



REVOLUTIONARY GOVERNMENT OF ZANZIBAR

**Medium Term Strategy
2012/13 - 2016/17
(Volume I)**

**Zanzibar Public Service Reform
Program**

April, 2013

Table of Contents

TABLE OF CONTENTS.....	i
ABBREVIATIONS/ACRONYMS	vi
DEFINITION OF TERMS	viii
Chapter 1	1
.....	1
Background and Context	1
1.1 Introduction	1
1.2 Background and Context	1
1.3 Public Service Reform in Zanzibar: The Genesis.....	3
1.4 The Imperatives for Implementing Public Service Reform in Zanzibar	5
1.4.1 The Problems Facing the Zanzibar Public Service	5
1.4.2 Political leadership recognizes the critical role of the public service in realizing MKUZA objectives	7
1.4.3 The global trends in reforming government.....	8
1.5 Vision, Mission and Long Term Strategic Perspective	8
1.5.1 Vision and Mission	8
1.5.2 Core Values	9
1.5.3 Guiding Management Principles	9
1.5.4 Long-Term Perspective	9
Chapter 2	12
Medium Term Program Strategy.....	12
2.1 Program Development Objective	12
2.2 Key Determinants of the Scope and Focus of ZPSRP Strategy	13
2.3 Program Scope and Focus: Key Features.....	13
2.4 The Organization of the ZPSRP Medium Term Strategy.....	14
2.5 The ZPSRP Formulation Process.....	15
2.6 Review of the ZPSRP Strategy	17
2.6.1 Formulation of Public Service Management Policy.....	17
2.6.2 Public Service Act.....	17
2.6.3 Public Service Management Regulations.....	17

2.6.4	Assessment of President’s Office, Public Service and Good Governance’s Capacity Requirements for Managing the ZPSRP.....	18
2.6.5	Redefinition of the Role and Scope of the Government.....	18
2.6.6	Installation of Records Management Systems in 5 Selected Ministries.	18
2.6.7	Restructuring of Government Ministries	19
2.6.8	Establishment of a Centralized Human Resource Data Base	19
2.6.9	Leadership and Capacity Development.	19
2.7	Implementation Challenges and Lessons Learnt	19
2.7.1	Implementation Challenges	19
2.7.2	LESSONS LEARNED.....	20
2.8	Summary and Content of Volume I	23
Chapter 3	.....	24
Key Result Area 1: Strengthening Institutions, Structures and Systems for Service Delivery ..		24
3.1	Background and Context	24
3.2	Recent Reform Initiatives on Institutions, Structures and Systems	25
3.3	Issues and Challenges.....	25
3.4	Planned Outcomes	25
3.5	Broad Interventions	26
3.5.1	Broad Intervention 1: Functional Reviews of Government Institutions.....	26
3.5.2	Broad Intervention 2: Select and Install Appropriate Systems and Tools to Improve Accountability and Service Delivery	29
3.6	Summary of the KRA.....	32
Chapter 4	.....	33
Key Result Area 2: Managing Public Servants.....		33
4.1	Background and Context	33
4.2	Recent Reform Initiatives on Human Resource Management	34
4.3	Continuing Issues and Challenges	34
4.4	Planned Outcomes	35
4.5	Broad Interventions	36
4.5.1	Broad Intervention 1: Finalize and Implement a Public Service Management Regulations.....	36
4.5.2	Broad Intervention 2: Strengthen the Management of Human Resource Functions	36
4.5.2.2	Output 2: Medium Term Human Resource Development Strategy Developed and Implemented by June 2015.....	37

4.5.3	Broad Intervention 3: Strengthen the Management of Diversity Related Issues	38
4.5.4	Broad Intervention 4: Promote Good Governance Principles and Practices in Zanzibar	39
4.5.5	Broad Intervention 5: Strengthen Institutional and Human Resource Capacities	41
4.5.6	Broad Intervention 6: Develop and Implement Public Service Pay Policy and a Medium Term Strategy	44
4.5.7	Broad Intervention 7: Develop and Implement Wage Bill Control Measures	45
4.5.8	Broad Intervention 8: Improve Working Environment of Public Servants	46
4.6	Summary of the KRA	47
Chapter 5		48
Key Result Area 3:		48
Information and Records Management		48
5.1	Background and Context	48
5.2	Recent Reform Initiatives on Information and Records Management	49
5.3	Issues and Challenges	49
5.4	Planned Outcomes	50
5.5	Broad Interventions	50
5.5.1	Broad Intervention 1: Improve the Management of Records and Archives to Support Internal Government Operations and Service Delivery	51
5.5.2	Broad Intervention 2: Promote the use of ICT to Support Internal Government Operations and Service Delivery	53
5.6	Summary of the KRA	55
Chapter 6		56
Key Result Area 4:		56
Reforming Local Government		56
6.1	Background and Context	56
6.2	Recent Reform on Reforming Local Government	58
6.3	Key Issues and Challenges	59
6.4	Planned Outcomes	59
6.5	Broad Interventions	60
6.5.1	Broad Intervention 1: Implement a Policy on Local Government	60
6.5.2	Broad Intervention 2: Strengthen the Institutional Framework for Local Government	61

