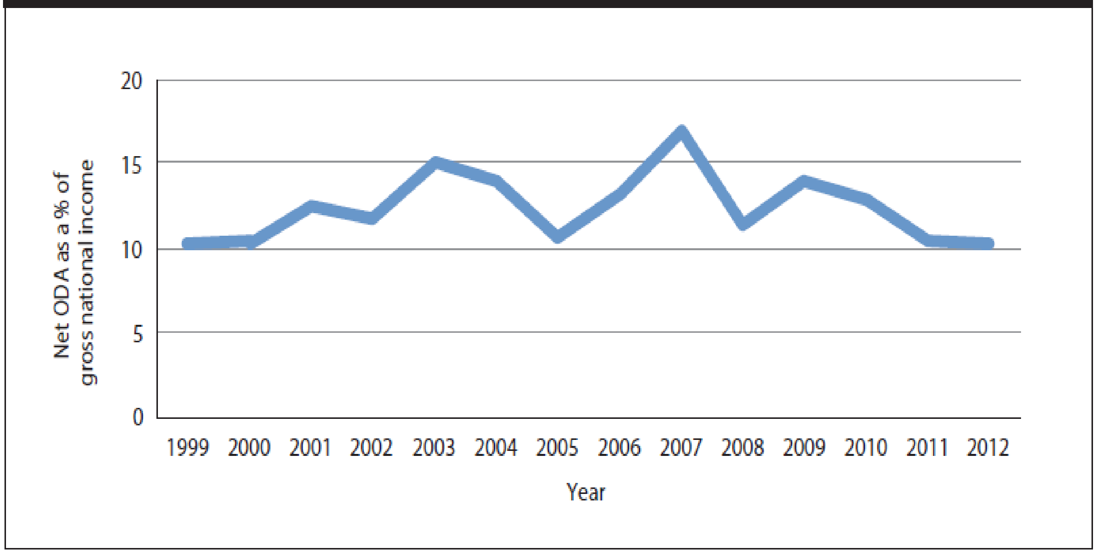

Figure 1.1: ODA Trend from 1999-2012 for Tanzania

Source: UNDP-ADR Report, (2015)

Average ODA per capita income is $59. Net ODA as a percentage of national gross income has declined in the last few years (Figure 1). Top donors of gross ODA in 2008-2012 were the International Development Association, United States, United Kingdom, African Development Bank, European Union, Global Fund, Norway, Japan, Sweden and Denmark. Bilateral donors provided 63% of gross ODA in 2012.

By Sector, the majority of bilateral aid in 2008-2012 went to health and population, production, economic infrastructure and services and other social sectors by order of priorityò.

1.2 Statement of the Problem

The donor community has been pumping money into the government machinery in good faith to finance development projects and programs. About 40% of the Tanzanian annual budget comes from donor funding. This is a huge amount of money that affords thousands of employments to Tanzanians through various projects and program schemes, and hence reduction of poverty rate. This money also creates the much needed infrastructure and assets through projects and programs, which continue to benefit millions of Tanzanians for many years, thus enhancing micro and macro development of the country.

However, during recent years, there is a noticeable growing trend of donor fatigue, which compromises various development projects. For instance, The Citizen Newspaper of Thursday 17th May 2018, TISSN) 0856-9754 No. 4605, on its second page, reports the status of disbursement of funds for the 2017/2018 fiscal year from development partners under the caption, ñDevelopment Partners Disburse Only a Third of Pledgesò. An extract of the report reads that, ñThe government has received only 32.89% of what was pledged by development partners as funds from donors become increasingly unpredictable.ò This Newspaper also records the Deputy Minister for Finance and Planning Dr. Ashatu Kijaji, telling the Parliament on 16th May 2018 that, until March 2018, just three months before the current financial year winds up on June 30, development partners had disbursed only Tsh 182.92 billion out of Tsh 556.08 billion that they pledged for the entire 2017/2018 financial year. Poor disbursement of funds from donors means that implementation of some development projects will have to be delayed or abandoned.

The Minister for Finance and Planning Hon. Dr. Phillip Mpango is recorded saying, ñThis is not the first time that the countryô s development projects have stalled or failed to be implemented altogether due to, among others, delay by donor in releasing pledged funds or non-release at all. He said, in March 2017, the government had released just 35% of the Tsh 11 trillion which was allocated for development expenditure for the entire 2016/2017 financial year, partly because development partners did not release their pledges. One of the much said reasons for donor fatigue is the mismatch between value for money spent and results achieved in donor funded projects and programs. This is exacerbated by poor accountability system on part of the government in the form of Result-Based Monitoring and Evaluation System.

Functional M&E systems foster transparency, accountability, effectiveness, efficiency, sustainability and integrity of projects and programs through evidence-based demonstration of results. As a result to this, such a system serves to win the confidence and faith of donors to the work of the government through projects and programs that they fund, hence attracting more funding. Other reasons as per the Minister of Finance and Planning are among others, debt repayment, a rise in interest rates on international lending markets and endless discussions with donors. ESRF (2010) reports that, Development Partners (DPs) appear to be more critical as they feel that there is lack of progress on the new poverty strategy, on equity issues, on improving the enabling environment for business development, and on the performance of the General Budget Support-Partnership Framework Memorandum (GBS-PFM). At the same time, the Government of Tanzania criticizes the lack of predictability of donor funds and the detailed interference of development partners, threatening local ownership and accountability.

The Ministry of Health, Community Development, Gender, Elderly and Children (MoHCDGEC), despite being the heaviest recipient of donor funding for development projects in Tanzania, is also being hit by donor fatigue syndrome. According to the Policy Forums Budget Working Group, in its analysis of the 2018/2019 Pre-Budget Position Statement, reported by the Citizen Newspaper of 17th May 2018 on page 28, the budget estimates for development projects for 2018/2019 have decreased by 29%, in the same manner, contribution from development partners has decreased by about 12%. Despite the increase in internal resource allocation for development budget for this Ministry, the overall budget for development projects FY 2018/2019 has decreased by 20% from previous year.

The government of Tanzania has undergone several reforms in the public sector, which includes installation of performance management systems in MDAs; development of the Medium Term Strategic Planning and Budgeting Manual (MTSPBM), Conducting monitoring and evaluation training to Ministries, Independent Departments, Executive Agencies, Regional Secretariats and Local Government Authorities (LGAs); strengthening the monitoring and evaluation function under the Divisions of Policy and Planning in Ministries by establishing Monitoring and Evaluation Sections within the divisions, linking planning, budgeting, monitoring, evaluation with reporting, starting of the ñMkakati wa Kukuza Uchumi na Kupunguza Umaskini Tanzaniaò (MKUKUTA) Monitoring System (MMS) at the national level, and Management Information Systems (MIS) and performance reporting requirements linked to respective Strategic Plans and Budgets at sector level. The above reforms create an environment necessary to win the confidence and faith of donors to the work of the government through projects and programs, hence attract more funding because a comprehensive Monitoring System serves as a powerful management and accounting tool that ensures value for money of achieved results of implemented projects and programs.

Despite the above reforms, we still witness tremendous decline in donor funding year after year, raising an alarm that warrants an empirical research to unearth the cause of the situation, the biggest question being; if these reforms and systems are in place, why are we still witnessing a sharp fall in donor funding? This study intends therefore to answer this question by assessing, examining and determining the influence of the government M&E System on donor funding attraction in Tanzania and factors that lead to donor satisfaction. It will also probe if there are other powerful factors that influence the flow of donor funding other than a comprehensive Monitoring System.

1.3 Research Objectives

1.3.1 General Research Objective

The overall objective of this study was to determine the influence of the Monitoring and Evaluation System of the government of Tanzania on donor-funding attraction.

1.3.2 Specific Objectives

In order to achieve the above general objective of the study, the following three specific objectives were generated and intended to be achieved by this study:

i. To examine the trend of donor-funding flow in the health sector in Tanzania
ii. To identify areas of mismatch between the national and health sector M&E systems, discouraging donor-funding attraction in Tanzania
iii. To determine non-M&E factors that influence donor-funding attraction in Tanzania

1.4 Research Questions

i. What is the trend of donor-funding flow in the health sector for the past ten years in Tanzania?
ii. What are the effective features of the national M&E system that influence donor-funding attraction?
iii. What are the effective features of the health sector M&E system influencing donor-funding attraction?
iv. What are the areas of mismatch between the national and health sector M&E systems in relation to the government M&E Systems Framework?
v. What are non-M&E factors that influence donor-funding attraction in Tanzania?
vi. Which are the very important factors in attracting donor-funding between M&E and non-M&E factors?

1.5 Significance of the Study

This study is expected to contribute significantly to the body of knowledge on the influence of M&E system in attracting more development aid, projects and programs from development partners. The study will also shed light on strategies to make M&E system more effective and functional. The study findings might become a reference tool and a guide to development actors like donor funding agencies, project implementers and government MDAs and LGAs, leading to the adoption of best practices. The government would be able to identify and review the current government M&E system architecture, M&E framework and Official Development Assistance (ODA) strategies and frameworks. MDAs and LGAs receiving funds from development partners to implement development projects would benefit from the study through the documented lessons learnt in order to adopt best practices.

1.6 Limitations of the Study

The study was conducted in Dodoma city, where various Ministries are currently located after their relocation from Dar-es-Salaam. Limitations in this study included problems pertaining to financial and time constraints. The researcher had to make several trips of travel from Dar-es-Salaam to Dodoma to follow up on the approval of research permits and collection of data. The researcher experienced a very tight bureaucratic process in the Ministry of Finance and Planning (MoFP) and the Ministry of Health, Community Development, Gender, Elderly and Children (MoHCDGEC) in the process of securing research permits to collect data.

It took two months from the date of application for the permits before they were released. Coupled with this, most of earmarked respondents were not timely available, and therefore the researcher had to wait for them to show up for several weeks and sometimes for an entire month after the permit was given. This situation has severely affected the researcher by not being able to meet the Open Universityøs time cycle of submitting research reports from students. Another limitation of the study was on experienced difficulties in getting first-hand information on existing bilateral and multilateral aid and projects/programs from some respondents in the earmarked Ministries. This situation is normally exacerbated by the informed culture of secrecy and monopoly over ministerial documents by those in the ministerial executive positions.

CHAPTER TWO

LITERATURE REVIEW

2.1 Chapter Overview

The chapter gives an account of various literatures that indicate some global and local experiences with regard to monitoring and evaluation systems in relation to donor-funding attraction. The main elements discussed in this chapter include, definitions of key concepts, theoretical literature review, empirical literature review, development of M&E, history of donor-funding in Tanzania, policy review and research gap.

2.2 Definition of Key Concepts

2.2.1 Monitoring

Monitoring is the routine collection and analysis of the information to track progress against set plans and check compliance to established standards, while evaluation, is the systematic and objective as possible, of an ongoing or completed project, programme or policy, its design, implementation and results (IFRC, 2011). The term monitoring is further defined by Kusek (2004) as a continuous function that uses the systematic gathering of data on specified indicators so as to provide management and the main stakeholders of an ongoing development intercession with indicators of the extent of progress, achievement of objectives and progress in the use of allocated funds.

Bartle (2007) argues that, "A project should go through several stages. Monitoring should take place at the beginning and should integrate all stages of the project and the basic stages should include project planning which covers the situation analysis, defining objectives, formulating strategies, problem identification, designing a work plan and budgeting’’. On the other hand UNDP (2002) explains Monitoring as a continuing function that aims primarily to provide the management and main stakeholders of an ongoing intervention with early indications of progress, or lack thereof, in the achievement of results. It is also an ongoing intervention to any project, programme or other kind of support to an outcome.

Organization for Economic Cooperation and Development (OECD) (2002:27) defines monitoring as a continuous function that uses the systematic collection of data on specified indicators to provide management and the main stakeholders of an ongoing development intervention with indications of the extent of progress and achievement of objectives and progress in the use of allocated funds. If there are any discrepancies between planned and actual results and contextual changes, corrective action can be taken.

2.2.2 Evaluation

Kusek and Rist (2004:12) define evaluation as the systematic and objective assessment of an ongoing or completed projects, program or policy in areas of designing, implementation and results, the aim being to determine the actual significance and realization of objectives, development efficiency, effectiveness, impact and sustainability. On the other hand, the Swinburne University of Technology (2011) defines Evaluation as a structured process of assessing the success or failure of a project in meeting its goals and to reflect on the lessons learnt. Evaluation provides accountability to those that fund the project and allows one to identify and repeat activities that have been demonstrated to work better and can be improved on, or let go activities that do not work. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision making process of both recipients and donors.

Adding further on this, UNDP (2002) explains an evaluation concept as a selective exercise that attempts to systematically and objectively assess progress towards the achievement of an outcome. It continues explaining that evaluation is not a one-time event, but an exercise involving assessments of differing scope and depth carried out at several points in time in response to evolving needs for evaluative knowledge and learning during the efforts to achieve an outcome. Njuki J. et al, (2011) give an explanation about evaluation as a time-bound exercise that attempts to assess the relevance, performance and success of ongoing process and completed events. Evaluation involves a comprehensive analysis with the aim of adapting strategy, planning and influencing future policies and programs. This implies that evaluation is a more complete, cumulative and thorough process and a less frequent form of reflection. It usually takes place at specific points in time-e.g. mid-term and summative evaluations-and leads to decisions of more fundamental nature. Evaluations assign a value to outcomes or impact of a process or programme.

2.2.3 Monitoring and Evaluation

Monitoring and Evaluation (M&E) is the branch of Results-Based Management (RBM), which is the management strategy that focuses on performance and the achievement of results (outputs, outcomes and impact) (ICRC, 2008). UNDP (2009) explains that, Monitoring and Evaluation can help the organization to extract relevant and viable information from past and ongoing activities that can be used as the basis for programmatic fine-turning, reorientation and future planning. It adds that, without effective planning, Monitoring and Evaluation, it would be impossible to judge, if the work is going in the right direction, whether the progress and success can be claimed, and how future efforts might be improved. Monitoring and evaluation help improve performance and achieve results.

More precisely, the overall purpose of monitoring and evaluation is the measurement and assessment of performance in order to more effectively manage outcomes and outputs known as development results. Traditionally, monitoring and evaluation focused on assessing inputs and implementation processes. Today, the focus is on assessing the contributions of various factors to a given development outcome, with such factors including outputs, partnerships, policy advice and dialogue, advocacy and coordination. ñThe two definitions; monitoring and evaluation are distinct, yet complementary. Monitoring gives information on *where* a policy, program, or project is at any given time (and over time) relative to respective targets and outcomes. It is descriptive in intent.

Evaluation gives evidence of *why* targets and outcomes are or are not being achieved. It seeks to address issues of causality. Of particular emphasis here is the expansion of the traditional M&E function to focus explicitly on outcomes and impacts. Evaluation is a complement to monitoring in that when a monitoring system sends signals that the efforts are going off track, (for example, that the target population is not making use of the services, that costs are accelerating, that there is real resistance to adopting an innovation and so forth), then good evaluative information can help clarify the realities and trends noted with monitoring systemò

(Kusek and Rist, 2004:13). While closely related to research, operations research and the social sciences, functional M&E may neither practice nor aspire to emulate, exactly, the stringent scientific standards of more academic approaches (Matei and Yugi, 2016).

2.2.4 Monitoring and Evaluation System

M&E system consists of related, interdependent and interacting components which are mainly performance indicators, work plans, theory of change, performance reports, performance reviews, monitoring data system and evaluations. The components work in unison to enable an institution to track implementation of activities on a day-to-day basis as well as facilitate determination of results of the interventions undertaken at an institutional, sub-sector, sector and national level.

World Bank (2010) spells out that, despite the complexity in situational challenges, the public sector has a responsibility and commitment on various key points to strengthen planning and to establish goals together with carrying out M&E systems for the purpose of providing potential feedback to the design and formulation of public actions. In addition to the previous explanation, the M&E system should provide the true evidence of the project outcomes and should be able to justify the project funding allocation. Chaplowe G. Scott (2008) argues that, the M&E System provides the information needed to assess and guide the project strategy, ensure effective operations, meet internal and external reporting requirements and inform future programming. An M&E System is built on the four components namely; a causal analysis framework, a log-frame or logical framework, an indicator matrix and a data collection and analysis plan.

2.2.5 Donor-Funding

These are mostly externally-finances directed to development interventions through a particular organization or government. Most donors are multilateral organizations like UN and others, while there are also some bilateral organizations like USAID, FIDA, SIDA, DFID and others mostly belonging to different embassies or representing their Foreign Ministries for foreign affairs.

Donor-funding for the sake of this study refers to the Official Development Assistance (ODA). Donor-funding may take the form of a loan or a grant, administered with the objective of promoting sustainable economic and social development and welfare of the recipient country. It comprises of both bilateral aid that flows directly from donor to recipient governments and multilateral aid that is channelled through an intermediary lending institution like the World Bank (Cheboi, 2014). Traditional development economics has long viewed foreign aid as a tool for overcoming the savings gap in developing countries. Foreign aid is based on the assumption that, the Third World is poor because it lacks the capital necessary for making income-generating investments. The aid can therefore help developing countries by closing financing this gap that otherwise leaves them stuck in a poverty trap (Ibid).

2.2.6 Project

A project is a planned undertaking, designed to achieve certain specific objectives within a given budget and within a specified period of time. PMI (2000) defines a project as a temporary endeavour undertaken to create a unique product or service. On the other hand, Bartle (2007) describes a project as a series of activities that aim at solving a particular problem within a given period of time. A project must have the resources like time, human and money before achieving any objectives. Further to this Chikati (2011:05) argues that, a project is a unique set of activities that are meant to produce a specific outcome, with a specific start and finish date, and a specific allocation of resources. A project is in contrast with ongoing operations that involve repetitive work with no defined end.

2.2.7 Programme

A programme is a time-bound intervention that differs from a project in that it usually cuts across sectors, themes or geographic areas, uses a multidisciplinary approach, involves more institutions than a project, and may be supported by different funding sources. A program resembles a project in that it is a set of activities designed to facilitate the achievement of specific objectives but generally on a larger scale and over a long time frame (Chikati, 2010:09).

2.3 Development of Monitoring and Evaluation System in Tanzania

Monitoring and Evaluation is a powerful Public Management tool that can be used to improve the way governments achieve results and respond effectively to citizens, the private sector, non-governmental organizations, civil society, international organizations and development partnersô growing demands for better performance and delivery of tangible results. In recognition of the importance of Monitoring and Evaluation Systems in providing a continuous flow of information on performance feedback to policy and decision makers, the Government of Tanzania promulgated the Public Service Management and Employment Policy (PSMEP) of 1998 as revised in 2008, that stipulated the need for Public Institutions to have in place robust M&E Systems, so as to be able to anticipate and solve management problems and respond to stakeholders demands.

In line with the above policy, the Government of Tanzania has implemented policy, structural, institutional reforms and strategies, aimed at strengthening the monitoring and evaluation function in the Ministries, Independent Departments, Regional Secretariats, Executive Agencies and Local Government Authorities. These includes, among others, installation of performance management systems in MDAs; development of the Medium Term Strategic Planning and Budgeting Manual (MTSPBM) which led to the introduction of the Results Framework chapter in the Strategic Plan, and sensitization to MDAs and LGAs on the MTSPBM. Other measures included conducting monitoring and evaluation training to Ministries, Independent Departments, Executive Agencies, Regional Secretariats and Local Government Authorities (LGAs); strengthening the monitoring and evaluation function under the Divisions of Policy and Planning in Ministries by establishing Monitoring and Evaluation Sections within the divisions, and ongoing efforts to link planning, budgeting, monitoring, evaluation and reporting.

Despite the above measures undertaken by the GOT to strengthen M&E function, there exists a number of challenges which include absence of a common understanding within MDAs on what should constitute a M&E System; a tendency to regard M&E Systems as a software and hardware as opposed to its functionality; and proliferation of M&E Systems and processes that are neither integrated nor communicating. Other challenges include less focus on institutionalization of M&E concepts and practices; inadequate understanding on the institutional framework for the M&E function across the government; and lack of a framework for guiding MDAs and LGAs on how to design and build an M&E Systems. In order to address some of the above challenges, a comprehensive Monitoring and Evaluation Systems Framework has been developed.

