

**Technical Support for the Tanzania National Coordinating
Mechanism and Global Fund Principal Recipients: Mainland
Tanzania
Final Report for OGAC Washington & USAID/Tanzania**

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Introduction

Under the new OGAC support mechanism for Global Fund activities, Management Sciences for Health's Leadership, Management & Sustainability Project (LMS) provided technical support to the Tanzania National Coordinating Mechanism (TNCM) and the Principal Recipients of Global Fund grants in Mainland Tanzania from September 2006 through February 2007.¹ This final report summarizes the products of that effort, the decisions made by the TNCM, and the immediate changes ensuing from the support process.

The objectives of this support were to:

- a) Clarify and formalize roles, responsibilities, and accountability of all key partners and improve communication within the TNCM and between the TNCM and recipients/sub-recipients;
- b) Strengthen the ability of the TNCM and its technical teams to provide active oversight and leadership for Global Fund activities and provide a clear process for identifying and addressing performance problems and major bottlenecks, which cannot be resolved by the Principal Recipients alone;
- c) Clarify and strengthen the funds flow process and grants management by the Principal Recipients and Lead Sub-Recipients;
- d) Improve monitoring and reporting on Global Fund activities, including development of high-level tools for monitoring and feedback between the TNCM, the Principal Recipients and the various kinds of Sub-Recipients and introduction of management/leadership indicators for the Principal Recipients and for the TNCM.

The scope of work formulated by the TNCM with USAID/Tanzania was approved by OGAC in August 2006. A three-part team was formed by LMS for this challenging mission: Governance sub-team: Phyllis Craun-Selka, Peter Maina, Judy Seltzer; Finance and budgeting sub-team: Nyamache Nyachienga, John Majo, Frank Thurania; Oversight and information sub-team: Marc Pechevis, Ahmet Afsar, Wayne Stinson. The team was led by Catherine Severo and received support from Patrick Waweru, former Local Fund Agent, and Ken Heise, MSH/LMS Resident Advisor. The team accomplished three intensive periods of work in Dar es Salaam (and Dodoma) from 12-21 September, 11-16 November 2006 and 22 January – 3 February 2007, as well as work from the home offices between trips.

As requested by the TNCM, a participative process was used combining individual interviews, group discussions, work sessions on specific topics with 3-15 participants, and iterative review of draft documents and report formats by the Lead Sub Recipients, Principal Recipients, TNCM Secretariat and TNCM members. A TNCM Retreat was held on 16 November 2006 during which TNCM members were invited to make decisions on options for reorganization of governance process and on oversight. A final presentation was made to the TNCM Executive Committee on 29 January 2007 during which documents were presented for review and a final set of issues for decision making was presented to TNCM members. Since that time, efforts have focused on the completion of final documents and products.

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Governance Strengthening for the TNCM

Issues

Since its last reform in early 2005 and, more particularly, since the change of government in early 2006, the TNCM's membership had changed considerably and the two-tier structure defined in the 2005 TNCM document had never been fully operationalized. A diagnostic exercise using a functional analysis found that, while the TNCM carried out the five basic functions² of a CCM and addressed crises when they arose, the TNCM's ability to provide timely, rapid and effective oversight, problem solving, and decision making had weakened. Faced with a very rich and complex portfolio of GF grants and demanding deadlines for Phase II renewals, the TNCM needed to reinforce its structure and clarify the process of governance.

Solutions

Through the participative analysis of the five functions across the TNCM tiers, the TNCM members and TNCM Secretariat staff decided to activate the two-tier structure defined in 2005. This plan calls for Tier 1 (the Executive Committee) to assume responsibility for high-level decision making, and Tier 2 (Technical Coordinating Team chaired by the TNCM Secretary, and Technical Working Groups) to provide disease-specific technical oversight and guidance to the grants and to proposal development. An extensive list of functions, activities, tasks, and responsibilities were re-distributed among these bodies. Procedures were developed for activating the bodies (including member selection and Executive Committee membership renewal) and carrying out key functions. Deadlines and calendars were defined to regulate the process and also to be used to measure performance. Furthermore, a detailed generic pathway for development of a Global Fund national country coordinated proposal was prepared.³

These clarifications were documented formally for the TNCM through revised and new framework documents:

- **Product 1:** "Definitions and Guidelines for the Tanzania National Coordinating Mechanism", (3rd revision)
- **Product 2:** "Supplementary Procedures for the Tanzania National Coordinating Mechanism: Tier 1, Tier 2 & TNCM Secretariat"

These documents were approved by the TNCM Executive Committee on 29 January 2007.