6.5.3	Broad Intervention 3: Strengthen the Management of Human Resources in Local Government Authorities.....	63
6.5.4	Broad Intervention 4: Develop and Implement Mechanisms to Enhance the Financial Resource Base of Local Government Authorities	63
6.5.5	Broad Intervention 5: Promote Good Governance Practices within LGAs.....	66
6.6	Summary of the KRA	68
Chapter 7	.....	69
Key Result Area 5:	.....	69
Program Management	.....	69
7.1	Background and Context	69
7.2	Program Governance and Management Arrangements.....	70
7.2.1	Governance and Oversight Arrangements	70
7.2.2	Program Management Arrangements.....	71
7.3	Coordinating ZPSRP with other Reforms	72
7.3.1	The Steering Committee	72
7.3.2	The Stakeholders Conference on Public Sector Reforms	72
7.3.3	The Reform Coordination Unit (RCU).....	72
7.3	Planned outcomes.....	73
7.4	Broad Interventions of this KRA	73
7.4.1	Broad Intervention 1: Manage the Implementation of the Reform Program.....	73
7.4.2	Broad Intervention 2: Provide Oversight to the Reform Program	74
7.4.3	Broad Intervention 3: Enhance Coordination of ZPSRP with other Public Sector Reforms.....	74
7.4.4	Broad Intervention 4: Monitor and Evaluate Implementation Progress and Results of the Program.....	75
7.4.5	Broad Intervention 5: Create Awareness of and Commitment to ZPSRP at all levels.....	76
7.5	Summary of the KRA	77
Chapter 8	.....	78
Program Budget and Funding	.....	78
8.1	Budget Summary	78
8.2	Financing	78
ANNEX 1: SELECTED REFERENCES	.....	79

ANNEX 2: LIST OF STEERING COMMITTEE, TASK FORCE, DRAFTING TEAM, REVIEW TEAM AND
SECRETARIAT 82

ABBREVIATIONS/ACRONYMS

AIDS	-	Acquired Immune Deficiency Syndrome
CBOs	-	Community Based Organizations
CSD	-	Civil Service Department
D-by-D	-	Decentralization by Devolution
DRAM	-	Department of Records and Archives Management
DPP	-	Director of Public Prosecutions
GNU		Government of National Unity
HIV	-	Human Immune-deficiency Virus
HoR	-	House of Representatives
HR	-	Human Resource
ICT	-	Information and Communication Technologies
IEC	-	Information, Education and Communication
IFMIS	-	Integrated Financial Management Information System
IMTC	-	Inter-ministerial Technical Committee
IPA	-	Institute of Public Administration
KRAs	-	Key Results Areas
LGAs	-	Local Government Authorities
M&E	-	Monitoring and Evaluation
MDAs	-	Ministries, Departments and Agencies
MDG	-	Millennium Development Goals
MKUZA	-	Mkakati wa Kukuza Uchumi na Kupunguza Umaskini Zanzibar
MTEF	-	Medium Term Expenditure Framework
NACTE	-	National Accreditation Council for Technical Education
NGOs	-	Non Governmental Organizations
NSAs	-	Non State Actors
PIRM	-	Program Implementation Review Meetings
PMC	-	Program Management Committee
POPSGG		President's Office -Public Service and Good Governance

POFEDP	-	President's Office -Finance, Economy and Development Planning
PO PSM		President's Office -Public Service Management
POCRC	-	President's Office and Chairman of Revolutionary Council
PRAP		Performance Results and Accountability Project
RCU	-	Reform Coordination Unit
RGoZ	-	Revolutionary Government of Zanzibar
RMA		Records Management Assistants
RRA		Rapid Results Approach
Tzs	-	Tanzania Shillings
ZIPA	-	Zanzibar Investment Promotion Authority
ZPSRP	-	Zanzibar Public Service Reform Program
ZSGRP	-	Zanzibar Strategy for Growth and Reduction of Poverty

DEFINITION OF TERMS

Broad Interventions: Describe the broad means for achieving the planned outcomes; the “hows.” Hierarchically, each KRA contains several outcomes. Broad interventions are not linked to specific outcomes) but are envisioned to contribute towards the entire set of intermediate outcomes under a KRA.

Capacity Building: a process leading to either (i) skill upgrading, (both general and specific), (ii) procedural improvements, and (iii) organizational strengthening. Capacity building refers to investment in people, institutions, and practices

Evaluation: a periodic assessment of the efficiency, effectiveness, impact, sustainability and relevance of a project in the context of stated objectives.

Governance: the way in which power and authority influence public life, especially economic and social development

Impact: an effect on well-being, a significant long-term developmental change induced in the user of a service or product.

Indicator: a number with an explicit measurement purpose.

Institutions: are the set of constraints devised by humans to shape their interaction. They can be formal or informal and are designed to provide structure to daily life. They constitute the “rules of the game.”

Intermediate Outcomes: The desired effects or consequences of the programme’s interventions on its MDA clients. Outcomes are KRA specific. During the planning stage, outcomes have been translated into (strategic or high level) objectives. Together with external influences, outcomes contribute towards the meeting of the Programme’s goal. Intermediate outcomes are summarised by a Programme Development Objective which cuts across all KRAs.

Key Results Areas (KRAs): KRAs are a means to conveniently group issues, problems, outcomes (results), or work. KRAs are used to break the programmes into more manageable parts. The division into KRAs is subjective.