The purpose of this framework is to provide clarity on what constitutes a monitoring and evaluation system, identify the key players and their roles in strengthening the monitoring and evaluation function across the government and guide the design, development and strengthening of monitoring systems in MDAs and LGAs. The framework will also guide the process of improving the management of indicators, performance reviews, performance reports, evaluation and data systems in MDAs and LGAs. This framework is therefore, intended for various levels of management within the government like Executive Officers, Directors, Senior Managers and Technical Officers. It will be used by the above practitioners as a basis for facilitating their MDAs and LGAs to strengthen M&E systems so as to improve public policy, learn and innovate, demonstrate results, strengthen accountability and transparency as well as enhancing values for tax payerõs money (URT, 2014)

2.3.1 Evolution of the National Wide Monitoring and Evaluation System in Tanzania

The National Monitoring and Evaluation system is an overarching integrated and encompassing framework of M&E principles, practices and standards to be used throughout the Government (URT 2014). The researcher through literature review has found out that, poverty monitoring in Tanzania has evolved over time, being largely determined by the nature and scope of policies. At independence in 1961, Tanzania adopted policies, strategies and plans to fight the three enemies or ills: poverty, disease and ignorance. Until mid-1990s, national efforts to tackle these enemies were coordinated through sector specific policies, programmes, projects and campaigns. Specific monitoring mechanisms were used.

Toward the end of 1990s, demand for a systematic and integrated poverty monitoring system emerged. After development of the National Poverty Eradication Strategy (NPES) in 1997, Poverty Reduction Strategy Paper (PRSP) in 2000, and later the National Strategy for Growth and Reduction of Poverty (popularly known in *Kiswahili* as Mkakati wa Kukuza Uchumi na Kupunguza Umaskini Tanzania, *MKUKUTA*) in 2005, a list of Poverty and Welfare Monitoring Indicators and the Tanzania Socio-Economic Database were developed. In 2001, the Government developed a comprehensive Poverty Monitoring System (PMS), aimed at tracking progress in implementation and outcome of the PRSP. The functioning of the PMS was guided by the Poverty Monitoring Master Plan (PMMP 2001).

In 2004/05, a comprehensive review was undertaken and PRSP evolved to a broader strategy- the National Strategy for Growth and Reduction of Poverty (NSGRP/MKUKUTA). Compared to PRSP, MKUKUTA was comprehensive, results-based and covered economic growth and governance and social welfare issues. Its implementation required cross-sectoral collaboration and linkages in achieving results. Thus, in 2006, the Government, in consultation with all stakeholders adopted MKUKUTA Monitoring System for the period 2006-2010. MMS explicitly rationalized and strengthened an integrated monitoring, and linked Ministries, Departments and Agencies (MDAs) with Local Government Authoritiesô

(LGAs) monitoring systems.

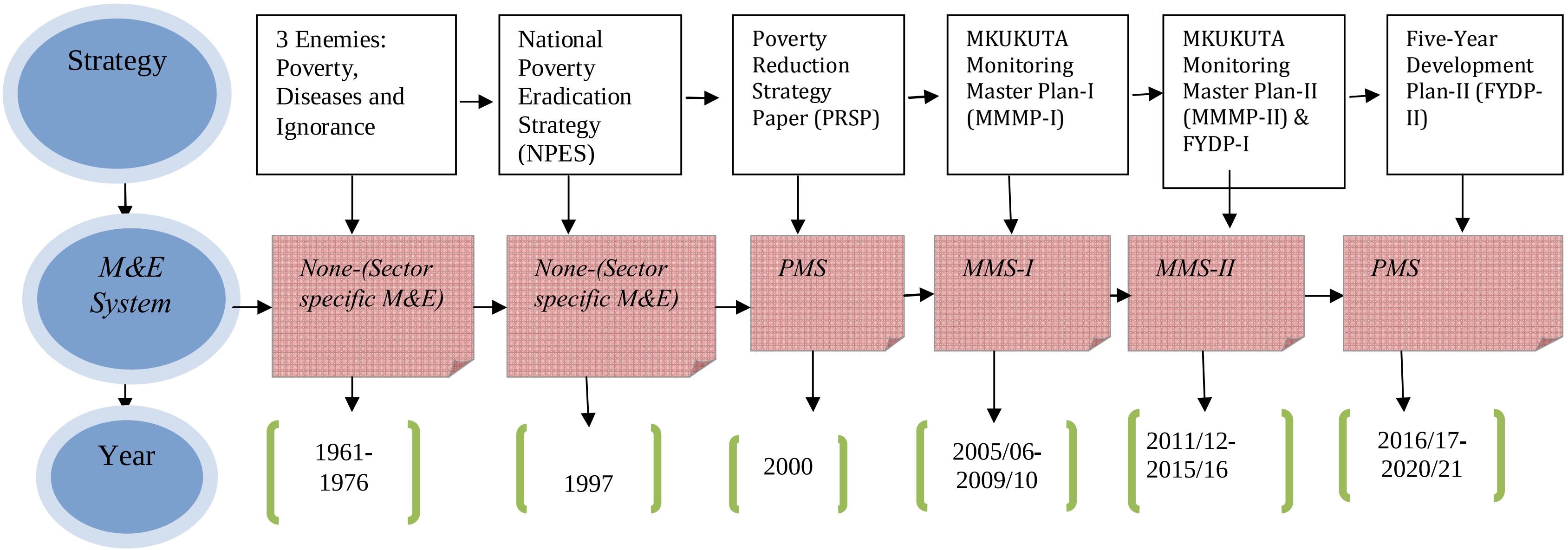

Figure 2.1: Evolution of the National Monitoring and Evaluation System Since 1961 to 2018

Source: Reseacherŝ own construct through literature review, 2018

Key:

MMS-I & II= MKUKUTA Monitoting System I & II

PMS= Poverty Monitoring System

2.4 Importance of Monitoring and Evaluation System

Donors have made it a requirement that every budget proposal submitted to them should have an element of Monitoring and Evaluation budgeted for and they have gone further to recommend that 10% of the overall budget should be reserved for the sole purpose of M&E. Though the donors might have clear ideas of why this component is important, recipient of funds tend to ignore or pay little emphasis on monitoring and evaluation. M&E activities are supposed to among other things provide critical information necessary to influence evidence-based decision making as well as provide further guidance to future project designs and implementation.

Most projects are taking longer time to be completed, end up not achieving their intended objectives and most of them are not able to sustain themselves after the donor has pulled out all because M&E practices are not observed during the implementation and execution of these projects (Roberts, 2010). Effective M&E system is supposed to enable project managers to make corrective action and inform future project initiation and implementation (African Monitoring and Evaluation Systems, 2012). Monitoring and Evaluation system can be used for accountability purposes (Moynihan, 2005). It can be used to indicate project compliance with required parameters and demonstrate to funding agencies, donors, or the public that resources have been used appropriately.

2.5 History of Donor Funding in Tanzania

Tanzania has for many years been characterized as the ñdarlingò of the international donor community. It is one of the African countries south of the Sahara that has received the most in development aid during the last 40 years, which is close to 4 percent of its annual budget being funded by outside donors. Tanzania has generally had warm relations with China and the Scandinavian countries as they gave considerable economic assistance during the 1960s and 1970s. The United Kingdom and Germany have also sustained relatively close ties with the country. However, since Tanzania implemented new economic reforms in the 1990s, it has become a favourite of especially the US and Japan (EIU Country Profile, 2008).

During the 1970s aid flows rose from US$ 2.3 billion to US$ 7 billion during the 1980s and to US$ 7.8 billion during 1990-1997 (Cooksey, 2004). Aid in Tanzania is delivered through three different modalities: Direct Budget Support (DBS), Basket Funding (BF) and Project Support (PS). Aid in Tanzania finances debt relief, balance of payments support, project financing and sector basket funding. Out of these, project financing is declining while more emphasis is put on General Budget Support and basket funding (Ibid). Despite increasing aid efforts, the country is one of the poorest countries in the world. Tanzania has been ranked 151 out of 177 nations in the United Nations Human Development Index Report 2016. However, donors continue to give aid to Tanzania because of its sound fiscal policies and political stability (McGregor, 2008).

2.6 Relationship between M&E System and Donor Funding Attraction

There is always huge satisfaction when resources are used efficiently and as planned, while yielding anticipated results. For this desirable situation to happen there has to be a certain system in place. In the context of projects and programs, such a system is called Monitoring and Evaluation System. Of recent, the donor community has made it a necessary requirement to put in place a project/program Monitoring and

Evaluation System in interventions into which funds are injected. The main reason for this is the realization of the fact that, the M&E system is an accountability tool that enhances transparency, value for money, sustainability and effectiveness of projects and programs. This tool serves to instil trust and confidence in projects delivery and hence attraction of more donor-funding for projects/programs expansion or initiation of new projects/programs.

2.7 Theoretical Literature Review

This study will make a discussion of various theories pertaining to Monitoring and Evaluation and donor-aid.

2.7.1 Theoretical Literature Review on Monitoring and Evaluation System

Theoretical or sometimes used interchangeably with conceptual literature review is concerned with the description of the meaning of the different concepts and theories surrounding the study. To expound the M&E concept, the study combines two major theories including ‘‘Participatory Theory’’ and the óóTheory of Changeôô.

2.7.1.1 The Participatory Theory

Participatory Theory has been defined by different scholars in the light of project and program development. Jennings (2000) defined participation, as the total involvement by a local population and at times, additional stakeholders in the creation of the content and conduct of a program or policy designed to change their lives, built on the belief that, citizens can be trusted to shape their own future. So participatory development proponents always make use of local communitiesô decision making and capacities to guide and define the nature of an intervention.

Jennings adds that, participation requires recognition and much use of local capacities and avoids the imposition of priorities from the outside. It increases the odds that, the program will be on target and its results will be more sustainable.

On the other hand, Greene (1987), describes Participatory Theory in connection to evaluation that, participation involves, active collaboration between key stakeholder groups in designing, implementing, and interpreting the evaluation. Stakeholder groups include all those who have a vested interest in the program and its evaluation, such as funders, program directors, line staff, families, and community members. Mathbor (2008), quoting Brager *et al* (1987) puts forward that, participation is a means to educate citizens and to increase their competence. It is a vehicle for influencing decisions that affect the lives of citizens and an avenue for transferring political power. However, it can also be a method to co- opt dissent, a mechanism for ensuring the receptivity, sensitivity, and even accountability of social services to the consumers.

Participation has been changing overtime due to the change of society needs. Duraiappah *et al* (2005) asserts that, in the late 1960ôs there was some exploration of different models of participation and their relationship to community development. In the late 1970ôs, participatory methods and techniques became central tools for community development. Participatory approaches to development are promoted on the basis that, they support effective project implementation and enhance the well-being of the poor. Duraiappah adds that, by the 1990ôs to present, participation had become a mainstream, expected component of development.

Community participation is one of the key ingredients of an empowered community as is the heart that pumps the communityôs life blood into the community business. So it is wiser for project management to involve the local community in projects implementation so as to enhance their sustainability. There are principles which should be adhered to by the project management when thinking of community participation at any level. Duraiappah (2005) presents seven principles with regard to effective participation as follows.

Inclusion: It refers to the involvement of all people or representatives of all groups who will be affected either directly or indirectly by the projects outputs and outcomes. Equal partnership: Here is when every person has skills, ability and initiative and has equal right to participate in the process regardless of oneôs status. Transparency: All participants of the project must help to create a conducive environment to open up communication and building dialogue. Sharing Power- All authorities and powers must be balanced equally between major stakeholders in order to avoid the domination of one party over the rest.

Sharing responsibility: All stakeholders must have equal responsibility for decisions that are made within the project. Empowerment- Participants with special skills should be encouraged to take responsibilities and motivate others so as to promote mutual learning and development. Co-operation: It involves sharing everybodyôs strength for the purpose of reducing peopleôs weaknesses. So these principles for effective participation can be applied to all aspects of the development projects aiming at creating the environment for sustaining projects and attracting donors and development partners.

This theory is appropriate for this study because it tallies with the two variables. The government M&E Framework/System (independent variable) needs to be prepared in a participatory manner involving all possible and relevant stakeholders for it to be effective, functional and sustainable and creation of a common understanding among stakeholders about the system. On the other hand, the theory is also compatible with the dependent variable (donor-funding attraction) because when previously funded projects are sustainable and yield satisfactory results as a result of a well-designed M&E system engineered through effective stakeholder participation, it gives room for the beneficiaries to long enjoy the results. This aspect highly entices donors to fund other related projects in other communities or sectors. As a result, the majority is lifted out of poverty and un-employment gap is gradually lowered.

In light of Duraiappah (2005) ideas, project will be more effective and sustainable only if the whole community and other important stakeholders are involved in all phases of the project. In addition to that, Parks (2005) adds that, through meetings and workshops, beneficiaries, project managers and members of staff have the space to give and share their views on project progress and performance. Views shared can rather be used for better decision making so as to realize its sustainability.

2.7.1.1.1 Weaknesses of the Participatory Theory

The theory of participation somehow becomes difficult to be practiced and produce expected results for the betterment of the project. The discussed challenges include the following: Using participatory approach in M&E exercises may create tensions which cannot be resolved by the management since each person would provide information which differs with others due to social, economic and political diversities. Also it is hard to ensure that the most vulnerable people, those who are directly affected by the problem are all present and their voices are heard. Lastly it is too difficult to make clear standardization of the impact goals and indicators so as to allow competitive assessment during the collection of information from M&E activities.

2.7.1.2 The Theory of Change

This is another theory that guides this study. Different scholars have described the theory in various perspectives. According to INSP (2005) describes the theory of change as ‘‘articulation of the underlying beliefs and assumptions that guide a service delivery strategy and are believed to be critical for producing change and improvement. Theories of change represent beliefs about what is needed by the target population and what strategies will enable them to meet those needs. They establish a context for considering the connection between a systemœs mission, strategies and actual outcomes, while creating links between who is being served, the strategies or activities that are being implemented, and the desired outcomes.ò

In describing INSP (2005) ideas, óóThe Theory of Changeôô always consists of two major broad components, which include the conceptualizing and operationalizing. This component carries three basic frames of the theory which are: Population-meaning, those who the project is serving, Strategies-meaning, the strategies a project will employ to accomplish the desired outcomes and lastly the Outcomes-meaning what the project aims to accomplish. The second component of the theory is building an understanding of the relationship among the three basic elements.

2.7.1.2.1 Importance of the Theory of Change

Corlazzoli and White (2013) describe the ‘‘Theory of Change’’ as the actions, the desired change, and the underlying assumptions or strategy which are essential for monitoring and evaluating programmes and projects. The theory of change will help programme staff and evaluators to understand what the project is trying to achieve, how, and why. By knowing this critical information, will enable the project staff and evaluators to monitor and measure the desired results and compare them against the original theory of change.

Using the Theory of Change in monitoring and evaluation enables the provision of a feedback on whether a project or programme is on ‘‘track’’ in the pursuit of accomplishing the desired change in the community and if the project is evolving as anticipated in the project design. Corlazzoli and White (2013) also add that, applying the theory of change in running the project or programme will provide an opportunity to ensure that project staff, partners, and other key stakeholders all share a common understanding on what change is expected to occur and their contribution in that change. The Theory of Change including, moves stakeholders from being passive collectors and reporters of information to active users of information for system planning and service delivery.

Also it gives project staff and system better understanding of the kind of evaluation information they need to make day-to-day decisions. Moreover it also helps the evaluator to develop research questions that focus on changes that can occur under given particular strategies. The Theory of Change guides Monitoring and Evaluation efforts to focus on the particular assumptions, outputs, outcomes, impacts, and even sustainability of a programme or project. Theory of Change can best be used in M&E and during the different stages of project implementation, which include developing indicators, formulation of baselines, performing mid-term evaluation, carrying out end-line evaluation and lastly decisions for scaling-up.

2.7.2 Theoretical Literature Review on Donor Funding

Donor Funding (DF) and International Development Aid (IDA) will be used synonymously in this study. In this sub-section, I will present the works of Jeffrey Sachs (2005) ñThe End of Poverty: Economic Possibilities of our Timeô presenting the *Big Push Theory*. Another is William Easterly (2005) ñThe White Manôs Burden-Why the Westôs Efforts to Aid the Rest Have Done so Much Ill and so Little Goodò, presenting the *Planners-Searchers Theory*. The third is Paul Collier (2006) ñThe Bottom Billion-Why the Poorest Countries are Failing and What Can be Done About Itò presenting the *Poverty Traps Theory*.

The last work belongs to Adrian Leftwich (2009) ñStructure and Agency in the New Politics of Development: Rethinking the Role of Leaders, Elites and Coalitions in this Institutional Formation and Developmental Statesò presenting the *Structure-Agency Theory*. All books offer very subjective perspectives on how development aid should be used in terms of optimizing results and on what has gone wrong with development in Tanzania. The three economists, Sachs, Easterly and Collier, all used to work for the World Bank and their works are highly respected, which is why I would evaluate their theories as very appropriate in shedding light on the main research objective and question.

2.7.2.1 Big Push Theory by Jeffrey Sachs

Jeffrey was a special advisor to UN Secretary-General Ban Ki-Moon and former UN Secretary-General Kofi Annan. Sachs was also the former Director of the UN Millennium Development Project. Furthermore, he is the President and Co-Founder of the Millennium Promise Alliance and Director of the Earth Institute. Sachs argues that poor countries are caught in a poverty trap, which they can only escape if aid efforts are increased. Sachs believes that, a big push strategy would be the best way to reduce poverty.

The principal element in Sachsô theory is a doubling foreign aid to about $100 billion a year and again almost a doubling by 2015. This aid, Sachs argues, would fill the ñfinancing gapò between what a country needs and what it can afford on its own. This means that, if a country is given more aid, the public spending will be increased, which result in a demand for more jobs, which then would create incomes for the poor and a minimum household consumption. This again creates a demand for more products and services (healthcare, schools), which result in more jobs, income and finally result in private savings, which would enable the poor to create their own security nets. Eventually, the poor would be able to escape the vicious poverty trap and live a decent life.

Like Collier, Sachs believes that some countries are poorer than others due to culture, geography and governance reasons. Both Collier and Sachs agree on the idea that, aid should be given as grants and not as loans as was done under the Marshall Plan. However, Sachs presents a fifty-four-item checklist of barriers to development, which he believes should be overcome with the ñbig push.ò The only thing that is not clear is who the ones are to actually implement his comprehensive package. Sachs argues, ñThe claim that Africaôs corruption is the basic source of the problem does not withstand practical experiences and serious scrutiny (Sachs 2006:191).

Nevertheless, a large literature argues that bad governance and policies are part of the problem. Therefore, it seems foolish that Sachs simply dismisses corruption as a factor inhibiting growth. His very top-down planning approach does not take into account the social, economic and cultural differences between poor countries and it makes it impossible to translate it into a meaningful blueprint. The past failures of Big Pushes in foreign aid clearly suggest that mega reforms do not work out well in poor countries. In addition, one of the major critiques of Sachs is his way of doing things: fast, big, and comprehensive and with a lot of Western money.

2.7.2.2 Planners-Searchers Theory by William Easterly

William is a professor of Economics at New York University and Co-Director of NYUôs Development Research Institute. He is an Associate Editor of the *Journal of Economic Growth*, the *Journal of Economic Development,* and the *Quarterly Journal of Economics.* In addition, Easterly maintains a blog called *Aid Watch,* where he debates about aid related issues. He also worked for sixteen years as a Research Economists at the World Bank. In his book, The White Manôs Burden, he sets forth a theory he calls the *Planners Vs Searchers.* He believes that big aid agencies such as the World Bank, United Nations and International Monetary Fund are placed in the category of planners. Planners apply a top-down approach and instead of identifying the needs of the poor, they tend to offer what they can in terms of technical assistance, infrastructure or health. These organizations have virtually no accountability for the results of their own programs. Searchers on the other hand work at the micro level, and can come in the form of local NGOs. Searchers seek to find out what local communities need and then they go out and find somebody who can offer the service.