A side product of this governance strengthening process has been the renewed commitment of Government to the TNCM and to the Global Fund grants. (This was prompted in part by the discussion between the Ambassadors and the President of Tanzania on World AIDS Day 2006.) Not only did the Permanent Secretaries participate strongly in the January TNCM meeting, but the Prime Minister's Office has created an Inter-Ministerial Committee on AIDS (also covering GF issues) to meet at least monthly, while the President is requiring regular briefings.

² The five basic functions of a Global Fund CCM: 1) organization, functioning, and membership; 2) harmonization of GF activities with other support, 3) management of proposal design process; 4) monitoring and oversight of grant implementation; 5) communication and information.

³ This pathway is based upon Helfenbein, Severo, "Scaling up national HIV/AIDS programs: a manual for multi-sectoral planning", MSH 2004, developed under the Management & Leadership Project.

Reinforcement of the TNCM Secretariat

Issues

The TNCM Secretariat is housed in the Tanzania Commission for AIDS (TACAIDS). Secretariat duties were carried out by the TACAIDS Global Fund Coordinator, formerly the TACAIDS Director of Policy and Planning. Other TACAIDS directors and staff give occasional assistance. However, the Secretariat role had become intertwined and confused with TACAIDS' role as Coordinating Sub-Recipient under the Round 3 HIV/AIDS/TB and Round 4 HIV/AIDS grants. Furthermore, the grant portfolio and the complexity of the TNCM structure had grown to the extent that a one-person Secretariat could no longer do the job. The TNCM Executive Committee members and TACAIDS wished to clarify and strengthen the Secretariat.

Solutions

Work sessions with the TACAIDS Executive Chairman, Directors and the Global Fund Coordinator, Dr. Joseph Temba, were conducted to sort out and reassign responsibilities and tasks for the various Global Fund roles at TACAIDS. Account was taken of the new responsibility of chairing the Technical Coordinating Team, and of reallocating certain tasks to the Technical Working Groups. An analysis of work loads led to the proposal of a TNCM Secretariat unit under the Executive Chairman and reporting to the TNCM Chair, with a proposed staff of four persons: a TNCM Secretary (former GF Coordinator), a Deputy TNCM Secretary (to be recruited) to learn the job in view of the expected retirement of the current Secretary at the end of 2007, a TNCM Monitoring Officer, and a TNCM Management Officer.

These changes were reviewed by the TNCM at the November retreat and approved for development. The full set of Secretariat duties are defined in the "Definitions and Guidelines" document.

- **Product 3:** Job descriptions and an organigram for the Secretariat are included in the "Supplementary Procedures" document.
- **Product 4:** A work plan was developed based on the Framework documents (Products 1-3) and transmitted to the TNCM Secretariat on 5 February. A preliminary budget for the TNCM and the TNCM Secretariat has been prepared (this was held up by TACAIDS' preparation of the MTEF) based upon the work plan.

The work plan and budget will be used for mobilization of resources from the Government of Tanzania (through the MTEF), from the Development Partners' Group, and from the Global Fund through reprogramming of support in existing grants (probably Round 3 HIV/AIDS/TB). Draft text to explain the reprogramming request to the LFA and GFATM has been prepared and transmitted to TACAIDS as part of Product 4.

Clarification and strengthening of PR/LSR management and financial flows

Issues

Different start up and management solutions had been adopted for each of Tanzania's GF grants. Memorandums of Understanding and an Operations Manual had been developed for Round 3 and an Operations Manual for Round 4

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HIV/AIDS, but no such documents existed for other grants, nor were the two manuals the same. Furthermore, considerable confusion existed about the procedures for funds transfer and the pathways by which funds moved from the GF to Sub Recipients. PRs and LSRs had encountered significant problems with FOREX, VAT exemption, and tendering, but the TNCM had intervened only when these issues came to crisis. The relatively disengaged stance of the Minister of Finance, the PR for most grants and the majority of funds, contributed strongly to slow funds flow and the other financial issues. Minimal engagement by the Prime Minister's Office for Regional Administration and Local Government (PMO-RALG) further limited effective communication, funds flow, and oversight of LGA Sub-Recipients. These were some of the issues behind the delayed and insufficient use of funds facing Tanzania in recent months.