Milestone: an important or key activity tagged or singled out for special monitoring in terms of progress or completion.

Monitoring: the systematic and continuous collecting, analyzing and using of information for the purpose of management control and decision-making

Outcome: a direct, but *intermediary* change or improvement in the welfare of the customer or beneficiary as a result of the use of a service (or output).

Output: what an organization produces and can be held accountable for producing the deliverables.

Programme Strategies: Describe the means by which goals will be met across the programme; these tend to address cross cutting challenges and issues.

Programme: A time-bound intervention that differs from a project in that it usually cuts across sectors, themes and/or geographic areas, uses a multi-disciplinary approach, involves more institutions than a project, and may be supported by different funding sources.

Targets (Smart Outputs): What is anticipated to be produced or delivered by the Programme. Targets may cover a 5 year or a one year time frame. Hierarchically, a broad intervention may have several targets. Generally, a single target can not

be linked, hierarchically, to a single intervention: producing outputs causes the realization of outcomes but the relationship may be one to many.

Background and Context

1.1 Introduction

In recognition of the importance of the public service, governments make significant investments to reform its institutions; review its rules and procedures; train and equip public servants with new tools and ways to undertake their jobs. The Government of Zanzibar also recognizes the value of the public service-its people and its institutions-and has, over the last ten years, been undertaking a number of public service reform initiatives which have contributed to modest improvements of the public service. However, most of these reforms have not been comprehensive in focus and magnitude. In that regard, the Revolutionary Government of Zanzibar (RGoZ) has decided to implement a comprehensive public service reform program.

1.2 Background and Context

Zanzibar is an autonomous part of the United Republic of Tanzania. It consists of two main islands, Unguja and Pemba with a total area of 2,654 sq km. According to the Population and Housing Census of 2002, Zanzibar had a population of 981,754 with a growth rate of 3.1%. As of 2012 the population is estimated to be 1.3 million. Zanzibar has its own government with a legislative assembly known as the House of Representatives (HoR), the executive headed by the President of Zanzibar and its own judicial system. Zanzibar now boasts of peace and stability following a Constitutional amendment which resulted formation of the Government of National Unity (GNU) in 2010.

Zanzibar economy has shown a good performance in 2011, with a GDP estimated at US \$ 617 with growth rate of 6.8 percent¹ (which translate to a capita income of Tzs. 960,488 equivalent to USD 617). This is a significant increase from the average of Tzs. 639 billion equivalent to USD 534 in 2008. This growth is due to macroeconomic policies that were pursued by Zanzibar since 1990s. Some of the measures that stimulated growth include liberalization of the economy to allow private sector to play greater role and favourable policies to encourage investment². Economic growth has been driven mainly by the increasing contribution and growth of the service

¹ Department of Budget - POFEDP, 2013

² Zanzibar Human Development Report 2009, pg 30

sector, which represents up to 44 percent of GDP while agriculture contributes 32.2 percent and 12 percent from industries sector.

Despite Zanzibar's improved macroeconomic performance, inflationary pressure in recent years has raised concerns about macroeconomic instability and this remains a challenge for human development. Annual inflation has been declining from 12.5 percent in 2009 to single digit of 6.1 percent in 2010. Data from the Household Budget Survey reveals that the percentage of Zanzibaris live below the basic needs poverty line has decreased from 49 percent in 2004/2005 to 44 percent in 2009/2010, with poverty being more pronounced in rural than in urban areas.

Zanzibar's overall development framework and long term social and economic development goals are laid out in the Zanzibar Vision 2020. The thrust of the vision is to eradicate absolute poverty and attain sustainable development by 2020. To guide the implementation of Vision 2020 in the medium term, Zanzibar has implemented two successive medium term initiatives which are Zanzibar Poverty Reduction Plan (ZPRP) launched in 2002 and The Zanzibar Strategy for Growth and Reduction of Poverty (ZSGRP) popularly known as MKUZA, implemented in 2007-2010. The third generation of these medium term poverty strategies is dubbed as the Successor to the Zanzibar Strategy for Growth and Reduction of Poverty (ZSGRP II), or MKUZA II in its Kiswahili acronym. It is a five years strategic plan that covers the period from 2010 to 2015.

Like its predecessor, MKUZA II, which is in line with Millennium Development Goals, spells out deliverables through three interrelated clusters namely; growth and the reduction of income poverty, well-being and social services as well as good governance and national unity. Cluster one of MKUZA II, aims to achieve high and sustainable pro-poor growth; cluster two focuses on improvement of the social well being of the people through the provision of affordable social services. On the other hand, cluster three aims at promoting good governance and national unity. It focuses on enhancing democratic institutions, rule of law and the national unity. This cluster deals with institutional issues that are essential for growth and reduction of poverty, and for the promotion of national unity and solidarity. It places emphasis on implementation of core reforms to strengthen institutional performance and address governance challenges in the Isles.

In recognition of the importance of good governance in achieving sustainable development and the continued prevalence of deficiencies in the public service system, the government has, embarked on implementing governance and institutional reforms, including the public service reform program all aimed at strengthening the principles of good governance and creating an enabling environment for promoting pro-poor growth and reduction of poverty.