Easterly argues that large international aid agencies giving aid to large national governments are not getting the money to the poor. Conditions on aid will not change government behaviour. Only when individual aid agencies have the incentive to deliver tangible services for which they can be held accountable, will aid do well for the poor. Easterly furthermore argues that bad incentives created by top-down planners can be replaced by individual accountability based upon independent evaluation of aid outcomes that will motivate a search for what works for the poor under different circumstances of time and place. Easterly argues that the reason why aid has failed to alleviate is due to economics e.g. corruption and extortion, and ineffective government services, lack of property rights, poor contract enforcement, all of which block opportunities for poor people to solve their own problems through their own specialized skills and knowledge.

One of his more persuasive arguments in his book is when he shows that above-average recipients of aid have done no better than the below-average recipients of aid and that poor economic performance is evidently linked to bad government, not sufficient aid, to the point that, it is difficult to establish that aid raises growth even in countries pursuing sound economic policies. Unfortunately, his analysis somehow lacks resolution and he tends to rely on averages and not on country-specific analysis. Furthermore, it seems that many of his observations lead him to advocate a more non-interventionist Laissez-Faire approach to development-an approach which critics might call Laissez-Mourir. Some leaders might be led to believe that they should not support aid, because it is simply bad policies, inept of helping poor countries. Others might believe that international development assistance causes corruption and dependence, inevitably bringing more bad than good. Easterly is very much against Sachsô idea of a big push and large-scale plans and believes that his top-down approach is bound to go awry. He argues that there is too much corruption in poor countries and lack of accountability in delivery mechanism of aid.

2.7.2.3 Poverty Traps Theory by Paul Collier

Collier was formerly an advisor to the British governmentös Commission on Africa and Director of Development Research at the World Bank. He is professor of Economics and Director of the Centre for the Study of African Economies at Oxford University. In his book, ñThe Bottom Billionò, he explains why the poorest countries are failing, locked into different traps and how they can escape from these traps. The four traps according to his book are: conflict trap, natural resource trap, landlocked with bad neighbours and bad governance in a small country. He argues that, countries in the bottom billion oscillate between the traps and limbo, possibly switching in the process from one trap to another.

Due to their slow growth, they risk falling back into the traps before they are able to reach a level of income that would secure safely. As a solution to break free of the traps, Collier sets forth four different instruments: aid, security, laws and charters, and trade. He argues that, aid alone is not enough and is not very effective in inducing a turnaround for a falling state. Aid agencies must wait for a political opportunity, and when the opportunity arises, they should poor in technical assistance as quickly as possible to help implement reform. After a couple of years, they should start pouring in money for the government to spend in terms of budget support.

In addition, Collier argues that, there are three ways for aid to bring about a turnaround; incentives, skills and reinforcement. However, aid agencies tend to apply a result-oriented approach, with a focus on outcomes instead of inputs. Collier furthermore points that aid agencies in general encourage low-risk and low-administration operations, which is in fact the exact opposite of what they should be doing in order to meet the current development challenges. Collier suggests that aid agencies adapt a more high-risk approach, where they focus more on supervision of projects in the early stages and tolerate larger expenditures on administration overhead. He argues that the challenge is to complement aid with other actions such as security, laws and trade.

Collier further emphasizes that we cannot rescue the bottom billion, but they can only be rescued from within the societies. Collier emphasizes that ñgrowth is not a cure-all, but a lack of growth is a kill-all.ò He points out that the 58 countries in the bottom billion (he himself through research classified as the bottom billion) ñbasically need to be on an international welfare for a long time.ò He further argues that, for these countries ñthe psychology of aid needs to recognize that it is not there as a temporary stimulus to development, it is there to bring some minimal decay to standards of living.ò

2.7.2.4 Structure-Agency Theory by Adrian Leftwich

He works as the professor for the Department of Politics at the University of New York. His work is focused on politics of economic growth and development with particular reference to developing countries. In addition, he is also a Co-Director of the international research on the Leaders, Elites and Coalitions Research Program (LECRP). In his article, ñStructure and Agency in the New Politics and Development: Rethinking the Roles of Leaders, Elites and Coalitions in this Institutional Formation of Developmental States;" he presents a theory on Structure and Agency in the new politics of development. The structure-agency theory concerns key issues about how socio-economic and political behaviour is to be explained.

Leftwich argues that the question is central to our understanding of how institutions affect political, economic and social outcomes and furthermore how institutions are established, change or decay and is therefore fundamental to our understanding of how to reduce poverty. He sets forth a central organizing hypothesis which frames his work. He is of the belief that successful and sustained development depends crucially on whether, why and how various leaders and elites across the public and private domains are able to form sufficiently inclusive ñdevelopmental coalitionsò (or growth coalitions), form or informal. He is of the opinion that poverty reduction is a matter of politics.

Leftwich further argues that, where politics are not suited for the task, it is donorðs responsibility to identify, encourage, nurture and support those social and political forces, which are necessary for forming the kind of growth coalitions, which will demand, design and implement the institutional arrangements which will deliver pro-poor growth and poverty reduction. He further argues that due to the dominance of economists in aid agencies and development research institutions, too little attention has been devoted to understanding the diverse political contexts, processes and practices, which frame the developmental outcomes and thus determine poverty reduction outcomes. He encourages a redefinition of the general understanding of what politics is. He defines politics as the means of making binding collective decisions.

More specifically, it consists of all the many activities of cooperation, conflict and negotiation involved in decisions about the use, production and distribution of resources. Therefore, the politics of development is both about changing how resources are produced, distributed and used and also about how decisions are made about such changes and in addition, about the politics which implement, sustain and extend them. He points that political processes and their outcomes are framed by, and help to shape the structural environment, ideas, ideologies, balances of power, internal and external interests and more importantly, the formal and informal institutions through which they all work.

Lefwich defines poverty reduction as a function of state formation and state capacity, where it ends up being an institutional matter; and the design and maintenance of such institutions essentially is a political matter. Leftwich criticizes Collier arguing that Collier evacuates political processes from the developmental process itself. What is missing in Collierôs proposal about charters and rules is how these arrangements get to be accepted, adopted and adapted and systematically implemented. He further writes that, Collier focuses his explanation only on failures in his book and thereby neglecting to include any success stories of countries that actually escaped many of the elements in his four ñtrapsò.

Table 2.1: Key Theories, Tenets and their Focus

Theorist/Founder of the Theory	Name of the Theory	Key Tenets of the Theory	Focus of the Theory
Modern Social Development Theorists	*Participatory theory*	• Acceptability of a project/program is enhanced • Empowers local community • High project ownership of project by beneficiaries • Eliminates the old top-down approach of doing things	M&E System
Carol Weiss	*Theory of Change/Change*	• Logical connection between strategies and outcomes • Systematic arrangement and choice of hierarchy of objectives and indicators	M&E System
Jeffrey Sachs	*Big Push theory*	• Doubling of foreign aid • Filling the finance gap • Culture, geography and governance are reasons for poverty • Aid to be given as grants and not as loans	Donor Funding
William Easterly	*Planners-Searchers theory*	• Conditions on aid never change government behavior • Individual accountability of aid agencies is key • Bad governments are the reason for poor economic performance.	Donor Funding
Paul Collier	*Poverty Traps theory*	• The bottom billion • Conflict, natural resource, bad neighbours, and bad governance are poverty traps • Aid, security, laws and charters and trade are solutions to escape poverty traps • High-risk adoption approach by aid agencies is effective • Incentives, skills and reinforcement can bring about aid turnaround. • Helping development heroes in society is essential	Donor Funding
Adrian Leftwich	*Structure-Agency theory*	• Poverty reduction is a function of state formation and state capacity • Politics govern how resources are produced, distributed and used	Donor Funding

Source: Researcherôs Literature Review, 2018

2.8 Empirical Literature Review

This consists of studies made earlier which are similar to the proposed. This section therefore, attempts to review studies and academic writings relating to M&E Systems and donor funding flow in Tanzania, other developing countries and globally. It presents studies that have close bearing with some aspects of donor funding and this can be affected by the nature of a countryös M&E system. There are several influential studies regarding M&E and donor funding flow including:

2.8.1 Empirical Studies in Sub-Saharan Africa

Nthenge, F. M. (2014), whose study focused on ñFactors Influencing Sustainability of Donor Funded Projects in Water Projects Implemented in Tana River County in Kenyaò, had very pertinent objectives. The main one was to establish on how Monitoring and Evaluation (M&E), level of funding and involvement of key stakeholders influence sustainability of donor funded projects in Tana River County. The study revealed that all donor funded projects in Tana River County were not sustainably managed and the researcher recommends for a more strategic oriented water projects management.

The unsustainable management of projects is exacerbated by less frequency of M&E practices, low budget allocation in water projects management and low involvement of the community in management, cost-sharing and decision making in water projects affairs. This would help by negating the current water management practices that are still focused on reacting to events that have already occurred, the reactive approach. Projects that are not sustainably managed eventually die a natural death, thus discouraging donors to fund similar or other projects in a particular country.

On the other hand, another study by Nyakundi, A. A. (2014) on ó"Factors Influencing Implementation of Monitoring and Evaluation Processes on Donor Funded Projects: A case of Gruppo per Le Relazioni Transculturali -GRT Project in Nairobi, Kenyaö. Argues that, the supply of M&E on the African continent has to a large extent, been influenced by donor demands that have developed the M&E practice in the absence of national government demand. The study quotes IEG, 2010 who states that regionally, South Africa has set some of the best practice so far in developing an M&E system, with the introduction of a guide on M&E for government ministries.

Also, the countryøs establishment of a key Ministry in charge of Monitoring and Evaluation is a clear indication of the measures the government of South Africa has taken to promote reporting and track achievement of results through M&E. The objectives of the study were: to examine the extent to which stakeholders involvement influences the implementation of M&E in GRT in Nairobi, to find out how budgetary allocation influences the implementation of M&E in GRT in Nairobi County, to establish the influence of staff technical skills on the implementation of M&E in GRT in Nairobi County and to establish the influence of M & E indicators on the implementation of M&E. The target population consisted of project stuff and stakeholders of GRT.

The findings which were collected through questionnaire and interview revealed that, there was small level of stakeholderøs involvement in the implementation of M&E of donor funded projects; also the study shows the inadequate allocation of budget for M&E hence leads to the failure in the implementation of M&E to a large extent. It found also that there were inadequate M&E technical skills which serve as a stumbling block to effective implementation of M&E functions in Donor Funded Projects. Furthermore, inappropriate choice of indicators for M&E lead to poor M&E functions.

The study further recommended on the Stakeholderøs participation to be improved in M&E, as this will promote the implementation of M&E since there will be little resistance from stakeholders or project beneficiaries. It also suggested that, the project managers should provide the necessary resources and facilities for M&E function. This will facilitate effective implementation of the M&E system. The study further recommends that the staff should be trained and/or given in-service courses on monitoring and evaluation and lastly to increase the budget for M&E activities so as to improve performance and sustainability of the M&E function.

2.8.2 Empirical Studies in Tanzania

Mujungu, P. P. (2015), made a study on ñSocio-Economic Impacts of Donor Funded Projects on Beneficiaries: The Case of Babati Cluster of the World Vision Tanzaniaò. In this study, the major objective was to assess the Socio-economic impacts of Donor Funded Projects (DFPs) on beneficiaries. Specifically the study wanted to assess changes in income, assets possession, food adequacy and productivity before and after project intervention. The study revealed that, World Vision Tanzania projects brought some positive impact on beneficiaries such as increased income and knowledge and improved social services like education and health. Further, projects have contributed to peace among the youth and the community and savings and loans schemes. However, the same study also discovered that, donor funded projects have increased a dependency syndrome among beneficiaries and enhanced lack of creativity and innovation. The researcher recommends that the government should devise a mechanism to evaluate all DFPs operating in the country to be able to learn the impacts emerging thereof. This can lead to the categorization of DFPs and those doing best can be scaled up to other areas and their approaches adopted widely. The last recommendation is that all DFPs should focus on beneficiariesô ownership for top community acceptance and cooperation.

Another study conducted in Tanzania by Lyinge, K. (2009) is titled ñTanzania- Darling Donor Community?-A Critical Review of the Failure of Past Development Aid Efforts.ö The objective of the study was to identify reasons for Tanzaniaôs poverty reduction stagnation in the 21st century. Specifically, the researcher aimed at identifying the results of the Tanzanian Strategy for Growth and Poverty Reduction and the contribution of the international donor community in achieving the objectives of the National Strategy for Growth and Poverty Reduction. Lastly, the study wanted to answer a paradox of the Tanzanian high rate of economic growth of above 5% and poverty reduction stagnation happening simultaneously.

The researcher found that, the reasons why development aid has failed is because of lack of ownership and accountability of Poverty Reduction Strategies (PRS) like the Structural Adjustment Programs (SAPs) and the National Strategy for Growth and Reduction of Poverty (NSGRP I & II). Other reasons are poor governance, and weak institutions of the recipient country. Lastly, high-profile corruption and lack of pro-poor growth mechanism rank top on list of factors for international aid failure in developing countries, and Tanzania in particular. The study recommends the adoption of a pro-poor growth and pro-poor tourism (PPT) so that the net economic benefits of this important sector would also benefit the poor because; tourism has been the primary engine of the economic growth in Tanzania, accounting for 12 percent of DGP. The study further recommends that the Tanzanian government should focus on rural sector development, accelerating growth of agriculture and improving access to financial services to create alternative economic opportunities in rural areas, where poverty is most pervasive. Also, the GoT should take a lead action in the development process and that aid should be given in the form of Direct Budget Support (DBS) to the GoT in order to help strengthen national ownership and accountability and support should focus on governance and institutions.

2.9 Conceptual Framework of the Study

A conceptual frame work is a set of broad ideas and principles taken from relevant field of inquiry and used to structure a subsequent presentation. It is a research tool that can be used to create awareness and bring understanding of the relations of the variables of the study (Reichel and Ramey, 1987). According to Kombo and Tromp (2006), a conceptual framework must explain the relationship among interlinked concepts and explains the possible connection between the variables and answers the ówhyô questions.

Adom *et al* (2018), on the other hand, perceive ñConceptual Frameworkò as a structure which the researcher believes can best explain the natural progression of the phenomenon to be studied. It is the researcherôs explanation of how the research problem would be explored. It describes the relationships between the main concepts of the study, arranged in a logical structure to aid provide a picture or visual display of how ideas in the study relate to one another. Conceptual frameworks can be graphical or in narrative from showing the key variables or constructs to be studied and the presumed relationships between them.

The conceptual framework (See Figure 2.2) below guided this study. The real assumption is that, a well-designed M&E system will ensure attraction of more donor-funding for projects and programs if the organizations are effectively committed to their operations, being guided by principles like transparency, accountability, value for money (efficiency), effectiveness, relevance and sustainability. This is because; these principles are the necessary ingredients and indicators that point to the fact that, the project or program is going to achieve its intended objectives.

Independent variable | Intermediary variables | Dependent variable

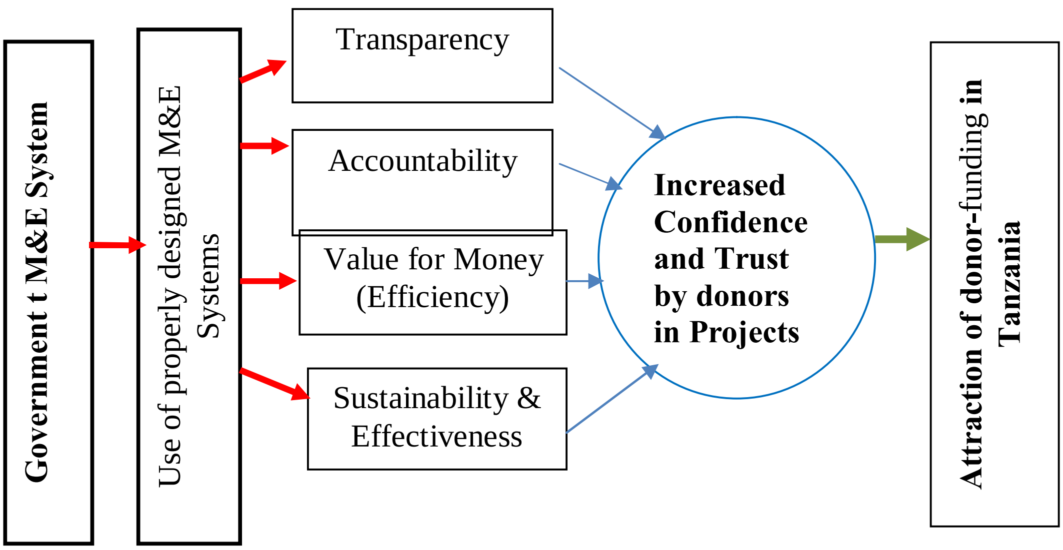

Figure 2.2: Conceptual Framework for M&E in relation to Donor-Funding Attraction

Source: Researcherǿs Own Conception, 2018.

The proposed study assumes that, no country is self-sufficient. This is because each country is endowed differently, which necessitates the need for interdependence through bilateral or multilateral co-operations. These co-operations may come in the form of aid, trade, culture, projects or programs.

The study also assumes that, transparency, integrity, inclusive participation and efficiency in the management donor funded projects and programs are vital ethics in winning the confidence of development partners, raising their willingness to perpetuate sustainable co-operations hence attracting more donor-funding from the existing and new partners. The study makes a further assumption that; the above ethical parameters are better achieved through the establishment of a result-based monitoring and evaluation system for better donor-funding management.

2.10 Policy Review

The Public Service Management and Employment Policy (PSMEP) 1998 as revised in 2008 is the only policy in Tanzania that has a section stipulating the need for public institutions to have in place robust M&E Systems so as to be able to anticipate and solve management problems and respond to stakeholdersô demands. As a result to this policy articulation, a comprehensive Monitoring and Evaluation Systems Framework has been developed alongside with the national monitoring system which was linked to the National Strategy for Growth and Reduction of Poverty (NSGRP II 2005/2006-2009/2010) popularly known in Swahili as MKUKUTA.

The National M&E System therefore took the name MKUKUTA Monitoring System (MMS). Nevertheless, after the lapse of NSGRP II, the same system is now linked to the Five Year Development Plan (FYDP II 2016/2017-2020/2021). However, studies show that, there are still some challenges regarding M&E in Tanzania. Among others include; a tendency to regard M&E System as a software and hardware as opposed to its functionality, proliferation of M&E Systems and processes that are neither integrated nor communicating.

Less focus on institutionalization of M&E concepts and practices, inadequate understanding on the institutional framework for M&E function across the Government and lack of a common understanding within MDAs on what should constitute an M&E System. As a policy recommendation, the government should embark on the process of coming up with an independent Monitoring and Evaluation Policy, which will be a once and for all panacea, to all the above articulated challenges.

2.11 Research Gap

There are similar studies conducted elsewhere on donor funded projects. However, all of them have not addressed the issue on how M&E system can attract of repel donor funding in a particular country or organization, which is the gist of my study. My study therefore aims at bridging this research gap by determining the symbiosis between the M&E system as accountability and management tool and the flow of donor funding for development projects. The table below gives a breakdown of some similar previous studies, their findings and the gap that they left for further research.