Solutions

Work with the PRs, LSRs, TACAIDS, and PMO-RALG produced a series of funds flow diagrams and a description of the financing bottlenecks that were presented to the TNCM at the November retreat (**Product 5**). TNCM members determined that two types of solutions were needed: greater involvement by key ministries (Finance, PMO-RALG) in problem solving, and also clearer, standardized instructions to PRs, LSRs, and SRs. Furthermore, introduction of financial and procurement tracking indicators would improve transparency and accelerate problem identification. Therefore, a variety of solutions were put into motion:

- To the Technical Coordinating Team (Tier 2 of the TNCM), a representative of the Ministry of Finance and another from the PMO-RALG were added to improve identification and resolution of cross cutting problems affecting the grants.
- PMO-RALG has identified a new Global Fund Coordinator (Mr. Sanford Kwai) who ranks higher than the existing HIV/AIDS Focal Person (Mr. Masimbusi). It is expected that Mr. Kwai will sit on the TCT.
- **Product 6:** "Operations Manual for the Tanzania Mainland Global Fund Grants to Fight AIDS, Tuberculosis, and Malaria". This manual can be used by all PRs, LSRs, and Sub Rs. It contains full instructions for funds request, reporting, Memorandums of Understanding, and other financial, planning, partnership, and management matters. This product has been transferred to all the Principal and Lead Sub Recipients, as well as to the TNCM.

Renewed engagement by the Ministry of Finance and PMO-RALG and accountability to the Government through the new Inter-Ministerial Committee, as well as through Tier 1 and Tier 2 of the TNCM, will undoubtedly keep things more fluid in future. Nevertheless, solutions to the FOREX and VAT problems have not yet been agreed upon by the Ministry of Finance: this will require ongoing follow up by the Executive Committee.

Reorganization and strengthening of grant oversight

Issues

Given the large and complex grant portfolio, the TNCM had neither the structures, nor human resources, nor tools for adequate grant oversight. Although the LSRs usually submitted semi-annual reports to the TNCM (verbal and written), these reports varied greatly in volume, detail, and content. With Tier 2 structures inactive, the TNCM Secretariat had been struggling with grant oversight by

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mobilizing the informal assistance of development partners and technical support agencies. Problems and bottlenecks were rarely identified or dealt with until they became serious or even threatened the continuation of grants. No one was satisfied with the situation.

In addition, the TNCM and PRs had decided to harmonize the GF grant indicators for HIV/AIDS with the newly agreed national indicators and to coordinate GF technical reporting with the national HIV/AIDS MIS system under development with the World Bank GAMETT program. Because this process is not yet complete, AIDS grant PRs and SRs (and to some extent the TNCM) were confused about the best choices for improving the flow of information and anxious to avoid duplication.

At the grant level, the Monitoring and Evaluation Coordination Sub-Committee of the Round 3 HIV/AIDS grant had never been organized. This Sub-Committee was to be led by the Program Management Unit at NACP, MOHSW and include all the LSRs; funding and scheduling have been included in the formal plans since Year 1. The LSRs were eager for help to begin this coordinated activity. Furthermore, all LSRs were eager to clarify the monitoring and reporting procedures in the Operations Manual.

Solutions

Strengthening TNCM oversight required a variety of modifications.

Strengthening oversight at TNCM level

Activation of the Tier 2 structures (Technical Coordinating Team, Technical Working Groups) and reinforcement of the Secretariat were vital decisions taken by the TNCM to commit time and human resources to oversight. Efforts to start up these structures during the consultancy were only moderately successful however; the institutional bases for the Technical Working Groups were still not confirmed by the national disease programs as of 29 January 2007. Only the authority of the TNCM Executive Committee, or perhaps that of the Chair as PS-PMO, will be sufficient to insist upon start up of the TWGs.

Assuming that the Tier 2 structures will be formed, an oversight process and a quarterly oversight cycle was designed for the TNCM and documented in the "Supplement Procedures" manual (Product 2). This would provide for a series of meetings throughout the quarter by the TWGs, then the TCT, leading to the quarterly Executive Committee meeting at which a detailed report on grant progress and issues would be presented by TCT members.