1.3 Public Service Reform in Zanzibar: The Genesis

The RGoZ has been undertaking a number of public sector reforms initiatives, since the dawn of the Revolution in 1964. Immediately after the Revolution, Government had to establish new institutions and organization units, both at the centre and service delivery levels, to handle responsibilities occasioned by the change of status of the country as well as the need to spearhead socio-economic development. Efforts were also taken to build almost from scratch a cadre of public service personnel to man the new and expanded functions of the government.

The results of these interventions went a long way to create public service machinery which has the capacity and characteristics required to meet the high expectations of Zanzibaris for progress and advancement. However, the rapid and vast expansion of the public service (in terms of institutions and personnel) put a severe strain on the country's resources and contributed, in some measure, to public service performance problems that surfaced in the 1980s.

In response to the public service performance problems the government, during the late 1980s and 1990s, adopted cost containment reform measures including progressive disengagement from state owned enterprises, restructuring government institutions and freezing of employment in the public sector. However, the RGoZ like many other governments in the developing world came to realize that the reform thrust that is based on the cost containment philosophy undermines the capacity of the country to achieve sustainable development.

At about the same time the RGoZ launched Vision 2020 as a long term strategy to eradicate poverty and attain sustainable development by 2020. In turn the government has developed two successive strategies (ZPRP and MKUZA) for implementation of the Vision in the medium term. The effective realization of the objectives of MKUZA requires strong public sector institutions. Therefore, as part of the implementation of MKUZA government has given high priority to reforming public institutions and it has decided to initiate concerted reform action within the framework of core reforms in the areas of financial and economic management, good governance as well as institutional and human resources.

The economic and financial management reforms target employment creation, diversification of the economic activities, improvement of the infrastructure and provision of an effective legal and regulatory framework. The reforms also focus on improving revenue collection, streamlining and improving planning and budgeting, as well as accounting and reporting systems. Reforms in the area of governance focus on improvement of the legal system and access to justice, instituting and enhancing participatory democracy, promote tolerance and ensure political stability. On the other hand institutional and human resource reforms focus on strengthening institutions and development of human resources, building the capacity of Community Based Organizations (CBOs) and Non Governmental Organizations (NGOs) as well as

promoting development of the private sector. The core reforms were coordinated under the President's Office -Finance, Economy and Development Planning (POFEDP).

The initiative to undertake reforms in support of MKUZA through the core reform framework during the last few years has had number of positive results. Reforms under the economic and financial management area contributed to the improvements in the macro economic fundamentals of Zanzibar and enhanced the capacity of POFEDP in terms of organization structure, human resource, systems and tools. The reforms have also resulted in enhanced revenue collection, improvement in planning and budgeting as well as accountability. In addition the installation of the Integrated Financial Management Information System (IFMIS) has significantly strengthened the financial management function.

Similarly, the reforms in the institutional and human resource area have resulted in some improvements. The notable areas of improvements include revision of the public service pay structure and consequential enhancement of pay levels. The Government has also taken action to address the ghost worker phenomenon resulting in weeding out approximately 1,400 ghost workers. Another action relates to the development and installation of a payroll system resulting in a more efficient management and processing of payroll data in the public service.

With regard to governance reform, notable achievements include the establishment of the Office of the Director of Public Prosecutions (DPP) with a view to strengthening the prosecution functions and dispensation of justice. A related positive measure was to separate prosecution and investigation functions (civilianize prosecution).

In as much as the implementation of the core reforms which were aimed at supporting the realization of MKUZA objectives resulted in the achievements noted above, government realized that these reform interventions required to be approached in a more strategic manner. The Revolutionary Government of Zanzibar therefore decided to implement a comprehensive public sector reform program. Starting from the beginning of 2009 it embarked on developing the program strategy.

Originally, based on the areas requiring future reform action in the public sector domain, the strategy ought to have covered a wide spectrum of issues in institutional and human resource, public finance management, legal sector, local government and the broader area of good governance. While ideally it would have been desirable to develop such a comprehensive and integrated program, the implementation of such a complex program would pose major challenges as attested by experiences from other reforming countries.

In view of the above, RGoZ decided to develop separate strategies for each of the following cross cutting/core reform areas:

- Public Service
- Economic Management

- Public Finance Management
- Legal Sector
- Good Governance

In recognition of the critical importance of having in place a coherent and effective institutional framework, systems and processes as well as competent and well motivated public servants to achieve MKUZA objectives, government has decided to give first priority to the development of the Zanzibar Public Service Reform Program (ZPSRP). The government also recognizes that the success of the reforms in the other cross cutting areas would significantly depend on vibrant public institutions.

1.4 The Imperatives for Implementing Public Service Reform in Zanzibar

The major push for the implementation of public service reform in Zanzibar consists of problems facing the public service and global trends in reforming government.

1.4.1 The Problems Facing the Zanzibar Public Service

The effective delivery of public services requires efficient, effective and competent public institutions. However, there are concerns public institutions are weak and as a result delivery of public service to the citizens leaves a lot to be desired. If the situation is not rectified it may compromise the realization of MKUZA The major problems affecting and Vision 2020 objectives. the public service institutions include:

1.4.1.1 Roles and Functions of the Government

There is unclear definition of roles and functions of government institutions vis a vis other players on the one hand and within the government on the other hand. In respect to internal government organs there are weaknesses in institutional arrangements, structures and systems. In this regard, there is a tendency to establish new institutions without adequate analysis of their affordability and sustainability. To that effect measures have been initiated within the framework of the ongoing public service reforms, to redefine the role and scope of the government operations and to review structures of government ministries.