Table 2.2: Analysis of a Research Gap

S/N	Name of Research	Key Findings	Research Gap
1.	ñFactors Influencing Sustainability of Donor Funded Projects in Water Projects Implemented in Tana River County in Kenyaò by Nthenge, F. Muthoki (2014).	Donor Funded Projects (DFPs) not sustainably managed	How M&E System attracts or repels donor funding
2.	óóFactors Influencing Implementation of Monitoring and Evaluation Processes on Donor Funded Projects: A case of Gruppo per Le Relazioni Transculturali ï GRT Project in Nairobi, Kenya ñby Nyakundi, A. Atuya (2014),	• Inadequate level of stakeholdersô involvement in M&E in DFPs • Small allocation of funds for M&E in DFPs • Poor M&E skills for staff in DFPs • Inappropriate choice of M&E indicators in DFPs	How M&E System attracts or repels donor funding
3.	ñSocio-Economic Impacts of Donor Funded Projects on Beneficiaries: The Case of Babati Cluster of the World Vision Tanzaniaò by Mujungu, Prosper Petro (2015)	• Increased productivity and improved livelihood by beneficiaries of DFPs • Increase dependency syndrome and lack of creativity and innovation among beneficiaries of DFPs	How M&E System attracts or repels donor funding
4	ñTanzania- The Darling of the Donor Community?-A Critical Review of the Failure of Past Development Aid Efforts.ò By Lyinge, Kristina (2009)	• Lack of ownership and accountability of Poverty Reduction Strategies • Poor governance and weak institutions • High-profile corruption and lack of a pro-poor strategy.	How M&E System attracts or repels donor funding

Source: Researcherôs Literature Review, 2018

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Research Design

According to Kothari (2004), decisions regarding what, where, when, how much and by what means concerning an inquiry or a research study constitute a research design. This study used a óDescriptive Research Designô to accomplish its purpose. The reason why ódescriptive research designô was considered more appropriate for this study is its strength in allowing the use of various methods of data collection and analysis of both qualitative and quantitative data at a time. The combination of different methods of data collection and analysis ensures the validity of data through data triangulation. Research design is the arrangement of conditions for collection and analysis of data in a manner that aims at combining relevance to research purpose with economy in procedure.

Yin (1994:19) affirms that research design is the logic that links the data to be collected and the conclusion to be drawn to the initial question of the study. It is a plan that guides a researcher in the process of collecting, analyzing and interpreting observations. It is the logical model of proof that allows the researcher to draw inferences concerning causal or contingent relations among the variables under investigation. Macmillan and Schumacher (1984) refer to research design as the way a study is planned and conducted, the procedures and techniques employed to answer the research problem or question. The main objective of a research design is to enhance validity of the research findings by controlling potential sources of bias that may distort findings.

3.2 Area of the Research Study

The Ministry of Health, Community Development, Elderly, Gender and Children (MOHCDEGC) was selected as the case study area of this study. Three reasons stood out for this selection. One, MOHCDEGC ranks top on the list of recipient Ministries of huge donor funding from multi-development partners than any other Tanzanian Ministry, financing various projects and programs. The National Audit Office (2018) in its Annual General Report of the Controller and Auditor General (CAG) on the Audit of Development Projects for the financial year ended 30 June 2017 reports that the MoHCDGEC through its Health Basket Fund (HBF) received a total of Tsh. 161,616, 252, 402.08, from development partners namely, Denmark, Ireland, Switzerland, Canada, KOICA, UNICEF and IDA. Tsh. 161 billion was the highest donor funding received by a single Government Ministry for the 2016/2017 financial year.

Second, this Ministry hosts several M&E systems for special projects that are harmonized by the so called Monitoring and Evaluation Strengthening Initiative 2015-2020 (MESI II) for the Health Sector Strategic Plan 2015-2020 (HSSP IV) (URT, 2017). Thirdly, it is one of the Ministries whose organization structure encompasses a comprehensive section for M&E under the Division of Policy and Planning.

3.3 Target Population

The target population was composed mainly of workers of the central Ministry of Health, Community Development, Gender, Elderly and children (MoHCDGEC) of the Tanzania mainland, Funders of the Health Sector, workers of the Ministry of

Finance and Planning (MoFP) and the National Bureau of Statistics (NBS). These government organisations host within them staff knowledgeable and versed with information on the government M&E systems both sector specific and national as well as donor-funding issues. It is through Ministries where donor funding to the government is being channelled.

3.4 Sample and Sampling Design

A sample is the proportion of the population that participates in the study (Enon, 1998). Wilson (2002) defines a sample as a representative group drawn from the population. A sample in other words is a small representation of a larger whole (Koul, 1992). Sampling is therefore a process of selecting individual units or small groups representing the larger population. The idea of using samples in this study emanates from the fact that, it is difficult to reach all government Ministries hosting sector M&E sections and systems, due to several limitations such as time and financial constraints, and therefore, one Ministry was selected as representative of others in this case.

3.4.1 Purposive Sampling

The sampling technique in this study was purposive. In purposive sampling, subjects are selected under established criteria from which one can learn the most (Wilson, 2002). In this case, MoHCDGEC was purposely selected out of the current 20 Ministries in Tanzania, and Managers and Technocrats (heads departments and sections, project Managers/Coordinators, Coordinators of the Health Basket Fund, M&E technocrats, Statisticians, Economists, donors) and some Officers from the Ministry of Finance and Planning (MoFP), and the National Bureau of Statistics

(NBS) who are involved in one way or another in the implementation of Ministerial and national M&E systems, in terms of release of funds for projects and programs, and provision of official statistical services, were sampled for the study. Following this, 75 respondents were purposely selected to participate in the study though 2 more were added later to make a total of 77 respondents. The breakdown of the study sample size is shown under table 3.1 below.

3.5 Sample Size Determination

Kothari (2004) argues that, the size of sample should neither be excessively large, nor too small. It should be optimum. An optimum sample is the one which fulfils the requirements of efficiency, representativeness, reliability and flexibility. In order to get a representative sample from the target population in this study on the influence of the government M&E system on donor funding attraction, 75 respondents were singled out from the Central Ministry of Health, Community Development, Gender, Elderly and Children (MOHCDGEC) and also from two other organs of the Government i.e. Ministry of Finance and Planning and the National Bureau of Statistics.

The Central Ministry of Health, excluding agencies, colleges and authorities under it, is estimated to have 140 middle and senior staff and about 10 funders are contributing to the Health Basket Fund making a total of 150 people. The National Bureau of Statistics the Ministry of Finance and Planning are housing a total of 150 middle and senior staff together, by a close estimate. Therefore, 300 people, was the research population. Purposeful sampling method was used to get the study sample out of a population of 300 people. To know who the funders to the HBF, snowball sampling technique was used. Snowball sampling technique is used when individual elements to drawn into the sample are difficult to get i.e. HIV positive people, drug abusers, robbers, murderers, terrorists and so on.

Networks of people are traced from the initial contact. The first contact person may be chosen randomly or non-randomly, and subsequent contacts follow from his or her networks and links. Upon identifying one element in a group, the same element is used to identify and locate another element/individual and so on. The snowball technique was used to identify funders to the HBF. However, to determine the optimal sample size, there needs to be a scientific mechanism to do that. Magigi (2015) proposes the use of Slovin's formula to calculate appropriate sample of the study which is optimal. Slovin formulated this formula in 1960. Slovinôs formula is used when nothing about the behaviour of the population is known at all.

Therefore, the Slovin's formula can be stated as:

$n = N / (1 + Ne^2)$.

Whereas:

n = number of sample, **N** = total population, **e** = Level of precision error/error margin

Then: **N** = 300 staff, **e** = 10% with a confidence level of 90%, n =?

From the formula:

$N = 300/ (1+ 300 *0.1^2)$

$n = 300/ (1+300*0.01)$

$n = 3000/ (1+3)$

n = 300/ (4)

n = 300/4

Therefore: **n =75**

Table 3.1: Breakdown of the Sample Size for the Study

S/N	Respondents	Number of Respondents
1.	Heads of Departments/Sections	10
2.	Project Managers/Coordinators	10
3.	Development Projects/Programs Funders	05
4.	Health Basket Fund (HBF) Coordinators	05
5	Planning Department	10
6	Poverty Monitoring Section	10
7	National Bureau of Statistics	15
8	M&E staff of the Ministry	10
Total		**75**

3.6 Variables and Measuring Procedures

Both qualitative and quantitative information was gathered through semi-structured interviews, questionnaires, documentary reviews, and observation. The researcher made a comparative analysis between information gathered from respondents and information collected from various literature resources like books, journals, dissertations and the internet.

The variables, M&E system and donor funding attraction were measured by observing the results and participation of respondents. M&E system is an independent variable and was measured by parameters like: sophistication of its design, stakeholder involvement in its design, user-friendliness, ability to collect authentic data, and data analysis and dissemination effectiveness. On the other hand, donor funding attraction is a dependent variable and was measured using parameters like: number of development partners, volume of donor-funding over time, readiness of development partners to fund projects in future and so forth.

3.7 Data Collection Methods

This study employed a cross-sectional design, which involves a collection of data at a single point in time (Kothari, 2004). Different methods of data collection were used for both primary and secondary data. This was done in order to ensure reliability, adequacy and validity of data. The methods of data collection included interview of individuals, questionnaire dissemination and documentary review. Burgess (1984) maintains that no single technique is necessarily superior to any other while a combination of two or three methods would make data highly reliable and valid.

3.7.1 Primary Data

The Primary data are those, which are collected afresh and for the first time, and thus happen to be original in character (Kothari, 2004). These are the original information collected directly from respondents. The study obtained primary data through interviews and questionnaires dissemination from and to various respondents respectively. The data collected through primary source included current M&E system and how it functions in the Ministry, features of the M&E system, disparities between the Health M&E system and that of the National M&E system and factors, whether M&R-related or non-M&E-related with potential of attracting more donor-funding for development work.

3.7.2 Secondary Data

Secondary data refers to the statistics that already exist (Chuchil & Lucobucci 2002).

The secondary data in this research was obtained from different sources including, M&E frameworks, dissertation reports, books, journals and newspapers, strategy documents and donor-funding modality documents. Generally both Primary and Secondary data were collected by using the following techniques.

3.8 Data Collection Techniques

3.8.1 Questionnaires

The study used a semi-structured questionnaire with a mix of both closed and open ended questions. Open ended questions allowed respondents to give any answer of their choice and thinking, while closed ended questions, required respondents to provide fixed answers by choosing the appropriate ones from a number of provided multiple choices. The study used this method so as to offer a change of pace and help respondents to establish rapport in providing genuine information.

3.8.2 Interviews

The study also made use of face to face interviews with respondents especially with the group of funders and heads of departments and sections who had little time to fill-in the questionnaires. This method of carrying out interviews to these two groups is appropriate because, according to the nature and positions that these respondents hold, it could be difficult for them to find an ample time to fill in questionnaires dispatched to them. Therefore, the researcher arranged an appointment and held live interviews with them, being guided by an interview guide. The interview guide that was used like the questionnaire had a mixture of open and closed ended questions. Interviews were also used to get extra information from respondents on the subject matter beyond that which was stipulated on the questionnaire.

3.8.3 Documentary Review

This study also gathered secondary information through review of relevant documents for projects, programs and policies. Documentary review involves collecting data as second hand information, by studying written documents relevant to the study. Documents that were reviewed included among others, the Joint Assistance Strategy for Tanzania (JAST), Development Partners Group (DPG), the Annual General Report of the Controller and Auditor General on the audit of development projects for the financial year ended June 30 2017, the Tanzania Assistance Strategy (TAS), and the Monitoring and Evaluation Systems Framework for Tanzania Public Service of 2014 (see Appendix II for more details).

3.9 Reliability and Validity of the Data

Reliability refers to the extent to which the data collection techniques or analysis procedures will yield consistent findings (Easterby-Smith *et al.* 2008).This means that, the measuring procedures afford the production of the same results in the other research occasions and also the observation produced from the findings will be equal to other observers. The reliability of the research was ensured by preparing standard questionnaires, interviews and observation guides and/or checklists with standardized questions to all respondents. Also, the analysis was carefully done, to avoid participantsô error.

Validity refers to refers to the extent to which a test measures what we actually wish to measure, it indicates the degree to which an instrument measures what it is supposed to measure (Kothari 2004). Validity of this study was attained through proper choice of the appropriate sample of the universe which is 75 respondents. In addition to that, the study results were compared or associated with a set of other studies done by various researchers for the purpose of identifying how much the results match with other researchersô works.

3.10 Data Processing and Analysis Methods

In this study, qualitative data were analysed using content analysis method. The basic idea of content analysis is to reduce total content of qualitative information to a series of variables for some characteristics of research interest. Verbal discussions held with M&E staff, donors and heads of the Ministry departments/sections were broken down into smallest meaningful information with the use of content analysis. On the contrary, quantitative data were first of all summarized, coded and analyzed using the Statistical Package for Social Science (SPSS) computer program. Descriptive statistics such as percentages and frequencies were computed to summarize information on various variables.

3.11 Ethical Considerations

In this study, ethical issues were accorded with high priority and information was collected after the consent of respondents. The researcher also informed the subjects about their expected roles in the study and their freedom to withdraw from the study at any time without consequences. The principle of confidentiality in research was also borne on the researcherǿs mind and that, the researcher committed not to share individual responses of respondents to any third party without their consents for any other purpose apart from academic use.

CHAPTER FOUR

RESEARCH FINDINGS AND DISCUSSION

4.1 Chapter Overview

This chapter presents the study findings obtained through questionnaire dissemination, interviews and observation from different categories of respondents and documentary reviews. The main objective of the study was to determine the influence of the Monitoring and Evaluation system of the government of Tanzania on donor-funding attraction. The findings are organized according to the specific objectives which are further refined into research questions. For coherence and clarity purposes, the 6 research questions have been translated into 6 main topics which are all linked to specific objectives.

The first specific objective was to examine the trend of donor-funding flow in the health sector in Tanzania; which is covered by the topic namely ñthe status of donor-funding flow to the health factorò. The second specific objective was to identify areas of mismatch between the National and Health sector M&E systems, discouraging donor-funding attraction in Tanzania. This objective is addressed by three topics which are: (i) features of the Ministry of Health M&E system with potential of attracting donor-funding; (ii) features of the National M&E system with potential of attracting donor-funding and (iii) disparities between the National M&E system and the Ministry of Healthôs M&E system.

The third and last specific objective of this study was to determine non-M&E factors that influence donor-funding attraction in Tanzania. The topics that address this objective are: (i) non-M&E factors with potential to attract donor-funding and (ii) comparison between M&E factors and Non-M&E factors in their level of influence of attracting donor-funding. The major assumption is that, by expounding on these 6 topics, the 3 specific research objectives will be well addressed and the 6 research questions will be thoroughly answered because the 6 topics derive from the 6 research questions in the same order. The findings are presented using tables and figures for each of the six topics. The tables give detailed statistical overview of each statement contained within each topic while the figures give a general overview of responses across statements of a particular topic.

4.2 Description of the Sample

Respondents were drawn from various organizations including the Ministry of Health, Community Development, Gender, Elderly and Children (MoHCDGEC), Ministry of Finance and Planning (MoFP), the National Bureau of Statistics (NBS) and embassies. Respondents from these organizations were categorized as management, technocrats and funders. Technocrats accounted for 71 percent of all respondents while the management was 16 percent and funders made 13 percent of all respondents reached.

Although in the research proposal the researcher earmarked to reach 75 respondents as an optimal sample size, while in the field, the researcher managed to get two more respondents which brought the number of total respondents to be 77. The larger the sample size, the higher degree of representativeness. Table 4.1 below gives a statistical illustration of how the sample was categorized.

Table 4.1: Categorization of the Sample

Category	Frequency	Percent
Management	12	15.6
Technocrat	55	71.4
Funder	10	13.0
Total	**77**	**100.0**

Source: Field Survey, 2018

4.3 Presentation of Results for Research Objective One on the Trend of Donor-Funding Flow to the Health Sector in Tanzania

The aim of this objective was to find out the trend of flow of funds from Development Partners (DPs) to the Health sector in Tanzania and whether the volume of the funding and the number of donors are growing or shrinking at least in the past ten years. Field findings on this objective are presented through the following topic and sub-topics below.

4.3.1 Status of Flow of Donor-Funding to the Health Sector

As it can be seen on figure 4.1 below, there has been a positive trend of the flow of funds from designated donors to the Ministry of Health, Community Development, Gender, Elderly and Children through the HBF by 7.1% of those who strongly agreed and by 41.0% of those who agreed; which makes a total of 48.1% when combined, over a period of ten years. This positive trend includes the volume of the fund, the number of donors pooling resources through the HBF, willingness of donors to continue injecting money to the MoHCDGEC and the release of funds in accordance to uttered pledges. The sub-sections below give detailed field results of each of the components.

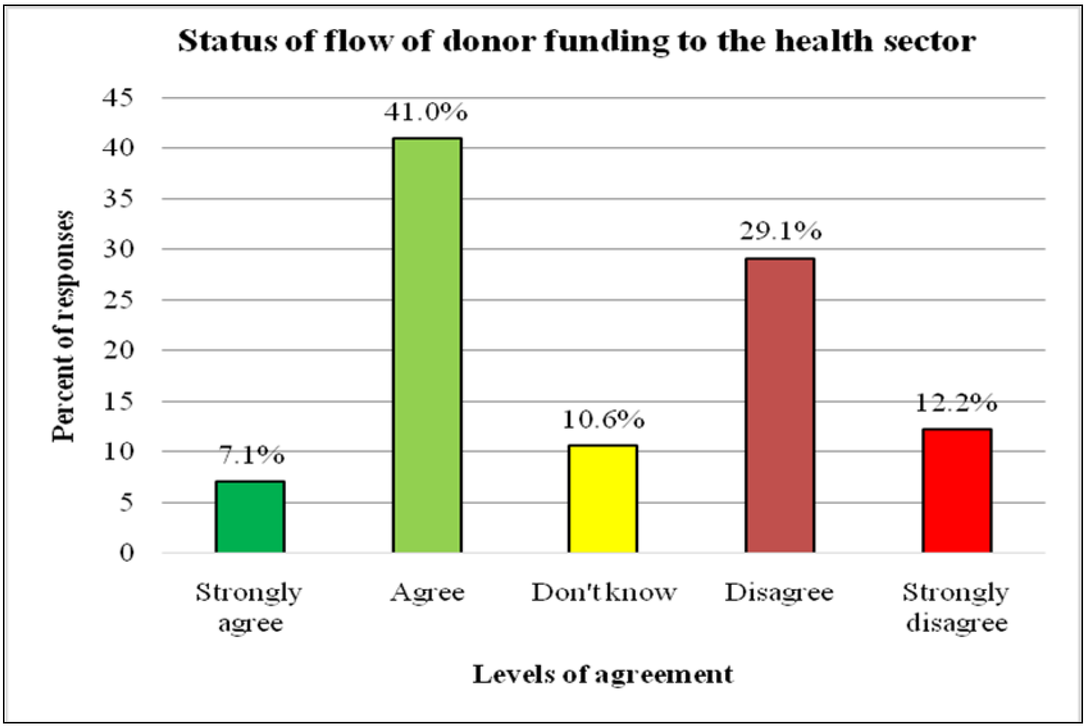

Figure 4.1: Trend of Donor-Funding Flow to the Health Sector

Source: Field Data, (2018)

4.3.1.1 Increase in Donor-Funding

The study found out that 81.8% of 77 respondents agreed that there is an increase in donor-funding to the health sector over a period of ten years against 14.3% of respondents who denied that there was such an increase over a period of ten years since the HBF was founded. Although literature shows that there has been a slump in donor-funding from development partners to the government of Tanzania across sectors, but in the health sector the case is different.

This breakthrough may be explained to be the result of the present aid modality in the Ministry of Health where a special fund called Health Basket Fund (HBF) is established and all interested Development Partners pool their resources into this basket. This modality is again cemented by a commitment made through a

Memorandum of Understanding (MoU) between the Government of the United Republic of Tanzania and Development Partners in Support of achieving results under Health Sector Strategic Plan IV, spanning from July 1, 2015-June 30, 2020. This Memorandum of Understanding was signed in 2015.

Although article 10.1 of this Memorandum of Understanding (MoU) provides a leeway that in the event of major non-compliance to the MoU, any signatory may suspend, reduce or cancel further disbursements and commitments to the HBF, it is evident that this has not been the case for funders contributing to this basket. A fact sheet by Matoro, J. (2016) entitled *"Performance-Based Health Basket Fund*ò puts forward the agreed formula for the distribution of funds as 90% to the Local Government, 6% to MoHCDGEC, 3% to Regions and 1% to PORALG.