Strengthening monitoring and reporting at PR/LSR/SR levels

Support was provided to the Project Management Unit at NACP, MOHSW, to start the Monitoring and Evaluation Coordination Sub-Committee. This Sub-Committee is chaired by Dr. Hiltruda Temba, NACP. Terms of reference were drafted, an agenda was drawn up, and the first meeting of the LSRs was facilitated. During work sessions with the HIV/AIDS LSRs and SRs, sharing of experiences between the public and private LSRs in M&E and coordination of M&E was facilitated, leading to the adoption by MOHSW, MoD, and PMO-RALG of the M&R system that had been developed by CSSC, AMREF, and UCC.

For all grants, more detailed monitoring and reporting procedures were provided in the generalized Operations Manual (Product 6).

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Improving the quality of information about grant performance

To support increased oversight, several procedures were proposed in the “Supplementary Procedures” manual to improve the quality, timeliness, and pertinence of grant information reaching the TNCM. The most innovative consists of the introduction of Executive Dashboards for tracking progress on each grant.⁴ Executive Dashboards use Excel software to repackage information from the Principal Recipient and LSRs. The Executive Dashboard consists of a three-page summary in graphic form of quarterly information for each grant. A 1-page cover sheet of upcoming events and analysis should accompany the graphic summary. One-page per grant versions and a 1-page all-grants “presidential summary” are also produced for the TNCM and for use by the Prime Minister, the President, leaders, or the press.

The Executive Dashboards refocus oversight on three areas of performance: 1) financial management of grant funds, 2) grant implementation, including reporting, procurement and HR recruitment, and 3) technical results using national indicators. The introduction of financial and grant implementation indicators into oversight will enable the TNCM to spot warning signs of problems earlier and monitor the biggest expenditure areas on a quarterly basis. The Executive Dashboards will also be used by the PRs/LSRs as management and information tools with their Sub Recipients.

Development of the Executive Dashboards has been conducted through intensive work sessions with the PRs, LSRs, and the University Computing Centre Limited (UCC), the SR under the Round 3 and Round 4 AIDS grants. UCC will provide the ongoing management and production of the Executive Dashboards under the supervision of the TNCM Secretariat, as part of its SR activity. It is expected that the first complete Executive Dashboard for each grant will be available for the next regular quarterly cycle of oversight.

- **Product 7: Executive Dashboards**
 - **Round 1 Malaria:** first draft was shared with the TNCM on 22 February;
 - **Round 3 HIV/AIDS/TB:** a first draft was shared with the TNCM on 22 February;
 - **Round 4 HIV/AIDS:** essentially complete and transmitted to UCC, data collection to be completed with the LSRs by UCC;
 - **Round 4 Malaria:** essentially complete and transmitted to UCC, data insertion to be completed with NMCP by UCC.

The programming is now complete and all spreadsheets have been handed over to the University Computing Centre Ltd (person in charge: Graham Wilson).

Completion of the first quarterly Executive Dashboards for use by the TNCM has taken longer than expected due to difficulties in obtaining the data from the PRs and LSRs (more than 100 emails have been exchanged with the PRs/LSRs in the last month). Although they participated extensively in the development process and indicator selection, the PRs/LSRs have discovered that their information, especially their financial information, is not as complete as expected or not in the format they expected. Reporting rates from the many SRs are variable. Furthermore, PMO-RALG is struggling to assume responsibility for gathering information from the LGAs involved.

⁴ The CCM Executive Dashboard tool was first developed for the PR and CCM in Nicaragua with similar OGAC support.

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On 21 January, the TNCM Secretariat wrote, “Apparently we [the PRs/LSRs] have not been able to provide all the data on time [for the TNCM meeting on 22 January]. I have been following your emails exchanges with the various programme managers and some are struggling hard. At PMORALG it is very difficult as there is no technical person who is competent to get the data from so many regional and council management teams. We are discussing with MOH on how to strengthen the technical and financial supervision at that level... Round 4 Malaria has submitted the data. AMREF with many sub-sub recipients is working on it. TACAIDS is struggling... However, we will share the dashboards [with the TNCM] as we get them finalized. At a later stage, we should have meeting of programme managers to share experiences on the Dashboard.” The TNCM members have now received the Round 1 and Round 3 Dashboards.

It is important to differentiate between development of the Dashboards and the quality of the first Dashboard reports. As the TNCM Secretary points out, producing better quality information is a struggle. The weaknesses and gaps in the first reports will show the PRs and the TNCM where more attention is needed to improve accountability and data quality, setting an agenda for the TWGs and TCT for some time to come.