1.4.1.2 Government Commitment to Decentralization by Devolution

There is also no clear division of functions, roles and responsibilities between central government agencies and local government authorities (councils). While the government has opted for adopting decentralization by devolution the legal and institutional framework is weak and ambiguous. Evidence shows that local governments are not resourced properly lacking sustainable sources of revenue and staff with basic skills and qualifications.

1.4.1.3 Management of Records and Use of ICT

In recognition of the importance of information in improving government operations, public institutions are increasingly focusing on strengthening systems for managing records and archives as well as using information and communication technologies (ICT). Currently the management of public records as well as the use of ICT in government operations is yet to reach desirable standards. Registries are congested; subject and personnel files are mixed up; storage facilities are inadequate; and security and safety measures leave a lot to be desired. Regarding the application of ICT to support internal processes within government, as well as for the delivery of public services there has only been sporadic efforts to use it. There was no national ICT policy as well as a defined institutional framework for its use within government, public institutions that have ICT equipment and application systems have acquired them on a piece meal basis and personnel with ICT skills are also in short supply. As a result use of ICT is still low and not contributing adequately to enhancing productivity in internal operations and service delivery. An E-Government policy is now in place and national ICT policy drafted.

1.4.1.4 Enforcement of a Policy and Legislative Framework

The constitutional and legislative framework supporting management of the public service was weak, thin and limiting. There was no legislation to elaborate on the roles, functions, mandates and accountabilities of key state institutions that govern the public service thus resulting in overlaps. Recent studies³ have identified overlaps in the roles and functions of the Head of Public Service, the Civil Service Department, Civil Service Commission, the Judicial Service Commission, the House of Representatives Service Commission, Ministers and Principal Secretaries.

An absence of a policy and legal framework on managing the public service further exacerbated the challenges in managing human resources in the public service. To this effect a Public Service Management Policy was formulated in 2010 and Public Service Act enacted in January 2011 both aimed at creating an enabling policy and legal framework to guide operations and management of the Zanzibar Public Service. The challenge is to enforce compliance with the policy and legislation accordingly.

1.4.1.5 Systems and Processes for Managing the Human Resource Functions

Another major challenge is related to weaknesses in systems and processes for the management of human resource functions including human resource planning, recruitment, deployment, training and development, appraisal, compensation and discipline. Illustration of the weaknesses in systems and processes include recruitment being supply driven, posts created without clear job descriptions, non observance of meritocratic principles in recruitment and promotions, unclear career paths and

³ Liviga et al

inefficient deployment of the available personnel. These weaknesses result in incompetence, lack of responsibility and accountability as well as poor performance.

As noted earlier, the capacity of the public service, in terms of numbers as well as skills and competencies, is low. At the same time, it is suggested that in absolute terms the size of the public service is relatively high, tending to escalate the size of the wage bill⁴. The low capacity is a function of failure to accord adequate attention to systematic training and development as well as inability to attract and retain technical and professional staff.

1.4.1.6 Public Service Pay

Pay is also one of the most critical constraints to improving the performance of Zanzibar public institutions. Despite the recent initiatives to improve pay levels in the public service they are still low in both comparative and absolute terms. Other issues include inequity in compensation among public servants, inefficiencies and opaqueness in pay structure as well as the size of the wage bill. The issue of low pay, in comparative and absolute terms, is evidenced by the fact that Zanzibar public servants earn less than their counter-parts in neighbouring countries and current pay levels do not match minimum cost of living⁵.

With regard to pay inequities it has been noted that compensation levels vary among staff within the same cadres and differentials in pay levels between cadres is not determined on objective criteria. This situation is, in part, a result of the absence of centrally developed schemes of service⁶. Another serious issue relates to the payment of allowances which tend to distort pay structures and exacerbate compensation disparities noted above. With regard to the wage bill there are concerns that the expenditures on this item as a proportion of recurrent expenditure is extremely high at 60 percent as compared to an average of 46 percent in low income African countries⁷. Many of the pay related issues outlined above contribute to low morale and unethical conduct in the public service, which in turn affects performance and service delivery.

1.4.2 Political leadership recognizes the critical role of the public service in realizing MKUZA objectives

The top political leadership is fully committed to achieving the objectives articulated in Vision 2020, Millennium Development Goals (MDG) and MKUZA. It also recognizes

⁴ DAI Report

⁵ DAI and Kiragu Reports

⁶ The development of schemes of service for all cadres is at an advanced stage.

⁷ DAI report

that the achievement of those objectives depends on a strong and efficient public service.

It is, therefore, committed to instituting measures to address existing weaknesses in the public service through a comprehensive public service reform program as demonstrated by recent statements by the top political leadership and members of the House of Representatives.

1.4.3 The global trends in reforming government

Increasingly, governments all over the world are recognizing the need to take purposive reform action in addressing performance problems within the public service. Many governments including those in the Eastern and Southern Africa sub region are therefore implementing public service reform programs. In most cases the results are impressive and are motivating countries that have not yet adopted purposive public service reforms including Zanzibar to do so.