4.3.1.2 Decrease in Donor-Funding

Although with some minor variations, the majority of respondents disagreed with the statement that there has been a decline in donor-funding over the period of ten years to the Ministry of Health. A total of 60 (77.9%) respondents as depicted on table 4.2 item 4.2.2 below, were of the opinion that donor-funding flow to the Ministry of Health has not been going down over a period of ten years since the initiation of the Health Basket Fund in 1999.

4.3.1.3 Constant Volume of Donor-Funding Flow to the Health Basket Fund

The study findings have shown that donor-funding flow to the Ministry of Health did not remain constant over a period of ten years. About 90.9% of all respondents reached refute the assertion that funds flow to the Health sector have remained steady i.e. neither going down nor rising up. The HBF funds items such as medicines, supplies and equipment, fuel, sanitation, community outreach for health care, ante-natal care, family planning and immunization through various projects under the Health Sector Strategic Plan IV like reproductive and child health, nutrition, immunization, malaria, Human Resource development, strengthening Referral Hospitals, Zonal Training Centres and the office of the Chief Government Chemist just to mention a few.

4.3.1.4 Increase of Donors Contributing to Health Basket Fund

The study results paint a picture that the number of donors pooling resources through the HBF has steadily increased over the past ten years. When the Health Basket Fund started its operations in 1999, it kicked off with only seven Development Partners which were: Canada, Denmark, Ireland, Switzerland, UNFPA, UNICEF and the World Bank. As of now, the number has almost doubled as some new partners have joined this group like Germany, Netherlands, The US, Norway, South Korea and WHO reaching 13 in number. The overall goal of HBF is to increase financial resources in the health sector, with a focus on Local Government Authorities (LGAs), in order to reach underserved populations with essential, effective and affordable health services and to contribute to effective decentralization to enhance delivery of primary health care.

4.3.1.5 Decrease of Donors Contributing to HBF

The study wanted to know if there was a decline in the number of donors contributing to the HBF. The results came out that, instead of a decrease, there has been an increase in the number of donors, now the preferred name being

Development Partners Group (DPs) to the HBF. Although some members like Netherland have exited the group, but the number of new admitted members has always outweighed that of exited members and left no felt gap.

4.3.1.6 Willingness of Current Donors to Continue Funding Projects

The researcher was also interested in understanding the level of satisfaction of current donors contributing to the HBF about the performance of health funded projects and their willingness to continue funding continuing projects and future ones. The results came out that, 55.8% of all respondents agreed with the statement that, current donors are willing to continue funding present and future projects despite small incongruities.

4.3.1.7 Disbursement of Funds as per Donors' Pledges

Sometimes, making a vow is easier than implementing it. The study sought also to know how the two find their balance. It therefore wanted to underscore if annual declarations of fund by donors to the Ministry of Health through the HBF, are being released in full. Data indicated that 84.4% are in agreement that current donors are actually willing to continue funding continuing health projects and even the ones to come in future. This means that donors still have enough confidence in the Ministry of Health which is implementing and supervising other projects implemented by PORALG. These results also suggest that donors are satisfied with the projects performance that is being reported to them through the so called Health Basket Committee (HBC) composed of signatory members to the MoU, as an obligation of the Ministry twice in a year. Table 4.2 below gives a concise summary on the status of donor-funding flow to the Health sector.

Table 4.2: Status of Donor-Funding Flow to the Health Sector

Statement	Levels of Agreement										
	Strongly agree		Agree		Donôt know		Disagree		Strongly disagree		Sub-Total
	n	%	n	%	n	%	n	%	n	%	
4.2.1: Increase in donor-funding	5	6.5%	58	75.3%	3	3.9%	9	11.7%	2	2.6%	**77(100)**
4.2.2: Decrease in donor-funding	4	5.2%	8	10.4%	5	6.5%	41	53.2%	19	24.7%	**77(100)**
4.2.3: Neither increased nor decreased	1	1.3%	2	2.6%	4	5.2%	42	54.5%	28	36.4%	**77(100)**
4.2.4: Increase of donors contributing to HBF	4	5.2%	35	45.5%	5	6.5%	27	35.1%	6	7.8%	**77(100)**
4.2.5: Decrease of donors contributing to the HBF	12	0.2%	22	28.6%	4	5.2%	28	36.4%	11	14.3%	**77(100)**
4.2.6: Willingness of current donors to continue finding projects	4	5.2%	39	50.6%	32	41.6%	2	2.6%	0	0%	**77(100)**
4.2.7: Disbursement of funds as per donorsô pledges	8	10.4%	57	74.0%	4	5.2%	8	10.4%	0	0%	**77(100)**
Grand Total	**38**	**7.1%**	**221**	**41.0%**	**57**	**10.6%**	**157**	**29.1%**	**66**	**12.2%**	**539**

Source: Field Data, 2018

4.4 Presentation of Findings for Research Objective Two on Areas of Mismatch between the National and Health Sector M&E Systems

As propounded earlier on in this report, the national, and sector specific M&E systems should marry to form a synergy in terms of strategic goals, sophistication, and framework. Unconnected M&E systems lead them to become weak management tools of projects, programs and funds used to implement those projects/programs. In an institutional setting where weak management tools exist, it suffices to be a good reason for funders to shun away from injecting money for development projects.

In this case, it was thought to be worthwhile to find out whether some disparities exist between the two systems, which might inhibit smooth linkage between them.

This was the key aim of the specific objective number two of this research. The findings about this objective are presented hereunder three topics which are: features of the Ministry of Healthøs M&E system with potential of attracting donor-funding, features of the National M&E system with potential of attracting donor-funding and disparities between the Health sector and the National M&E systems. It should be noted also that, these three topics that address this particular research objective also feature with a number of sub-topics under each of them.

4.4.1 Features of the Ministry of Health's M&E System with Potential of Attracting Donor-Funding

Under this topic, the study has revealed that, the Ministry of Healthøs M&E system has many good features that have great potential of attracting donor-funding because the presence of these features guarantee effective management of projects and programs being implemented by the Ministry. These features include but not limited to: Authenticity of data entered into the M&E system, automation of the system in data analysis and automation of the system in generation of reports. These features are very important for any functional M&E system because they guarantee that the system incubates quality and authentic data that everyone involved can have trust in but also they help save much time and hence avoid the problem of report delays during reporting periods because data and reports are not processed manually but by the system itself.

On the other hand, the study discovered that, some necessary features are missing in the Ministry of Healthøs M&E system. Those missing features are: Linkage to the National M&E system, financial accountability component and donorsô access to the

Health sector M&E system. However, the first missing feature concerning its linkage to the National M&E system is due to the fact that, the National M&E system is paper-based and not computerized. Figure 4.2 below illustrates the presence or absence of effective features which can influence donor-funding attraction in the Ministry of Healthôs M&E system and the functionality of those features. The two green bars on the left hand side represent responses which agree on the presence of the features, which accounts for 52.6% of all responses. On the other hand, the two red bars on the right hand side represent responses that disagree on the presence of certain features in the health sectorôs M&E system which accounts to 34.6% of all responses given on this topic.

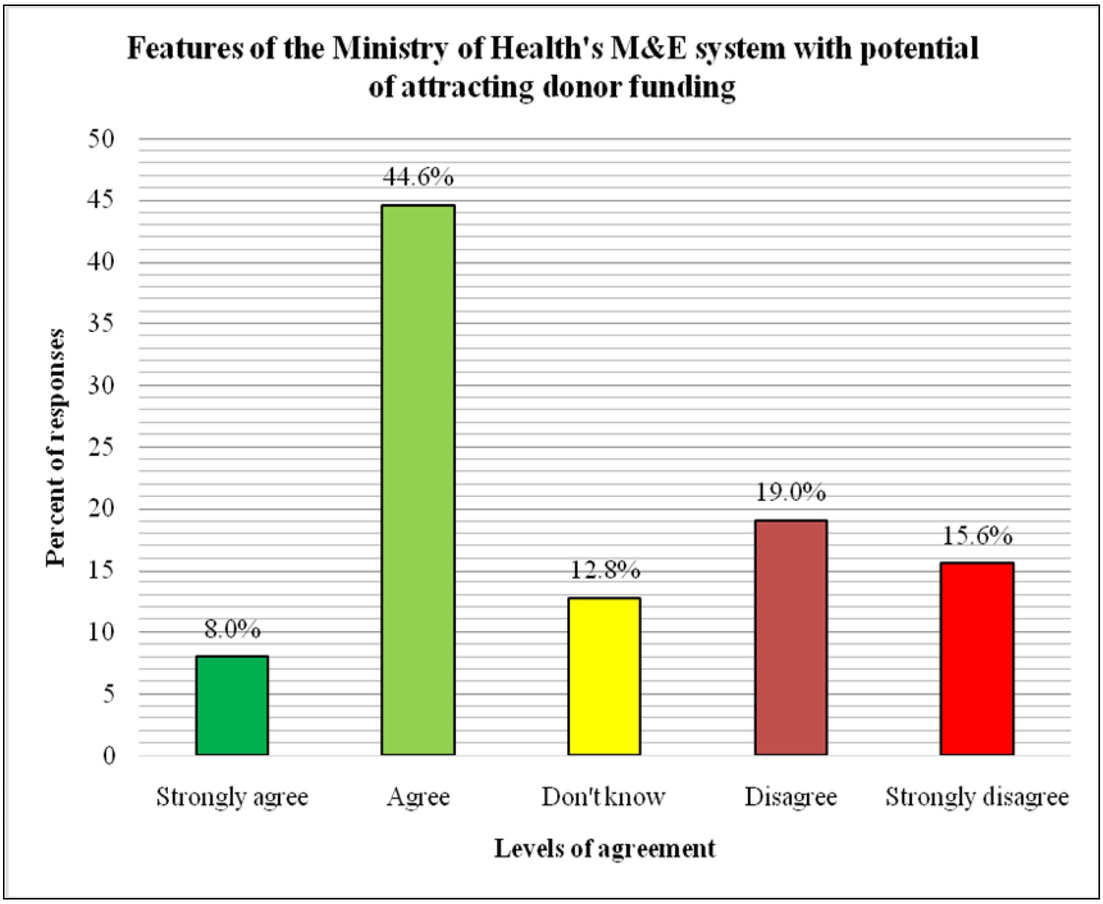

Figure 4.2: Features of the Ministry of Health's M&E system

Source: Field Survey, 2018

4.4.1.1 Authenticity of the Data in the Health's M&E System

Data from the field indicate that the ministry of Health's M&E system data are authentic, reliable and of good quality. This is because; they go through a rigorous process of cleaning before they are posted into the system. The most interesting finding here is that, once data have been keyed into the health's M&E system, they cannot be altered or tempered in any way. This guarantees their authenticity. This fact is supported by numbers whereby 10.4% and 76.6% out of 77 respondents strongly agree and agree respectively that data entered in the health sector M&E system are authentic, secure and cannot be altered by anybody.

4.4.1.2 Linkage of the Health's M&E System to the National M&E System

I was observed that the Health's M&E system is currently not linked to the National M&E system. However, it should be noted that, lack of this linkage is not because of the weakness of the Health's M&E system but rather it is due to the weakness of the national M&E system itself because it is still paper-based. This means that the Health's M&E system is capable of linking with other systems and therefore, at a point when the National M&E system will go digital, the linkage will be enabled immediately. Looking at the field data from table 4.3 item 4.3.2, a total number of 59 (76.7%) out of 77 respondents disagreed that the health's M&E system is linked to the National M&E system.

4.4.1.3 Automation of the Health's M&E System in the Analysis of Data

When data are analysed by the system itself, it saves time and ensures accuracy by avoiding human error, which would not be possible if data are analysed manually. It was found that, the Health's M&E system is capable of analysing data automatically because it is digitalised. Although it is well known that an M&E system is more than computerized software for capturing project data, but having a computerized system in place is a vital step that embraces the other elements of the system together. Donors to the Ministry of health who are aware of the presence of this feature would be pleased and therefore garner more confidence about the system as one of the tools for managing projects.

4.4.1.4 Automation of the Health's M&E System in the Generation of Reports

During the lifespan of a project, progress and performance reports must be produced. They serve in giving an indication of the direction and performance of the project for decision making and further improvement. These reports are derived from continuous data that are collected in a structured way from the project site. However, manual production of such reports is too laborious, tasking and drains the much needed energy of those involved in this task. Often times, funders sound complains about the unusual delay of reports from project implementation teams.

To compel the project implementation team to produce project reports timely, at times the next instalment of project funds are withheld by donors until reports, both technical and financial are produced and submitted. Because of this problem, the consistency of many projects has lost bearing. The study found out that, this problem is curbed by the Ministryös M&E system because it is able to generate reports automatically at a click of a button. This proved to be so because 65 (84.4%) out of 77 respondents agreed that, the M&E system for the Ministry of Health is capable of generating reports automatically, a feature which gives this system the required quality.

4.4.1.5 Presence of a Financial Accountability Feature in the Health's M&E System

When projects are implemented, resources including financial resources are used. Expended finances have to be reported against results in order to establish value for money-results nexus. Any money invested into a project should yield positive results for peopleôs development. Regarding this, data from respondents show that this feature is yet to be fully embedded into the M&E system of the Ministry. Up to 39 (51%) out of 77 respondents denied the presence of this feature into the M&E system. This means that currently, financial accounting about funded projects is being handled by a separate accounting office of the Ministry. On the other hand, 23 (30%) agreed that this feature exists in a sense that PLANREP and EPICOR which are financial soft-wares, are being linked to the M&E system of the Ministry for financial accountability and reporting.

4.4.1.6 Donors' Accessibility to the M&E System of the Ministry of Health

This study also inquired if donors have an access to the Monitoring and Evaluation system of the Ministry of health or not. The findings show that donors do not have any access as of now. The system is not configured yet to allow for such a feature. Collected data show that 60 (78%) out of 77 respondents did not accept the assertion that there is a special donorsô access to the system. One donor who was interviewed had this to say:

> *"As a donor, I would be very much happy to have an access to the Ministry's M&E system at any time to see how the project I fund progresses and the kind of data being generated for that particular project. This is currently not the case and I have to wait for 6 months until when a semi-annual progress report is produced and submitted to*

my office, to know the progress of the project. Programmers of the system should find a way of creating special access codes or accounts for funders to the M&E system."

Table 4.3: Features of the Ministry of Health's M&E System With Potential Of Attracting Donor-Funding

Title of Statement	Level of Agreement										
	Strongly agree		Agree		Donốt know		Disagree		Strongly disagree		Sub-Total
	n	%	n	%	n	%	n	%	n	%	
4.3.1: Authenticity of data in the Health M&E System	8	10.4 %	59	76. 6%	9	11. 7%	1	1.3 %	0	0.0 %	**77(100)**
4.3.2: Status of Health and National M&E Systems Linkage	2	2.6 %	8	10. 4%	8	10. 4%	24	31. 2%	35	45. 5%	**77(100)**
4.3.3: Automation of the Health M&E system in the analysis of data	11	14.3 %	55	71. 4%	10	13. 0%	1	1.3 %	0	0.0 %	**77(100)**
4.3.4: Automation of the Health M&E system in the generation of reports	9	11.7 %	56	72. 7%	12	15. 6%	0	0.0 %	0	0.0 %	**77(100)**
4.3.5: Presence of a financial accountability component in the Health M&E system	2	2.6 %	21	27. 3%	15	19. 5%	26	33. 8%	13	16. 9%	**77(100)**
4.3.6: Donorsô accessibility to the Health M&E system	5	6.5 %	7	9.1 %	5	6.5 %	36	46. 8%	24	31. 2%	**77(100)**
Grand Total	**37**	**8.0 %**	**206**	**44. 6%**	**59**	**12. 8%**	**88**	**19. 0%**	**72**	**15. 6%**	**462**

Source: Field Survey, 2018

This situation also concurs with the findings of a study by Nyakundi, A. Atuya (2014), entitled, óóFactors Influencing Implementation of Monitoring and Evaluation Processes on Donor Funded Projects: A case of Gruppo per Le Relazioni Transculturali ïGRT Project in Nairobi, Kenyaò who came out with one of the findings that there was an inadequate level of stakeholdersô involvement in M&E in Donor-Funded Projects (DFPs). Had the donors been involved in the process of building up the system, this gap would have been accommodated at the onset of the system. See Table 4.3 below for further statistical details about the Ministry of Healthôs M&E features.

4.4.2 Features of the National M&E System with Potential of Attracting Donor-Funding

The National M&E system is a whole of government Monitoring and Evaluation system. The National M&E system is hosted in the Ministry of Finance and Planning (MoFP), specifically within the Poverty Eradication Division (PED), in the Department of Poverty Eradication and Economic Empowerment (PEEED). In implementing this, PED liaises closely with the Planning Commission Department both housed in the same Ministry. The Ministry of Finance and Planning, unlike other Ministries, is not a sector Ministry, but a cross-sectors Ministry. It is the one which prepares the national fiscal budget and finances all other sector Ministries for the implementation of development projects.

Although it is true that the National M&E system is informed by the indicators of the current Five-Year Development Plan 2016/2017-2020/2021, after the closure of MKUKUTA II (2011-2015), this system lacks a number of essential key features potential for donor-funding attraction namely: ability to collect health data from other projects implementing Ministries apart from the Ministry of Health, its linkage to the general Budget Support, data quality control, presence of a financial accountability feature, donorsô accessibility to the system, and its automation in the analysis of data and generation of reports. One respondent from the Ministry of Finance, Planning Commission argued that:

> *"Yes we have a kind of a national M&E system being overseen by this Ministry but I would confess that, this system is not well coordinated and is still rudimentary and mostly paper-based. This gap can be partly because of lack of a National M&E Policy which we think of making it as an agenda, in order to come up with one in the near future."*

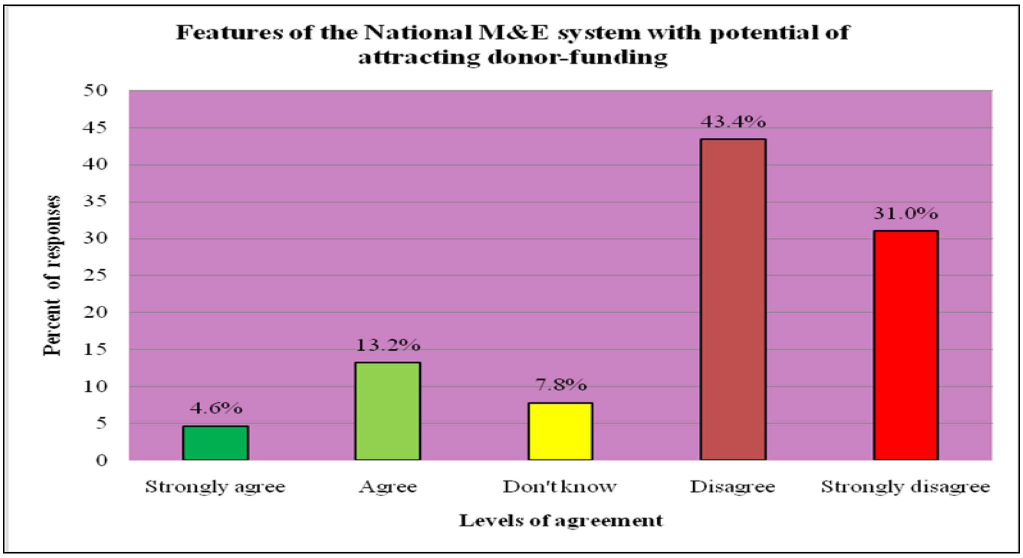

Figure 4.3: Features of the National M&E system

Source: Field Survey Data (2018)

Alluding further on this issue of the National M&E system and the level of its sophistication, another respondent from the Poverty Eradication Department (PED) gave this perspective:

> *"The current National M&E system is a bit out of shape, though efforts are underway to strengthen it, in terms of investing in modern technologies to modernize it. In the 2000s when the Poverty Reduction Strategy Paper (PRSP) came into existence, a comprehensive Poverty Monitoring System (PMS) was developed by the government in 2001 aimed at tracking progress in the implementation and outcomes of PRSP. Later, this system became known as MKUKUTA Monitoring System (MMS) in line with the succeeding poverty reduction strategies i.e. NSGPR I & II. In the course of time, the government has failed to implement it because of some daunting challenges and now we have a paper-base national M&E system though efforts are underway to revive the system in its digital form, and that is what we are waiting for."*

Figure 4.3 tells it all. The two red bars indicate that most of the answers from respondents about the presence of essential features within the National M&E system were negative by 74.4%.