Final Status

The modifications and products described above were presented to the TNCM on 29 January 2007 and approved by them. (This decision should appear in the TNCM minutes.) The definitive copies of Products 1-4 & 6 were transmitted to the TNCM Secretariat by email between 1 and 4 February. Product 5 was transmitted to the TNCM Secretariat with other intermediate products in December 2006.⁵ The various spreadsheets for Product 7, with their data collection tool, data management tool, and instructions were transmitted electronically to the LSRs, UCC, and the TNCM Secretariat between 29 January and 23 February. Final instructions and handover to the University Computing Centre Ltd was completed by email on 22 February as well.

This short-term consultancy has assisted the TNCM to accelerate the rhythm of decision making, leadership, and oversight, as well as to bring about the re-engagement of the Government members with the Global Fund process. Clarification and documentation of essential procedures and responsibilities should enable the TNCM to activate Tier 2 technical bodies. This documentation should also provide the basis for accountability and self-evaluation against the deadlines and standards set out therein. As one TNCM member has said, “now no one can say they weren’t informed”. In a similar fashion, the Operations Manual for Grants can be used both to instruct and structure management and also as a basis for evaluation of grant implementation management against agreed standards. The Dashboards will provide a quarterly checkup and quarterly feedback as well.

Suggested Local Follow-up

Short-term consultancy assignments can help the TNCM and PRs chart a new course. But only the institutions can carry out the plans they have agreed on paper. Follow-up by TNCM members, including development partners, as well as

⁵ A final CD of all materials will be sent to OGAC Washington and to USAID Tanzania. See Annex 1 for the list of products on the CD.

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follow-up by MSH Tanzania, will be important to push for completion of the following changes:

1. Formation and start up of the Technical Working Groups, including the Avian Flu working group;
2. Formation and start up of the Technical Coordinating Team;
3. Mobilization of resources for the TNCM and TNCM Secretariat based on the new budget;
4. Recruitment of the new TNCM Secretariat staff;
5. Use of the Supplementary Procedures for membership renewal, proposal development, and oversight.

The changes above will require follow up at TNCM Executive Committee level. The changes below could receive additional support from MSH Tanzania.

1. Technical support to the TNCM Secretariat and to UCC for completion of the Memorandum of Understanding for the Executive Dashboards. Proposed deadline: 30 March 2007;
2. MSH could facilitate with UCC a “Using the Executive Dashboard” session with each Technical Working Group and with the Technical Coordination Team to orient them to the various indicators and warning signals. Such sessions could be planned for March-April 2007;
3. MSH could assist the TNCM Secretariat with initial orientation of the TWGs;
4. Similarly, for non health members of the TNCM or for those interested, MSH could facilitate a “Using the Executive Dashboard” session;
5. For the rest of 2007, monthly follow up with UCC and the LSRs on preparation of the Dashboards and use of the information as a management tool;
6. Facilitation of the development of remaining MOUs for grants that do not have them (as per the Operations Manual);
7. Follow up support through monthly or quarterly contacts with Dr. Hiltruda Team for the Round 3 Monitoring & Evaluation Coordination Sub-Committee.

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Annex 1: Final products of this consultancy

The following products will be transmitted to OGAC Washington and to USAID/Tanzania by CD:

Product 1:	“Definitions and Guidelines for the Tanzania National Coordinating Mechanism”, (3 rd revision)
Product 2:	“Supplementary Procedures for the Tanzania National Coordinating Mechanism: Tier 1, Tier 2 & TNCM Secretariat”
Product 3:	Job descriptions and an organigram for the Secretariat are included in the “Supplementary Procedures” document.
Product 4:	Work plan and budget for the TNCM Secretariat, with suggested text for reprogramming Round 3 funds.
Product 5:	Funds flow diagrams and financial analysis issues.
Product 6:	“Operations Manual for the Tanzania Mainland Global Fund Grants to Fight AIDS, Tuberculosis, and Malaria”.
Product 7:	Executive Dashboards and related materials
TNCM Retreat products:	<ol style="list-style-type: none">1. Proceedings from the TNCM Retreat, 16 November 20062. Briefing note for ambassadors on TNCM issues3. Power point presentations from the TNCM Retreat
Other presentations	<ol style="list-style-type: none">1. Presentation to the TNCM, 29 January 20072. USG briefing on the Global Fund, 25 January 2007