1.5 Vision, Mission and Long Term Strategic Perspective

The transformation of the public service is a long term endeavor. It will entail moving beyond structural and process changes, in the operations of public service organizations that are envisaged to be undertaken in the medium term. There is therefore a need to adopt a long-term strategic perspective in undertaking the public service reforms. This perspective is informed by the vision of the future Zanzibar public service, its mission, and its core values and principles as outlined below.

1.5.1 Vision and Mission

The Public Service Reform Program has been designed in pursuit of the vision, mission, core values and guiding principles adopted by the Government of Zanzibar. The envisaged Vision of the future public service is:

“The Zanzibar Public Service is a national institution of excellence that plays a crucial role in achieving sustained development and eradication of poverty”

The Mission of the Public Service will be:

“To deliver quality services to the people of Zanzibar in an efficient and effective manner with the highest standard of courtesy and integrity”.

1.5.2 Core Values

In pursuit of the vision and mission of the Zanzibar public service, all public servants will be bound by the following core values:

- Pursuit of excellence in service
- Loyalty to government
- Diligence to duty
- Impartiality in rendering service
- Discipline and ethical conduct with high degree of integrity
- Courtesy to all
- Respect for the law
- Proper use of official information
- Employment decisions are made without patronage, favouritism or political influence

1.5.3 Guiding Management Principles

In order to ensure that the conduct of public servants is consistent with the core values mentioned above the management of the public service will be guided by the following principles:

- Results oriented: Public service organizations will be expected to focus on achieving results in terms of specific outputs and outcomes which have a bearing on improvement of service delivery and reduction of poverty to the citizenry. This will also involve instituting systems and mechanisms to continually monitor and evaluate performance.
- Client focus: The goal and operation of public service organizations will focus on meeting the needs of beneficiaries of its services (clients).
- Participatory orientation: Public service organizations will strive to seek the participation of the citizenry in formulating policies, development programs and implementation strategies.
- Value for money: The quest for cost efficiency and effectiveness will prevail throughout the operations of each public service organization.
- Decentralization and Pluralism: In recognition of the importance of sharing governance, development and service delivery functions with other players, particularly local government. The government will therefore take measures to empower such organizations.

1.5.4 Long-Term Perspective

As already noted the transformation of the Zanzibar Public Service into a national institution of excellence that plays a crucial role in achieving sustained development and eradication of poverty will be a long journey. It will require reform interventions that address not only structural and system deficiencies and capacity building, but

will also require improvement in business processes and cultural re-orientation of both public servants and citizens.

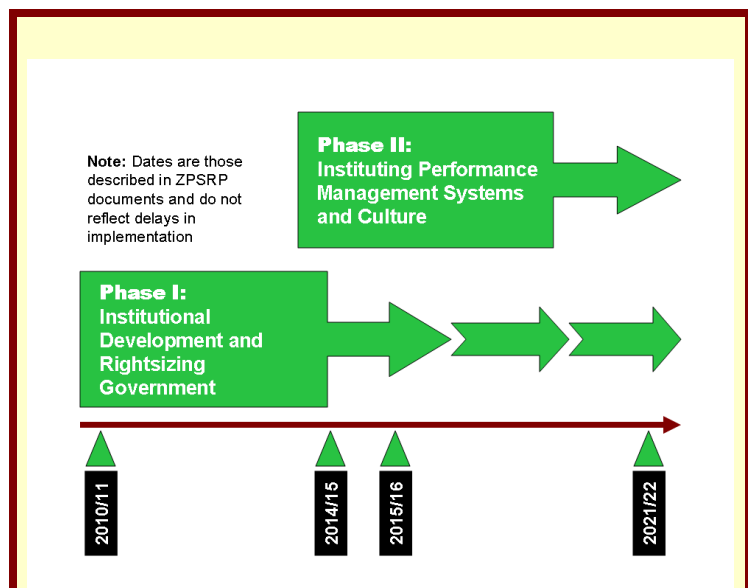
Public servants will need to adopt a mind-set to serve customers with efficiency, effectiveness and the highest standard of courtesy and integrity. On the other hand, the public will need to adopt a culture of demanding due rights and services from public servants. Given the complexity of the tasks involved as well as lessons learned from other reforming countries the transformation of the Zanzibar public service will require at least a decade of sustained reform effort. It is therefore proposed that the ZPSRP be implemented sequentially, over two phases spanning a period of ten years as is depicted in figure I below.

The two phases of the Zanzibar Public Service Reform process are :

- **PHASE I:** Institutional Development and Rightsizing Government:
2012/13 - 2016/17
- **PHASE II:** Instituting Performance Management Systems and Culture:
2017/18 - 2022/23

Each phase will address specific problems and adopt different strategies. The first phase will be directed at rationalizing Zanzibar public service institutions and strengthening their capacity and capability. This will involve a review of structures, systems, processes as well as staffing, with a view to realizing a right-sized and affordable government. The second phase will focus on institutionalization of systems as well as instilling a performance culture and results orientation among public servants. The latter would see public servants adopting a mind-set of serving citizens with efficiency, high standards of accountability, responsibility, courtesy, and integrity.