4.4.2.1 Collection of Health Data from other Implementing Ministries by the National M&E System

Apart from the Ministry of Health, other Ministries also implement health-related projects such as Nutrition Projects, Health and Safety at places of work by the Ministry of Labour, campaigns against Female Genital Mutilation by the Ministry of Home Affairs just to mention a few. To have comprehensive natioanal health data, the National M&E system need to have a mechanism of collecting such data and aggregating them for the national health databank. However, the study has discovered that, the National M&E system lacks this mechanism and therefore, it is fed with health data from the Ministry of Health alone. Findings show that 51 (66%) out of 77 resondents disagree that the National M&E collects health-related data from other Ministries other than the Ministry of Health. This is a system gap that need to be bridged.

4.4.2.2 Linkage of the National M&E System to the General Budget Support

At the national level, Development Partners pool resources together through a modality called General Budget Support (GBS). Technically, GBS is a development fund (Oversees Development Assistance or ODA) disbursed in favour of the central governmentôs revenue accounts without any earmarking to a particular expenditure. It means adding to the total financing of the the government budget which is then spent according to the countryôs satated development priorities and in this cae, the

Five-Year Development Plan 2016/2017-2020/2021. It is a way for donors or Development Partners (DPs) to align their development cooperation funding to the recipient countryõs priorities, rather than priorities from their home countries.

GBS is a good example of aid alignment, an important component of aid effectivenes. It increases national ownership of funds, it funds priority sectors and it pools several DPs funds thereby requiring less administrative work. GBS is generally taken to be the Government of Tanzaniaõs aid modality. Tanzania has been receiving GBS since 2001. It is however, worth notinng that GBS is not he only source of donor money in the national budget. In addition to GBS, donors provide sector basket funding, project grants, and soft loans.

There are also many other development projects funded by donors that do not show in the budget. GBS itself is a mix of grants and loans. Given the sensitivity of the GBS, the National M&E system is required to link with it in order to track Development Partnersô funds in relation to activities of projects implemented through the funding of the GBS. The field findings were contrary to this expectation. A total of 70 (90%) out of 77 respondents made a common point that, the National M&E system is not linked to the General Budget Support and cannot account for its expenses and the priority projects that the GBS funds.

4.4.2.3 Linkage of the National M&E System to the Five Year Development Plan and Sustainable Development Goals

The second FYDP and SDGs are documents that documents that contain Tanzania and global development priorities respectively. To know the level of achieving these development priorities, a robust system of monitoring and evaluating is needed to track the outcomes of poverty reduction interventions over time. When respondents were inquired about this link, 55% of 77 respondents agreed to the fact that, the National M&E system is linked to two documents in terms of the indicators that are being considered and tracked. This means that, reports that are produced at the national level give a concise and clear reflection of the national and global indicators of commitments and priorities.

Tanzaniaøs Second Five Year Development Plan 2016/17ï 2020/21 (FYDP II) is the second of three five-year plans for sequenced implementation of the Long Term Perspective Plan 2011/12ï 2025/26 towards the realization of the Tanzania Development Vision 2025 whose implementation to attain it started way back in 2000. The FYDP II has a dual focus of growth and transformation and poverty reduction and thus includes both (i) growth-focused interventions geared towards transforming Tanzania into a middle-income country through industrialization; and (ii) human development-focused interventions, which target poverty alleviation.

The theme of the FYDP II is Nurturing Industrialization for Economic Transformation and Human Development. There are four priority areas for action: (i) fostering economic growth and industrialization; (ii) fostering human development and social transformation; (iii) improving the environment for business and enterprise development; and (iv) strengthening implementation effectiveness. The priority sectors include automotive; petrol, gas and chemicals; pharmaceuticals; building and construction; agriculture and agro-processing (cotton to clothing, textiles and garments, leather); coal; and iron and steel. The Plan also supports value addition and beneficiation in metal and minerals industries, and looks to improve agricultural productivity and deepen agricultural value chains.

Interventions for human development and social transformation focus on education and skills development, health delivery systems, water supply and sanitation, urban planning, housing and human settlements, food security and nutrition, social protection, and good governance. The estimated cost of implementing the FYDP II is TZS 107 trillion, of which it is envisaged the private sector will contribute TZS 48 trillion. Financing the Plan requires the mobilization of domestic revenues, new financing options such as publicï private partnerships (PPPs) and non-governmental resources, as well as policies to ensure the effective use of finance. Monitoring and evaluation framework is an important step towards ensuring effective implementation of this plan. This includes both general and specific indicators and targets for tracking progress and demonstrating results. On the other hand, Sustainable Development Goals are global priority goals to which Tanzania is part in the process of achieving them.

4.4.2.4 The Presence of Data Quality Control within the National M&E System

Quality data translates into quality results leading to rational evidence-based decision-making, planning and management. Data quality control answers the question; *"How closely the data used reflect the truth about results?"* It is about how well the information system represents the real world. Data Quality means that the information collected as part of the program M&E system adequately represents the programôs activities in terms of the five standards of data quality namely; validity, reliability, precision, timeliness and integrity. One of the issues for this study were to find out if the National M&E system embodies a data control feature and the results have shown that, this feature is not part of this system.

Statistics indicate that 72% of 77 respondents did not agree to the assertion that the National M&E system has a data control check. However, 21% of all respondents agreed that there is a quality control check with the National M&E system but while inquiring further what they meant about this, the study discovered that they were referring to the work of the National Bureau of Statistics (NBS) through the National Statistical System (NSS) enshrined in the Tanzania Statistical Master Plan. This argument holds no water because NBS is an autonomous body mandated to collect and preserve official statistics. It is not even a subsidiary body of the Ministry of Finance and Planning. Some project data do not go through the screening process of the National Bureau of Statistics. For this reason, the National M&E system need to have its own data quality control feature.

4.4.2.5 Presence of a Financial Accountability Component in the National M&E System

Just like the Healthôs M&E system, the National M&E system also lacks the financial accountability feature and therefore expenses incurred on project activities cannot be accounted for directly by the system. This is an anomaly that needs to be rectified. Financial accountability element is an important part of a comprehensive functional M&E system, which has the potential to motivate donors and increase their confidence in project management infrastructures. It was found out that, 69 (89%) out of 77 respondents reported that, the National M&E system is not integrated with a financial accountability feature.

4.4.2.6 Donors' Accessibility to the National M&E System

Since the National M&E system is not digitalized, there is no a possibility of an electronic access to it by anyone. Respondents however were positive that, efforts are underway to computerize the system once decisions are made on where to host it within the Ministryǿs departments based on certain criteria. One respondent from the Ministry of Fin ace and Planning had this to say:

> *As a Ministry, we do not have yet a computerized M&E system but rather we have frameworks and strategies on the same, that we use as guidelines to monitor and evaluate programs and projects."*

On this aspect, the study recoded 70 (91%) of all respondents who said that there is no avenue for donors to access the National M&E system, as the system itself is paper-based. This means that, the donors have to wait for periodical reports for them to know progress of projects and programs being funded by their grants.

4.4.2.7 Automation of the National M&E System in the Analysis of Data and Generation of Reports

The National M&E system is paper-based and therefore the analysis of data and generation of required reports is done manually. A complete package of the National M&E system documents include: (i) the Poverty Monitoring System (PMS) of 2017 (ii) Implementation Strategy for the Five-Year Development Plan 2016/2017-2020/2021 Volume III: Monitoring and Evaluation Strategy of 2018 (iii) Monitoring and Evaluation Systems Framework for Tanzania Public Service of 2014 (iv) Public Investment Management-Operational Manual of 2015 (v) the Local Government Development Grant (LGDG) System: Monitoring and Evaluation Framework of 2014. Though there are some Monitoring systems and tools like the Tanzania Social

Economic Database (TSED), the Tanzania Statistical Master Plan (TSMP), the Medium Term Strategic Planning and Budgeting (MTSPB) and the Local Government Monitoring Database (LGMD); but these systems and tools are not housed and hosted by the Ministry of Finance and Planning and they are fragmented and not comprehensive enough to form the National M&E system.

Table 4.4: Features of the National M&E System with Potential of attracting Donor-Funding

Title of Statement	**Level of Agreement**										
	Strongly agree		Agree		Donôt know		Disagree		Strongly disagree		**Sub-Total**
	n	%	n	%	n	%	n	%	n	%	
4.4.1: Collection of health data from other Ministries by the National M&E system	3	3.9%	14	18.2%	9	11.7%	45	58.4%	6	7.8%	**77(100)**
4.4.2: Linkage of the National M&E system to the General Budget Support	2	2.6%	2	2.6%	3	3.9%	35	45.5%	35	45.5%	**77(100)**
4.4.3: Linkage of the National M&E system to the FYDP and SDGs	8	10.4%	34	44.2%	18	23.4%	14	18.2%	3	3.9%	**77(100)**
4.4.4: Presence of the data quality control by the National M&E system	5	6.5%	11	14.3%	6	7.8%	34	44.2%	21	27.3%	**77(100)**
4.4.5: Presence of a financial accountability component in the National M&E system	2	2.6%	3	3.9%	3	3.9%	40	51.9%	29	37.7%	**77(100)**
4.4.6: Donorsô accessibility to the National M&E system	3	3.9%	3	3.9%	1	1.3%	36	46.8%	34	44.2%	**77(100)**
4.4.7: Automation of the National M&E system in the analysis of data and generation of reports	2	2.60%	4	5.20%	2	2.60%	30	39%	39	50.6%	**77(100)**
Grand Total	**25**	**4.6%**	**71**	**13.2%**	**42**	**7.8%**	**234**	**43.4%**	**167**	**31.0%**	**539**

Source: Field Survey Data, (2018)

The National M&E system should be designed in such a way that it encompasses and captures all the indicators of all the sectors in this country. Reports that are produced include among others; Views of the People (VoP) report, Public Expenditure Review (PER) report, the Poverty and Human Development Report (PHDR) and the Chief Auditor General Report (CAGR). Table 4.4 item 4.4.7 gives statistical findings on this aspect where 69 (90%) of 77 sample replied that the National M&E system is not automated in terms of data analysis and generation of reports. The Poverty Monitoring System (PMS) is set to replace the MKUKUTA Monitoring System (MMS) together with its MKUKUTA Monitoring Master Plan II of 2011.

4.4.3 Disparities between the Health Sector and the National M&E Systems

The Healthôs M&E system is a sector specific system while the National M&E system is a whole of government system. In this case, the Healthôs M&E system is one of those several sector M&E systems that feed the overall National M&E system with sector specific information. The sector-wide information is then processed and national reports are generated that give a general picture on how the country is progressing in terms of development. Looking at the results displayed on Figure 4.5, the majority of the responses indicate that it is true there are several disparities between the Healthôs M&E system and the National M&E system. The two green bars represent 50% of all the 464 responses across statements, which confirm the presence of those discrepancies. The consequence of this is that, if the two systems that feed each other have so many differences, there will be a problem in the way the information should flow to and from the two systems.

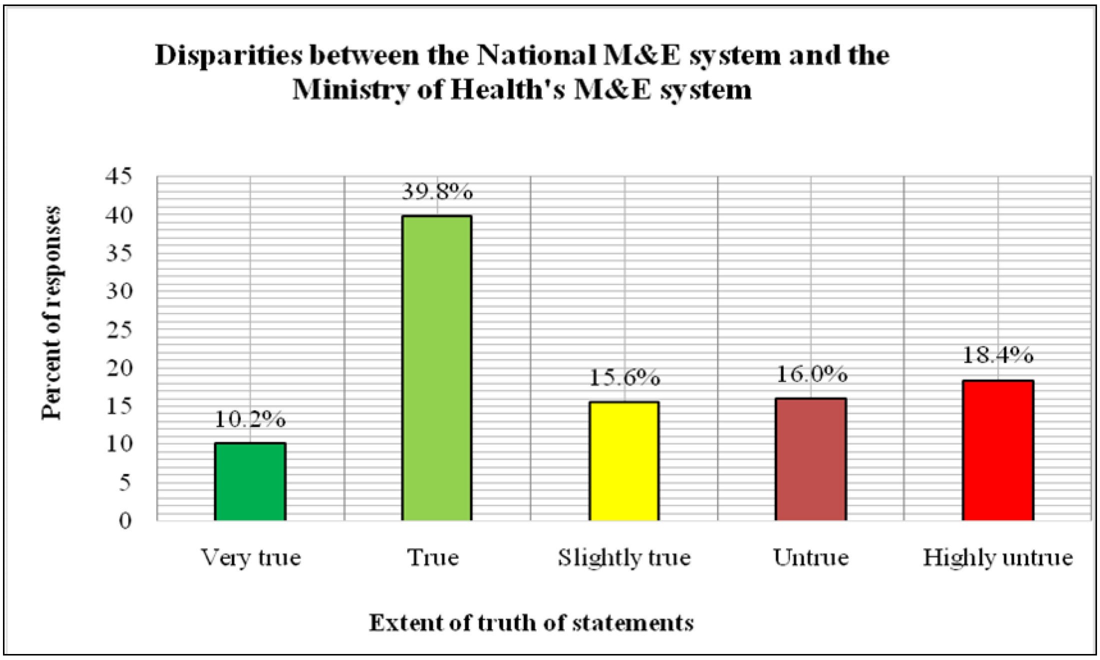

Figure 4.4: Disparities between the National and Health Sector M&E Systems
Source: Field Survey Data, (2018)

4.4.3.1 Multiplicity of M&E systems in the Health's Sector Feeding One National M&E System

Projects like Malaria and Leprosy &Tuberculosis have their own M&E systems part from the overall Health sector M&E system. The problem here is not the number of the systems within one sector but rather, among those, which system feeds the national system. It was found out that several project M&E systems exist within the Ministry of Health, with make a set of sub-systems which are not fully integrated to the main M&E system of the Ministry. The findings have revealed that 57 respondents (74%) were in agreement that having several sub-systems may bring a confusion during the transfer of information to another higher M&E system and in this case, the National M&E system. One respondent alluded to this saying:

> *"The Ministry of Health hosts several project sub-systems, something which is not bad, but if these sub-systems do not marry with the overall M&E system, it translates into problems. Systems in their hierarchy must communicate in the same language."*

4.4.3.2 High Automation of the National M&E System against the Health Ministry's M&E System

There are many benefits of having a self-automated M&E system. They save lots of energy and time while keeping precision at the peak. The overall national M&E system is expected to be the most sophisticated in terms of automation and technology because it receives huge amount of data from all sectors for processing. What was found is however contrary to this expectation. On the reverse, the Ministry of Healthös M&E system is more automated than the national M&E system. The analysis and even production of reports under the National M&E system is done manually.

Table 4.5 item 4.5.2 indicate results that 69% of 77 respondents disagree to the assertion that the National M&E system is more automated than the Health Ministryös M&E system. This is because the system is mostly paper-based and therefore not electronically linked to the Ministry of Healthös M&E system. Lack of automation makes it unattractive in the sight of donors making them conclude that the Government of Tanzania lacks a modern management tool for projects and funds.

4.4.3.3 Broad Indicators of the National M&E System against Specific Ones of the Ministry of Health's M&E System

It was discovered that 82% of all respondents were in agreement that the National M&E system embodies broad indicators of national nature while the Ministry of Healthös system features specific indicators for the health sector.

4.4.3.4 An Unadjusted Health Monitoring and Evaluation System in Terms of Capturing National Indicators and Priority Targets

Up to 2015, the National M&E system was integrated to the National Strategy for Growth and Reduction of Poverty (NSGRP) II, Millennium Development Goals (MDGs) as documents which bore national and global priorities respectively alongside with the FYDP I (2011/2012-2015/2016) towards the achievement of TDV 2025. After 2015, the NSGRP was replaced by the Five-Year Development Plan II (2016/2017-2020/2021) as a document stipulating the current national priorities and the MDGs at global level were replaced by the Sustainable Development Goals (SDGs). This change has not been reflected in the Ministry of Healthôs M&E system in order to align with current national and global priorities.

This discrepancy sends a message that these two systems are not communicating in the same language. The best practice is that, multi-sectoral strategies, plans and systems of national nature should form harmonized linkages and synergies with sector specific strategies, plans and systems in order to achieve national targets. Survey results have shown that 72 percent of all the 77 respondents do agree that the Health Ministryôs M&E system has not undergone the needed adjustments to align itself with new national and global priorities and targets.

4.4.3.5 Different Reporting Periods between the two Monitoring and Evaluation Systems

Another disparity that has been noted to exist between the National M&E system and the Ministry of Healthôs M&E system is reporting timing. This has been confirmed by 46 (60%) out of 77 respondents who responded in agreement that the two systems differ in reporting timeframes. The Ministry of Health, apart from routine work mandated to it, also implements projects and programs funded by donor money under the HBF arrangement. As a statutory requirement, the Ministry has an obligation to produce progress and annual reports at the period agreed upon in project documents, and this differ from project to project.

This means that there is no uniform time for reporting development projects or programs performance as that depends on specific project requirements. While the Ministry of Health reports on the basis of project or program cycle, on the other hand, the Ministry of Finance and Planning which hosts the National M&E system follows the government fiscal year which ends in June and begins in July, each year. Therefore for the National M&E system, mid-year or progress reporting spans from November-December and annual reporting from June-July each year.

4.4.3.6 Different Users of Data and Information from the two M&E Systems

Data and information are gathered because there is a demand for them. The demand side are the users of these data and information. The end users of information are called information consumers. The study wanted to ascertain if users of data and information of the two M&E systems are different. Survey results have shown that the users of data and information from these two M&E systems are the same. The figures show that 67 (87 percent) of all respondents disagreed to the statement that users of data and information produced by the two M&E systems are different (See item 4.5.6 of Table 4.5 below). Wanting to know further regular users of data and information from these M&E systems, respondents mentioned Development Partners, decision-makers, Civil Society Organizations (CSOs), Non-State Actors

(NSAs), researchers, politicians, planners and Faith-Based Organizations (FBOs).

Table 4.5: Differences between the Health Sector and the National M&E Systems

Title of Statement	Extent of truth of statements										
	Very True		True		Slightly True		Untrue		Highly Untrue		Sub-Total
	n	%	n	%	n	%	n	%	n	%	
4.5.1: Multiplicity of M&E systems within the Ministry of Health feeding one National M&E system	5	6.5%	52	67.5%	11	14.3%	9	11.7%	0	0.0%	**77 (100)**
4.5. 2: High automation of the National M&E system in comparison to the Ministry of health M&E system.	3	3.9%	1	1.3%	20	26.0%	0	0.0%	53	68.8%	**77 (100)**
4.5.3: Broad indicators of the National M&E system against specific ones of the Ministry of Health	9	11.7%	54	70.1%	11	14.3%	3	3.9%	0	0.0%	**77 (100)**
4.5.4: Change of the National M&E system from capturing the NSGRP (MKUKUTA) to FYDP indicators without adjustments of the Ministry of Health M&E system	21	27.3%	34	44.2%	11	14.3%	11	14.3%	0	0.0%	**77 (100)**
4.5.5: Different reporting periods between the National M&E system and Ministry of Health M&E system	8	10.4%	38	49.4%	15	19.5%	15	19.5%	1	1.3%	**77 (100)**
4.5.6: Different end users of data and information produced by the National M&E system and Ministry of Health M&E system	1	1.3%	5	6.5%	4	5.2%	36	46.8%	31	40.3%	**77 (100)**
Grand Total	**47**	**10.2**	**184**	**39.8**	**72**	**15.6**	**74**	**16.0**	**85**	**18.4**	**462**

Source: Field Survey Data, (2018)

4.5 Presentation of Findings for Research Objective Number Three on Determining Non-M&E Factors that Influence Donor-Funding Attraction in Tanzania

M&E factors are powerful and have a big role in attracting donor-funding. But one may not know how influential these are in relation to non-M&E factors. Therefore, objective number three of this study had an aim of identifying non-M&E factors that may have influence on donor-funding attraction in comparison to M&E-related factors. Findings under this objective were presented under two major topics which are: (i) non-M&E factors with potential of attracting donor-funding and (ii) comparison between M&E Factors and Non-M&E Factors in their level of influence in attracting donor-funding.