FIGURE 1: THE TWO PHASES OF ZPSRP



Seen as a whole, the phased approach captures the nature of public service reform as a long term endeavor with various themes of reform. Phases also capture the

Government's long term commitment to improving the public service. While the idea of phases is useful in understanding broad design issues, in reality the two phases are overlapping with the second one marking a point of renewed emphasis rather than a discontinuation of initiatives started during the first phase.

Medium Term Program Strategy

2.1 Program Development Objective

The envisioned long term goal of efforts to reform public institutions is to achieve enhanced levels of efficiency and effectiveness in the delivery of public goods and services.

In chapter one, it was noted that Zanzibar public service institutions are facing challenges which constrain their ability to effectively deliver public services to the citizens. The Development Objective of Phase I of the Zanzibar Public Service Reform Program is to strengthen the capacity and capability of Zanzibar public service institutions, including structures, systems, processes and human resources with a view to improving the delivery of public services to the citizens.

The main areas of focus of the Medium Term Strategy are to:

- Redefine the role and functions of government with a view to realizing a rationalized, right-sized and affordable government.
- Sharing governance, development and service delivery functions with other actors as well as undertaking internal restructuring to achieve efficiency and effectiveness in its operations.
- Install and strengthen systems, processes and procedures for managing the human resource functions in order to improve the quality, capacity, productivity and performance of public servants.
- Rationalize and enhance public service pay levels.
- Improve the management of records and promote the use of ICT in government operations and service delivery.
- Support the decentralization of government by rationalizing central and local government functions and facilitating further transfer of authority, responsibilities and resources to decentralized local government units.

At the end of implementing phase I of the reform strategy Zanzibar public service institutions will have been rationalized and right-sized, demarcation of the roles and functions of the central government and local authorities will have been clarified. The reform interventions will also result in improved pay and performance of public servants. Finally, government internal operations will have been improved as a result of putting in place efficacious records management systems including ICT.

2.2 Key Determinants of the Scope and Focus of ZPSRP Strategy

The ZPSRP Medium Term Strategy (2012/2013 to 2016/2017) is a first step on a long journey towards the realization of the vision and mission of the future Zanzibar public service. The scope and focus of the medium term strategy has been influenced by the following factors:

- First, national priorities as articulated in the national development strategies.
- Second in response to the challenges facing the public service, which constrain its ability to effectively contribute to the realization of MKUZA II objectives, there is pressure from citizens, politicians and public servants to take comprehensive measures to reform the public service. In that regard, the RGoZ has committed itself to implement public service reforms which cover a wide spectrum of issues.
- Third, decisions on scope and focus of the strategy took into account the extent to which particular public service problems seriously affect the capacity of the public service to undertake its basic functions.
- The scope and focus was also influenced by the fact that the RGoZ would be implementing a comprehensive public service reform program for the first time and would therefore need to tread carefully.
- A fifth issue was the need to ensure that the scope of the reform program is consistent with the capacity available to manage and implement the reform.
- Another important factor was the level of financial resources that can be mobilized from different sources to meet the cost of the program. On the other hand, there was also the need to take into account the capacity of the reforming institutions to absorb the reform resources.
- Finally, the scope, focus and interventions have taken into account lessons and experiences from other reforming countries.

2.3 Program Scope and Focus: Key Features

Taking into account the program goal stated above and conscious of the issues described in 2.2 the ZPSRP strategy focuses on the following areas:

- Reviews of existing institutional framework, systems and tools and suggests installation of new ones wherever necessary. The main areas of interventions include redefinition of roles and scope of government operations, functional reviews of government institutions, possible outsourcing of MDAs/LGAs internal non-core services, and installation of appropriate systems and tools to improve accountability and service delivery.
- In recognition of the fact that employees are the most valued assets of the public service the strategy has identified measures that need to be taken to improve the management of human resource. The main areas of interventions include the implementation of a Public Service Management Policy, enforcement of Public Service Act, strengthening systems, processes and practices of management of the human resource function and accords high priority to improving pay levels as well as capacity building.
- Proper record keeping is an essential basic element in the efficient operations of any organization. The way records are managed in the Zanzibar public service is worrisome. Hence measures has been undertaken to install effective records management systems in 5 pilot Ministries. The strategy is to roll out the process in all government ministries.
- The Information and Communication Technologies (ICT) revolution over the last few decades has opened up new ways of doing business and delivering services. Increasingly, public institutions are taking advantage of the opportunities offered by ICT to improve their internal operations and service delivery. The RGoZ has, in the last few years, taken measures to deploy ICT in its operations. The ZPSRP strategy has interventions aimed at broadening the scope of those efforts.
- In recognition of the fact that active local governments are at the centre of people's development the RGoZ has been taking steps to devolve some governance functions and service delivery at the local level to democratically elected local governments. The strategy includes measures to carry forward and reinforce decentralization by devolution initiatives.