4.5.1 Non-M&E Factors with Potential of Attracting Donor-Funding

Apart from M&E-related factors, one of this studyøs objectives was to find out the influence that non-M&E-related factors have also in attracting donor funding. The aim was to rank a proposed list of non-M&E factors in their level of importance in terms of donor-funding attraction. The results plotted on Figure 4.6 below, most of the factors were ranked as important by 44 percent out of a total of 693 responses across the factors. More findings resulting from 693 responses show that 31 percent of the responses ranked the factors as most important, while 21 percent of the responses considered the factors as slightly important. Survey results continued to reveal that, 4 percent ranked the factors as less important and only a negligible 0.3 percent of all the responses across the statements put the factors in the category of least important. More statistical details are provided on Figure 4.5.

Comparatively, respondents have mentioned orientation of donor-policy factor as the ñmost importantò considered factor when it comes to the issue of deciding to fund a certain project. It was ranked first by 55% of 77 respondents. It was said that donors normally focus on what their funding policy articulates before any other factor. Some donors fund only certain geographical areas or particular sectors of the economy in accordance to their policies.

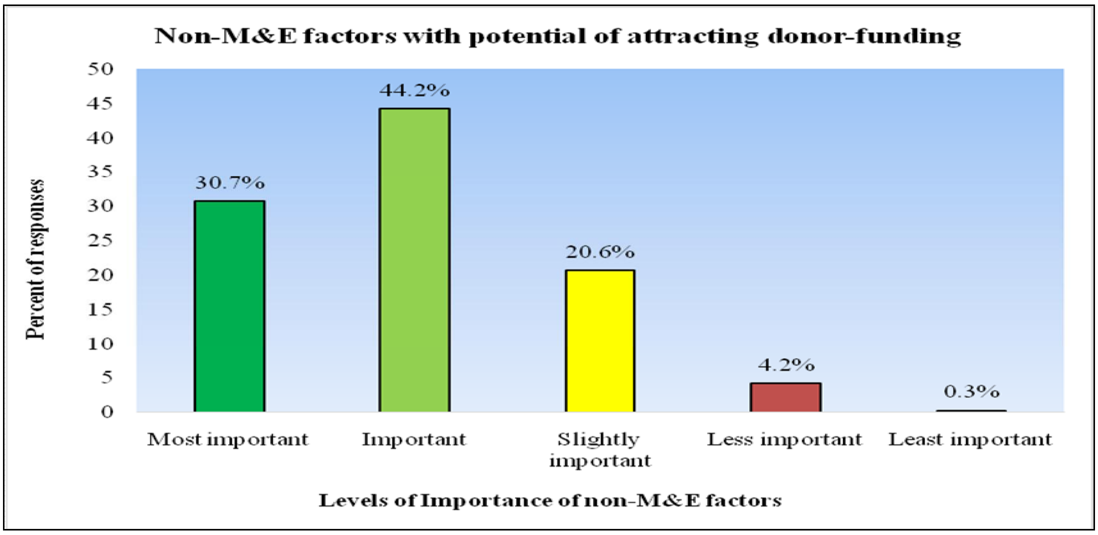

Figure 4.5: Non-M&E Factors with Potential of Attracting Donor-Funding

Source: Field Data, (2018)

Another factor that scored high in group of ñmost importantò was clean audited statements of previously funded projects factor. This acquired 46 percent of 77 respondents in the category of the ñmost importantò factors. Under the category of ñimportantò factors, impressive results and impact of previously funded health projects came first with 47 (61%) of respondents confirming its importance. This was closely followed by friendship between donor agencies and Tanzania factor, which garnered 46 (60%) of total respondents. On the other side of the coin, findings ñleast importantò factor mentioned was that of the presence of abject poverty among citizens of Tanzania, with 29 percent out of 77 respondents. Wanting to get some more insights as to why this factor was considered to be the least important from a list of proposed factors, one respondent had this to say:

> *"The truth is that, donors do not give us their money because of our poverty. They do not care about it at all. After all, it is not also true that these donor countries have eradicated poverty from their own citizens by 100 percent. Go there and you will be surprised to find beggars in the city streets of those so called "donor countries". The true motives for these donor countries to give us their tax-payers' money is to foster relationships for business engagement but more importantly, follow their*

own hidden agenda which they normally find a way to achieve this agenda under the disguise of project funding and consultancy provision."

Nevertheless, as it will be discussed in details below, despite the fact that these non-M&E factors vary in their level of importance of their influence in attracting donor-funding when compared among themselves, the study found out that this group of factors is given more weight by potential donors than a group of M&R-related factors. Table 4.6 below gives more details on the importance of non-M&E-related factors in relation to attracting donor-funding.

Table 4.6: Non-M&E Factors with Potential of Attracting Donor-Funding

Title of Statement	**Levels of Importance of non-M&E factors**										**Sub-Total**
	Most Important		Important		Slightly Important		Less Important		Least Important		
	n	%	n	%	n	%	n	%	n	%	
4.6.1: Commendable economic and fiscal policies of Tanzania	16	20.8%	43	55.8%	16	20.8%	2	2.6%	0	0.0%	**77 (100)**
4.6.2: Friendship between donor agencies and Tanzania	20	26.0%	46	59.7%	11	14.3%	0	0.0%	0	0.0%	**77 (100)**
4.6.3: High performance of the Tanzaniaӧs economy	22	28.6%	41	53.2%	13	16.9%	1	1.3%	0	0.0%	**77 (100)**
4.6.4: Clean audited statements of previously funded projects	35	45.5%	34	44.2%	6	7.8%	2	2.6%	0	0.0%	**77 (100)**
4.6.5: Well written project reports	33	42.9%	31	40.3%	13	16.9%	0	0.0%	0	0.0%	**77 (100)**
4.6.6: Presence of abject poverty among citizens of Tanzania	12	15.6%	19	24.7%	24	31.2%	20	26.0%	2	2.6%	**77 (100)**

Title of Statement	Levels of Importance of non-M&E factors										Sub-Total
	Most Important		Important		Slightly Important		Less Important		Least Important		
	n	%	n	%	n	%	n	%	n	%	
4.67: Impressive results and impact of previously funded health projects	25	32.5%	47	61.0%	5	6.5%	0	0.0%	0	0.0%	**77 (100)**
4.6.8: Orientation of donor policy	42	54.5%	24	31.2%	11	14.3%	0	0.0%	0	0.0%	**77 (100)**
4.6.9: Ownership of health projects by beneficiary groups	8	10.4%	21	27.3%	44	57.1%	4	5.2%	0	0.0%	**77 (100)**
Grand Total	**213**	**30.7%**	**306**	**44.2%**	**143**	**20.6%**	**29**	**4.2%**	**2**	**0.3%**	**693**

Source: Field Survey Data, (2018)

Though not on a shopping list, some respondents made a mention of the ógovernanceô factor as one of the critical area that donors look at before deciding to fund any government. It comes with powerful conviction from respondents that, factors like governance, peace, tranquillity and stability of the country should be added to the list of non-M&E-related factors and the researcher agrees fully with this proposition.

> *"I see one critical factor is missing on your list of non-M&E-related factors. And this is governance. To my experience this is the most serious factor that donors give more weight on. If it were on the list, I would have selected it as the most important factor over all in this group of factors. This is because, under governance falls issues of respect for human rights, rule of law, environment that upholds ethos of democracy of the people, a responsive government to the needs of its people and checks and balance of the pillars of the state. Adding up on the list, another factor would be peace and stability of the country. For me these are high on top of your list. We have a live example in Tanzania where the US Aid Agency suspended about $470 million aid for the Millennium Challenge Corporation (MCC), over perceived suppression of democratic rights during the 2015 Zanzibar re-run elections and also the implementation of the Cybercrime Act, which is said to limit freedom of expression."*

4.5.1 Comparison between M&E Factors and Non-M&E Factors in their Level of Influence in Attracting Donor-Funding

Comparatively, the research findings have revealed that non-M&E-related factors rank higher than M&E-related factors in their influence of attracting donor-funding. Backing up this assertion with statistics, a total of 64 (83.1%) of respondents believe that non-M&E factors are the most important in attracting donor-funding and that they are the ones that most strategic donors look at first. Enquiring further why non-M&E-related factors exert more influence in attracting donor-funding than M&E-related ones, one respondent working in the Planning Commission Department of the Ministry of Finance and Planning had this to say:

> *"You know, looking at these factors, the group of non-M&E-related factors are macro and national by nature and therefore they cut across all sectors. These are the ones that most donors look at first, giving them high priority before they fund any country's development projects. This other group of M&E-related factors is micro and more attached to projects or programs. Yes, they are also important for the efficiency of our projects and programs but they do not carry much weight equal to what macro factors do. Let me tell you something, most donors are not interested so much in the efficiency of the projects or programs that they fund but rather they care so much about their hidden agenda and objectives of funding those projects. There is always a known agenda and a hidden agenda for funding a project or program and the hidden one is what donors put more efforts to pursue."*

Table 4.7: Comparative Importance of M&E Factors and Non-M&E Factors in Attracting Donor-Funding

Factors	Levels of Importance of the Factors			
	Most Important		Less Important	
	n	Percent	n	Percent
M&E-related factors	14	18.2%	63	81.8%
Non-M&E-related factors	64	83.1%	13	16.9%

Source: Field Survey Data, (2018)

Only 14 (18.2 %) of all respondents mentioned M&E-related factors as the most important ones in influencing donor-funding attraction and only 16 (16.9%) of 77 respondents were of the opinion that non-M&E-related factors have less influence in attracting donor-funding than M&E-related factors can do. With these numbers, it can be concluded that the majority consider non-M&E factors as more powerful in enticing donors to inject their money in the government machinery to implement various development projects and programmes than M&E-related factors.

However, it should be noted that, this does not mean that M&E-related factors are not important at all, they are quite important, and most donors do insist on the institution of M&E systems before they could fund projects or programs. They only become less powerful when compared to non-M&E-related factors and in terms of what donors would give preference first. Table 4.7 above and Figure 4.7 below give summarized information about this phenomenon.

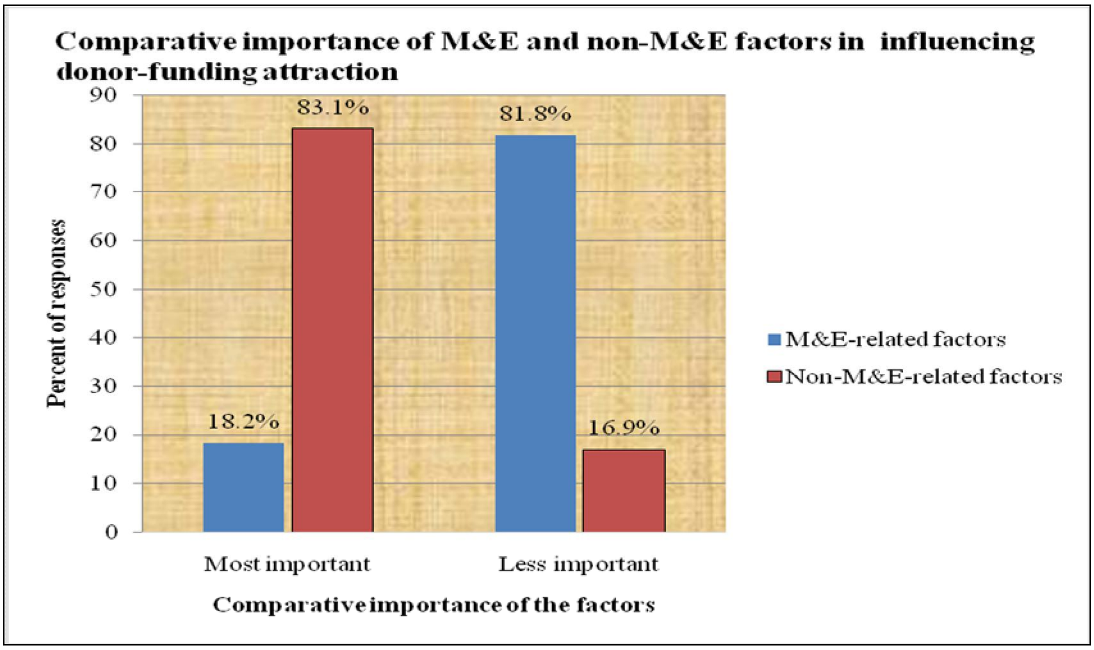

Figure 4.6: Comparative Importance of the Factors
Source: Field Data, (2018)

4.6 Conclusion

This chapter provided the major findings of the study. The study findings were then followed by detailed discussion as an attempt to provide interpretation of the findings. On the other hand, some of the findings of the study were compared against findings of other studies conducted elsewhere. The next chapter provides major conclusions drawn from the study findings. The chapter also provides various recommendations for policy improvement and decision making on various aspects. The chapter closes by suggesting area for further studies on various issues which were not well explored in this study.

CHAPTER FIVE

CONCLUSIONS AND RECOMMENDATIONS

4.7 Chapter Overview

The study set out to determine the influence of the government M&E system on donor-funding attraction in Tanzania. The aim was to identify factors, whether M&E-related or non-M&E-related with the most influential effect in attracting donor-funding in Tanzania. In this study, the Ministry of Health, Community Development, Gender, Elderly and Children was used as a case study.

This chapter is divided into three sections. The first section discusses the conclusions on the objectives of the research study. Each of the three research objectives is discussed and conclusion made on whether it was achieved or not. In the second section, recommendations are made to stakeholders including the central government and donors on how to make the M&E system more effective than it is now with an intention of enhancing credibility, integrity, accountability and transparency of projects funded by donorôs money.

The last section involves a proposition for further research. Given the vastness of this topic under study, the researcher proposes some areas for further research by others in the future. Below were the objectives set for the research study: First, was to examine the trend of donor-funding flow in the health sector in Tanzania. Second, to identify areas of mismatch between the national and health sector M&E systems, discouraging donor-funding attraction in Tanzania and third, to determine non-M&E factors that influence donor-funding attraction in Tanzania.

4.8 Conclusions on the Objectives of the Research Study

This section discusses the progress the researcher made towards meeting the objectives of the research study. Each of the objectives is discussed and conclusions made as to whether the objective was achieved or not and to what extent.

4.8.1 The Trend of Donor-Funding Flow in the Health Sector in Tanzania

With regard to the trend of donor-funding flow in the health sector in Tanzania, the researcher examined the Health Basket Fund (HBF) in which all donors funding health projects in Tanzania pool their funds together. The research observed that, there has been an increase in both volume of funding as well as number of members to the HBF over the past ten years with some slight variations in between. However, although the research discovered this increase at sector level, at national level the situation is reported to be unwelcoming as there is a slump in donor-funding flow as exemplified by the General Budget Support (GBS) figures, in comparison to GBS figures in ten years back. Based on the above information, this research objective has therefore been achieved.

4.8.2 Areas of Mismatch between the National and Health Sector M&E Systems, Discouraging Donor-Funding Attraction in Tanzania

On the part of the second objective, the following areas were discovered as mismatches between the National M&E system and that of the health sector. The Healthôs M&E system is a sector specific system while the National M&E system is a whole of government system. In this case, the Healthôs M&E system is one of those several sector M&E systems that feed the overall National M&E system with sector specific information. The results that came out from this study point several mismatch areas including presence of sub-M&E systems within the Ministry of Health which may bring confusions on which one is destined to feed the National M&E system. The aspect of automation level of the two systems is another area of mismatch.

While the Ministry of Healthôs M&E system is computerized with a satisfactory degree of automation, the National M&E system is paper-based. This makes it impossible to enable an electronic linkage between the two systems which would be a modern and quick way of wiring information between the two systems. To add to this list, since 2015 when MKUKUTA II ended, the National M&E system shifted from capturing MKUKUTA II and the Five-Year Development Plan I (2011/2012-2015/2016) indicators of national priorities to capturing the Five-Year Development Plan II (2016/2017-2020/2021) indicators which is the current document of national priorities. This transformation has not been reflected in the Ministry of Healthôs M&E system. This makes it difficult for the two systems to communicate because of lack of synergy and harmonized strategic indicators.

Last but not least, the two M&E systems have different report timing requirements. On one hand, the National M&E system reports in accordance to the government financial year which begins in July and ends in June every year. On the other hand the Ministryôs M&E system reports following projects and programsô cycles which sometimes do not match with the government reporting cycle. This mismatch compels officials from the Ministry of Health to bear an extra task of producing several special reports to suit various purposes i.e. project and programs purposes for donors and national purpose for the government. In order to facilitate a smooth flow of information between the two systems, these discrepancies need to be ironed out. Based on the above information, this research objective has therefore been achieved.

4.8.3 Non-M&E factors that Influence Donor-Funding Attraction in Tanzania

In the case of non-M&E factors that may influence donor-funding in Tanzania, the study revealed that, non-M&E factors carry more weight in attracting donor-funding than M&E factors. Most respondents categorized M&E-related factors as micro factors and non-M&E related factors as macro factors. It was therefore revealed that, donors give more focus on macro factors of the country and then they narrow down to micro factors which in this case, are embraced in M&E-related factors. The top leading non-M&E factors for attracting donor-funding include but not limited to the following: Orientation of donor-policy, clean audited financial statements of previously funded projects, impact of previously funded projects in the lives of people, relationship between donor agencies/country and the recipient government, good economic and fiscal policies of a receiving government and high performing economy of the recipient country.

Though not on a shopping list, some respondents made a mention of the ógovernanceô factor as one of the critical area that donors look at before deciding to fund any government. It comes with powerful conviction that, factors like governance and peace, tranquillity and stability of the country should be added to the list of non-M&E-related factors and the researcher agrees fully with this proposition. Two non-M&E factors were ranked low on the list, in order of their importance in attracting donor-funding. Named low were: ownership of projects by beneficiaries and presence of abject poverty among citizens of the receiving government. Based on the above information, this research objective has therefore been achieved.

4.9 Recommendations

Based on the literature review, findings and conclusions, the researcher recommends the following in order to strengthen the government M&E system and also keep on enticing donors to inject their money to Tanzania in order to finance development projects of huge benefits to Tanzanians with the potential of pulling citizens out of their poverty traps.

4.9.1 The Need to Digitalize the National M&E System

Investment should be done to transform the National M&E system from being paper-based into a digital one. This will give it a modern touch and enable digital linkages to sector M&E systems which most are already in a digital stage like that of the Ministry of Health. With its current state, it is not user-friendly and too laborious to implement it.

4.9.2 The Need to Iron out Mismatches between the Two Systems

Birds of the same feather fly together. Likewise, M&E systems that are harmonized link and fit each other. The identified discrepancies should be ironed out in order to create a level ground for the two systems to marry. This is because they speak the same language in terms of indicators of national priorities, linkages, activity and financial analysis features, automation in the generation of reports and structured data collection tools.

5.3.3 The Need to Allow Access to the M&E Systems by Key Stakeholders

Key stakeholders like Development Partners and national oversight bodies like the Parliament should be granted a special access to our M&E systems so that they are able to see progress of projects and programs being implemented and the kind of data that are being collected on a daily basis. This is of critical importance because, by granting them access to the M&E systems makes them confident in what the government is doing and provides an opportunity for these stakeholders to give their constructive input for the improvement of the efficiency of our M&E systems. As of now, these stakeholders have to wait for the production of periodical reports for them to know what is going on, which take as long as an interval of six months and when things have gone enormously wrong, a very narrow room is there to rectify or give a remedial advice.

5.3.4 The Need to Integrate M&E Systems with the Financial Accountability Feature

It is of vital importance to embed a financial accountability feature to our M&E systems. When activities are executed, money is expended. Therefore it is very important to establish the relationship between the activities implemented and the amount of money spend on them. Since activities, their indicators and results are tracked on M&E systems, it is worth to track also resources spent on them on the same system. If this is done, it makes M&E systems comprehensive enough, transparent and even possible to pull out of them both technical and financial reports without much delay when required. Getting information from one place on what was done, when it was done, how much was spent to it, what results were anticipated and what results got produced in the real world, add more value to our M&E systems in terms of transparency, integrity, efficiency, effectiveness and sufficiency of information.

5.3.5 The Need to Develop an Independent National M&E Policy

It is time now to formulate a stand-alone National M&E Policy. M&E activities in the government machinery are growing at a tremendous speed and in response to this; the government has done lots of transformations to accommodate M&E functions of the government. For instance the government has come up with M&E strategies, M&E Master Plans, M&E Frameworks and M&E databases, institution of M&E sections in MDAs, installation of the performance Management Information Systems (MIS). However, in terms of policy guidance, M&E issues are mentioned superficially in the Public Service Management and Employment Policy (PSMEP) of 1998 (as revised in 2008) that stipulates the need for public institutions to have in place robust M&E Systems, so as to be able to anticipate and solve management problems and respond to stakeholdersô demands (URT, 2014). Because of the growing demand for M&E functions from stakeholders and the widespread of these functions within the government machinery, there is a dire need to formulate a National M&E Policy to guide properly these M&E functions.

5.3.6 Linking the National M&E System with Sector M&E Systems

Currently the National M&E system and the Ministry of Healthôs M&E system are detached. This might be the case also with other sector M&E systems. They work in isolation because there is no direct linkage between them. The researcher proposes for their linkage with a special emphasis on digital linkage. The linkage will facilitate speedy wiring of data and information between and among systems and therefore save time and energy and at the same time increasing precision and accuracy.

5.3.7 Institution of Data Quality Control Mechanism

Data entering the M&E systems need to be filtered cleaned so that dirty data are discarded and only quality data get entry into the system. This quality control mechanism is still lacking in many M&E systems including the Ministry of Healthôs M&E system. The consequence of not having this mechanism is to contaminate quality data with faulty data leading to the processing and production of unfounded information as the final product. The spill-over effect of this is also that decisions may be done based on distorted information. It is therefore recommended data that quality control mechanism is part of our M&E systems.

5.3.8 Widening the Collection of Health Data by the National M&E System

Health projects and programs are not implemented by the Ministry of Health alone. Some are implemented by other Ministries, Departments and Agencies. To create a comprehensive database of National Health Data, collection of health data should be widened beyond the Ministry of Health. For instance, nutrition projects may be implemented by the Ministry of Agriculture and campaigns against Female Genital Mutilation (FGM) may be spearheaded by the Ministry Home Affairs or Ministry of Legal Affairs and Constitution. All these should be considered as Health related projects and should form part of the health data repository. Thus the researcher calls for a government wide assessment aimed at identifying all health related projects and programs being implemented by other Ministries, Departments, Agencies, Regional

Secretariats and Local Government.

5.3.9 Linkage of the National M&E System to the General Budget Support

Each year Development Partners (DPs) pool their funds in Official Development Assistance (ODA) for national budget support. The researcher recommends that the national M&E system should be linked to this funding modality in order to track how much is pooled in by who for proper coordination and record keeping. Although within the Ministry of Finance and Planning there is a department for Aid Coordination, but the activities of this department are not linked in any way with the National M&E system.

5.3.10 The Need to Focus on One Central M&E System within One Government Institution

In some government institutions, there are several sub-M&E systems which are actually not communicating each other. A case in point is the Ministry of Health. It would be easy and more effective if all projects within one government institution are integrated into one central M&E system which is enabled to communicate with a higher M&E system which in this case is the National M&E system.

5.3.11 The Need for our M&E Systems to Align with Our Current National Priorities

At policy and operational level, the Government of Tanzania has developed the FYDP II (2016/17 ï 2020/21) with the theme of ñNurturing Industrialization for Economic Transformation and Human Developmentò This is the one that embodies the current national priorities. The plan focuses on growth based interventions that are geared towards transforming Tanzania into a middle-income country, while addressing widespread poverty in both urban and rural Tanzania. At global level, Tanzania is part to the 2030 global agenda for Sustainable Development Goals (SDGs).

The government developed the Tanzania Long Term Perspective Plan (TLTPP 2011/10-2025/26) in 2010 as the roadmap to achieving the structural transformation envisaged in the TDV 2025. TLTPP is implemented through three successive Five Year Development Plans (FYDPs). The FYDP I spanned 2011/12-2015/16 and focused on unleashing the countryös latent growth potentials. This is followed by FYDP II (2015/16-2020/21) with focus on nurturing industrialization for economic transformation and human development. The FYDP III (2020/2021-2025/26) will focus on deepening competitiveness in exports. For the period 2010 - 2015, both MKUKUTA II and FYDP I were implemented concurrently with MKUKUTA II focusing on pro-poor strategies, while FYDP I was directed towards strategic growth projects that were deemed necessary for unleashing the countryös growth potentials.

However, the lessons generated during the implementation of these two frameworks called for harmonization and synchronization of the content, processes and timing of the two frameworks. In 2016 the government merged the two frameworks into a FYDP II. The FYDP II framework is intended to improve implementation efficiency and effectiveness through organizing and rationalizing the scope, coordination and division of roles and responsibilities in monitoring, and evaluation as well as reporting. So the researcher recommends that, our M&E systems whether sector or national systems should be aligned to national priorities and targets apart from capturing sector specific indicators.

5.3.12 Recruitment of Professional M&E Experts to Work within M&E Sections of MDAs

This is the last recommendation that the researcher puts forward. From the researcherôs observation from the Ministry of Health and the Ministry of Finance and Finance, staff are re-categorized from other professions to work as M&E Officers. Most of those who work in the government M&E Sections are economists, statisticians, planners and computer scientists. They handle M&E functions which were not part of their education pursuit and career. A few of them have had an opportunity to attend short courses in M&E but most of them have not. As a consequence, it was observed that these staff handle M&E issues unprofessionally, trying to suit them into their own education background and perspective.

Along with this, the government through the Ministry of Education, Science, Technology and Vocational Training, should direct Higher Learning Institutions and Universities to commence M&E programs in order to produce enough experts to feed the demand requirements from the government and the private sector. Currently, at the best knowledge of the researcher, only three Universities offer this course at Masters Level. These are the Open University of Tanzania (OUT), Mzumbe University (MU) and the Muhimbili University of health and Allied Science (MUHAS). MU and MUHAS train students in M&E with a focus to health related projects while OUT trains with a cross-sector perspective. No any University in Tanzania that offers an M&E course at a Bachelor degree Level yet. Therefore it can be concluded that the demand and the supply side for M&E experts are not balanced.

5.4 Further Research

The researcher recommends for further studies to be conducted to augment the findings of this study. Additionally, later studies should have a large sample size and should cover most if not all Government Ministries, Departments and Agencies because, though there is the Monitoring and Evaluation Systems Framework for Public Service of 2014, for harmonizing government M&E systems, these M&E systems may differ from one Ministry to another, from one Department to another and from one Agency to another. These differences may come depending on the nature of the sector at hand, availability of funding to finance the construction of the systems and the technical know- how available to operationalize those systems. Lessons that will be drawn from such studies would help in the strengthening of MDAs, Regional Secretariats and LGAs M&E systems for better performance of government development projects and development of quality data and information repositories.

5.4.4 Recommended Areas for Further Scientific Investigation

First, a comparative study should be carried out to assess the performance of M&E systems of the Central Government against those of the Local Government Authorities (LGAs). Second, further study should be undertaken to identify donorsô interests in funding projects and programs both explicit and implicit ones. Third, there is also need to conduct an empirical inquiry to unearth better ways of sustaining M&E systems in order to avoid them being sabotaged by those who think that they are policing tools and mechanisms, mistakenly equating them to auditing processes.

Fourth, a study should be staged to gauge out the role of M&E Sections in government Ministries in promoting accountability, transparency and integrity in the affairs of the government. Fifth, a serious study should be carried out to dig up on the effectiveness of available donor funding modalities like General Budget Support (GBS), Basket Funding, Grants, and project/program funding in the context of poor countries like Tanzania.

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APPENDICES

Appendix I: Questionnaire/Interview Guide for the Management (Departmental Heads, Sections Heads, HBF Coordinators, Projects/Programs Coordinators); Technocrats (M&E Staff, Statisticians, Economists etc) and Funders

Dear Respondent,

You have been purposely selected to participate in this study which is investigating the ñ**Influence of the Government M&E System on Donor-Funding Attraction".** I kindly request you to feel free to participate in giving the required information either by filling in this short questionnaire or by responding to the researcherøs questions in order to generate data required for this study. This information will be used purely for academic purposes and will not be used for publicity. Your honesty and co-operation in responding to these questions will be highly appreciated. All information provided will be treated with utmost confidentiality. Neither your name nor the name of your institution will be mentioned in final the report.

I: INFORMATION ON PERSONAL PROFILE

Date of Interview			
Name of Respondent			
Designation/Title			
Organization			
Category of Respondent *(Kindly tick (✔) in the box below your relevant category)*	**Management** *(Department/section Heads; HBF/projects Coordinators etc.)*	**Technocrat** *(M&E Staff; Statisticians; Economists etc.)*	**Funder**

II: Information On Specific Research Objectives Instructions

Where applicable, please tick (✔) or write in the spaces provided with the correct choice or answer respectively. I expect that you will answer the questions as candidly and precisely as possible.

1. The following are some statements on the trend of donor-funding flow. Please indicate the level of your agreement with each statement by ticking (✔) in the relevant box against a statement.

Statement	**1=Strongly Agree**	**2=Agree**	**3=Undecided**	**4=Disagree**	**5=Strongly Disagree**
Donor-funding flow to the health sector has been increasing over the past ten years					
Donor-funding flow to the health sector has been declining over the past ten years					
Donor-funding flow to the health sector has been almost constant for the past ten years					
The number of donors contributing to the HBF has increased since its initiation					
The number of donors contributing to the HBF has gone down since its inception					
Current donors through the HBF are willing to fund future projects and programs					
Donors to the health sector release funds as per their pledges					
Any other *(Kindly write it and tick accordingly)*					

2. The following are some statements on the features of the health M&E system hosted in the MoHCDGEC that may influence donor funding attraction for health-related development projects and programs. Please indicate the level

of your agreement with each statement by ticking (✔) in the relevant box against a statement.

Statement	1=Strongly Agree	2=Agree	3=Undecided	4=Disagree	5=Strongly D...
The health sector M&E system is built in such a way that, once data is entered, cannot be tampered with in any way, thus guaranteeing authenticity and integrity of the system data					
The health M&E system links directly with the National M&E system, feeding it with health-related data on a continuous basis					
The health sector M&E system is capable of synthesizing and analyzing data automatically					
Reports pulled from the Ministerial M&E system are generated automatically and not manually, hence avoiding the problem of report delays					
Ministerial M&E system encompasses a financial accountability element of expenses incurred (retirements) linked to projects/programs activities					
The M&E system allows a special access by donors to it, granting them the ability to see progress of projects and programs even before timed contractual reports are out					
Any other *(Kindly write it and tick accordingly)*					

3. The following are some statements on the features of the National M&E system hosted in the Ministry of Finance and Planning that may influence donor funding attraction for health-related development projects and programs. Please indicate the level of your agreement with each statement by ticking (✔) in the relevant box against a statement.

Statement	1=Strongly Agree	2=Agree	3=Undecided	4=Disagree	5=Strongly Disagree
National M&E system collects health-related data from projects and programs being implanted by other Ministries other than MoHCDGEC for a comprehensive national health sector performance situation and report					
The HBF is linked to the General Budget Support for national donors					
The indicators of the National M&E system are SMARTLY linked to the FYDP at national level and to the SDGs at global level					
The National M&E system has the data quality control/check that filters and cleans data before being analyzed or used					
Any other *(Kindly write it and tick accordingly)*					

4. The following are some statements about the disparities between the National M&E system and the health sector M&E system, which may have the potential for fostering asymmetry, lack of synergy and the likelihood of discouraging donor-funding flow as a result into the health sector. Please indicate the level of your agreement with each statement by ticking (✔) in the relevant box against a statement.

Statement	=Very Tru	2=True	3=Slightly True	4=Untrue	5=Highly Untrue
Some projects within the health sector like Malaria, have own M&E systems, other than the overall one, confusing on which health sector M&E system feeds the National M&E system					
The National M&E system is more automated than the health sector M&E system					
The health indicators on the National M&E system are very broad, while those on the Ministerial M&E system are more specific					

Statement	=Very Tru	2=True	3=Slightly True	4=Untrue	5=Highly Untrue
Originally, the National M&E system was designed to capture the NSGRP (MKUKUTA) which has phased out whereas sector M&E system is designed to capture indicators for health projects and programs.					
The timings for reporting between the national and health sector M&E systems are different					
Any other *(Kindly write it and tick accordingly)*					

5. The following are some non-M&E factors that might also have some influence on donor-funding attraction into the health sector in particular and the nation at large. Please indicate the level of importance of each factor by ticking (✔) in the relevant box against a statement.

Non-M&E Factors	1=Most Important	2=Importan t	3=Slightly Important	4=Less Important	5=Least Important
Good and commendable economic and fiscal policies of the receiving country					
Longstanding bilateral or multilateral friendship between the donor agencies/countries and the receiving organization/country					
High performance of the receiving countryȏs economy					
Clean audit statements of funded projects/programs					
Meticulous well written projects/programs reports from implementing organizations					
High prevalence of abject poverty among citizens of the receiving country					
Impressive results and impact of previously funded projects/programs					
Orientation of donor policy					
Environment that creates ownership of projects/programs by the beneficiary groups					
Any other *(Kindly write it and tick accordingly)*					

6. Between M&E-related and non-M&E-related factors, which ones do you think are the most influential in attracting donor-funding to finance national development projects and programs? Kindly indicate your preferential factors by ticking (✔) in the relevant box.

	M&E-Related Factors	**Non-M&E Related Factors**
	i) An outstanding, comprehensive M&E system ii) SMART indicators of M&E systems iii) Competent and professional staff in M&E iv) Transparence, integrity and accountability values brought about by M&E system v) Valuable lessons brought about by M&E processes, informing better future projects planning and improvement vi) Proper synergy between national and sector M&E systems vii) Introduction of M&E sections within Ministries viii) Launching of the M&E Systems Framework for Tanzania Public Service, for harmonization of sector M&E systems	i) Good and commendable economic and fiscal policies of Tanzania ii) Longstanding bilateral or multilateral friendship between the donor agencies/countries and our country iii) High performance of the Tanzaniaôs economy iv) Orientation of donor policy v) Impressive results and impact of previously funded projects/programs by other donors vi) Environment that creates ownership of projects/programs by the beneficiary groups in Tanzania vii) Hardworking spirit of the Tanzanian citizen viii) High prevalence of abject poverty among citizens Tanzania ix) Meticulous well written projects/programs reports from implementing organizations x) Responsible Tanzanian leadership that embraces democratic ethos and care for human rights

	M&E-Related Factors	Non-M&E Related Factors
Most Influential		
Less Influential		

Thank you for your kind Cooperation

Appendix II: Documentary Review Guide

For the accomplishment of this research the following documents will be reviewed

	Document Name	Intention of Review
1.	National Five Year Development Plan 2016/2017-2020/2021	To explore the extent to which, the National M&E system captures indicators stipulated in the FYDP 2016/2017-2020/2021
2	Monitoring and Evaluation Systems Framework for Tanzania Public Service	To identify M&E systems harmonization standards and be able to related the level to which sector M&E systems are harmonized as per the guiding framework
3.	Tanzania Assistance Strategy for Tanzania (TAS)	To identify the reason for the development of this strategy and why it was shortly succeeded by the Joint Assistance Strategy for Tanzania (JAST)
4.	Joint Assistance Strategy for Tanzania (JAST)	To unearth aid modalities agreed and stipulated in the document through the General Budget Support (GBS) in relation to the current actual practice.
5.	Health Basket Fund document	To examine agreed procedures between MoHCDGEC and a group of donors contributing to HBF
6.	Public Service Management and Employment Policy (PSMEP) of 1998 (as revised in 2008)	In order to identify sections of this Policy that stipulates the need for public institutions to have in place robust M&E systems in Tanzania and check the level of compliance to the same.

Appendix III

Permit Letter from the Ministry of Health, Community Development, Gender, Elderly and Children (MoHCDGEC)

THE OPEN UNIVERSITY OF TANZANIA

DIRECTORATE OF RESEARCH, PUBLICATIONS, AND POSTGRADUATE STUDIES

Kawawa Road, KinondoniMunicipality,
P.O. Box 23409
Dar es Salaam, Tanzania
http://www.out.ac.tz

Tel: 255-22-2666752/2668445
Ext.2101
Fax: 255-22-2668759,
E-mail:drps@out.ac.tz

Date: AUGUST 06th,2018,

PERMANENT SECRETARY,
MOHCDGEC,
UNIVERSITY OF DODOMA,
P.O. BOX 573,
40478 DODOMA, TANZANIA.

AD M&E
Tafadhali ratibu na ufanikishe zoezi hilo
ASDPP
13/08/2018

RE: RESEARCH CLEARANCE

The Open University of Tanzania was established by an act of Parliament No. 17 of 1992, which became operational on the 1st March 1993 by public notice No. 55 in the official Gazette. The act was however replaced by the Open University of Tanzania charter of 2005, which became operational on 1st January 2007. In line with the later, the Open University mission is to generate and apply knowledge through research.

To facilitate and to simplify research process therefore, the act empowers the Vice Chancellor of the Open University of Tanzania to issue research clearance ,on behalf of the Government of Tanzania and Tanzania Commission for Science and Technology, to both its staff and students who are doing research in Tanzania. With this brief background, the purpose of this letter is to introduce to you Mr. **DAUDI MGETA** Reg.**PG201608652** pursuing Masters of Arts in Monitoring and Evaluation.We hereby grant this clearance to conduct a research titled***"Influence of Government M&E System on Donor-Funding Attraction in Tanzania: Case of Ministry of Health, Community Development, Gender, Elderly and Children".***

Incase you need any further information, kindly do not hesitate to contact the Deputy Vice Chancellor (Academic) of the Open University of Tanzania, P.O. Box 23409, Dar es Salaam. Tel: 022-2-2668820. We lastly thank you in advance for your assumed cooperation and facilitation of this research academic activity.

Yours sincerely,

Prof HosseaRwegoshora
For: VICE CHANCELLOR
THE OPEN UNIVERSITY OF TANZANIA

Appendix IV

Permit Letter from the Ministry of Finance and Planning (MoFP)

THE UNITED REPUBLIC OF TANZANIA
MINISTRY OF FINANCE AND PLANNING

Telegrams "TREASURY", DodomaTel:026-2963101, Fax:026-2963109
E-Mail: { HYPERLINK "mailto:ps@mof.go.tz" }, (All Official communications should be Adrresed to the Permanent Secretary to the Treasury and NOT individulas).
In Reply please Quote:-

Treasury Square Building,
18 JakayaKikwete Street,
P.O. Box 2802,
40468 DODOMA.

09st October, 2018

Ref.No: JA. 209/476/01/TF/48

Vice Chancellor,
The Open University of Tanzania,
Kawawa Road,Kinondoni Municipatality,
P.O.BOX 23409,
DAR ES SALAAM.

RE: **RESEARCH CLEARANCE**

Reference is made to your letter dated 06th August, 2018 concerning about the above subject matter.

This is to inform you that, an opportunity has been granted in favor of Mr Daudi Mgeta Reg.PG201608652 to conduct a research titled "***influence of Government M&E System on Donor-Funding Attraction in Tanzania.***

With this letter, inform the student to report to the **Director of Planning Department, Director of Poverty Eradication, Commissioner Budget, and Commissioner Policy Analysis Department.**

Thank you for cooperation.

Sania A. Masuba
For:Permanent Secretary

CC: CB
DPD
CPAD
DPE