2.4 The Organization of the ZPSRP Medium Term Strategy

The Zanzibar Public Service Reform Program has been grouped into five Key Results Areas (KRAs) based on interventions that address related issues. However, the various interventions of the respective KRAs are expected to work in an interactive manner to produce the desired program outcomes as well as the goal of the medium term strategy. The Key Result Areas are:

- KRA 1: Strengthening Institutions, Structures and Systems for Service Delivery
- KRA 2: Managing Public Servants`

- KRA 3: Information and Records Management
- KRA 4: Reforming Local Government
- KRA 5: Program Management

2.5 The ZPSRP Formulation Process

The preparation of the ZPSRP documentation consisting two (II) Volumes was undertaken, over the period March-October 2009, by a team of more than twenty (20) senior government officials, with the support of two (2) international consultants. The exercise was directed by a Task Force consisting of ten (10) members at Deputy Principal Secretary/Commissioner/Director level under the guidance of a Steering Committee composed of Principal Secretaries under the chairmanship of the Chief Secretary. The list of members of Steering Committee, Task Force and drafting team is attached as Annex 2

The development of the strategy was preceded by an analysis of the state of public sector reforms in Zanzibar which was undertaken by a team of three (3) consultants. The intention was to establish how much had been done in the public sector reform area, linkages among the initiatives in the core reform areas, gaps that require to be filled and recommendations on a way forward.

The report on the state of public sector reform formed the main input to a stakeholder conference on ‘The State of Public Sector Reforms in Zanzibar’ that was conducted on 11-12th July 2009. A paper on ‘Contemporary Trends in Public Service Reforms’ at the global, Africa and Eastern Africa levels was also presented with a view of drawing lessons as Zanzibar embarks on formulating the comprehensive public service reform strategy. The workshop brought together senior government officials, representatives of trade unions, the private sector and civil society.

As part of the consultative process in formulating the reform strategy a seminar was organized for Members of the House of Representatives. The seminar provided an opportunity to tap the views of the members on burning issues in the public sector that required to be addressed through reforms.

The deliberations of the two forums contributed significantly to informing the ZPSRP strategy. On the overall the stakeholders appreciated the need for undertaking comprehensive public sector reforms, highlighted issues that need to be considered in formulating the ZPSRP strategy. These include: (i) legal and institutional frameworks required for the smooth implementation of reforms (ii) political commitment and

ownership of the program; (iii) remuneration packages and other incentives; (iv) significance of partnership with other key players including Non State Actors (NSA); (v) alignment of the program with Vision 2020 and MKUZA (vi) enhancing human and institutional capacities; (vii) the importance of decentralization of the country's governance system; (viii) eradication of gender disparities and availing opportunities for disadvantaged groups; as well as (ix) the role of ICT and E-Government in enhancing efficiency and effectiveness of public service delivery.

Following the consultations with critical stakeholders mentioned above the Task Force met for four days with the objectives to determine progress made in undertaking public sector reforms to date, the problems encountered and issues that still need to be addressed and to agree on the scope/comprehensiveness of the ZPSRP as well as broadly determine its content. The Task Force noted that while some progress had been achieved in respect of the four core reform areas the need for continuing reforms in a concerted manner is an imperative and in that regard identified problem areas requiring serious reform action.

The areas identified cover a wide spectrum and diverse reform issues in institutional and human resource, public finance management, legal sector, local government and good governance. While the Task Force agreed that ideally it may be desirable to develop a comprehensive and integrated reform program to address the problem areas, they were also of the view that implementation of such a complex program would pose major challenges. It was therefore proposed that separate reform programs to be coordinated by a Reform Coordination Unit, be developed as follows:

- Public Service Reform Program (to cover institutional, human resource and local government reforms).
- Economic Management Reform Program
- Public Financial Management Reform Program
- Legal Sector Reforms
- Good Governance Reforms

Work on drafting the strategy document for the public service reform program has been undertaken by the Government of Zanzibar to ensure ownership. The drafting team was comprised of a team of about ten (10) Zanzibar senior public servants drawn mainly from the Ministry responsible for Public Service, Ministry of Finance, Ministry responsible for local governments as well as Ministry of Constitutional Affairs. The RGoZ team was reinforced by different experts from the Government of the United Republic of Tanzania as the drafting process progressed. A team of two international advisers (Lead Facilitation Adviser and Lead Adviser) supported the government drafting team.

The drafting of the document involved intense consultations with the Task Force members and the Chairman of the Steering Committee.

The draft strategy documents were circulated to key stakeholders including development partners with a view to obtaining feedback. The consultative process included:

- A review of the strategy by Inter-ministerial Technical Committee of Principal Secretaries (IMTC);
- Presentation of the strategy to the committee of the House of Representatives responsible for governance;
- Presentation of the strategy at a stakeholders conference; and
- Presentation of the strategy to the Revolutionary Council of Zanzibar for discussion and endorsement.

2.6 Review of the ZPSRP Strategy

The Zanzibar Public Service Reform Program (ZPSRP) strategy was approved by the Revolutionary Council in October 2010, and its implementation took off in 2010/11 within two and half years of program implementation. The foundation and legal framework for public service reforms in Zanzibar has been established and implementation of some of the priority interventions has taken off since 2010/11. The main activities undertaken as at December 2012 include:

2.6.1 Formulation of Public Service Management Policy.

A Public Service Management Policy was formulated and approved by the Revolutionary Council in October 2010, pushing for modernization of the public service, by introducing new institutions, systems, principles and practices to promote professionalism, meritocracy, accountability and ethical conduct in the service. This represents a major shift towards the transformation of the Zanzibar public service to become a high performing, result oriented, efficient and dynamic institution that will contribute to the attainment of the objectives of Zanzibar Vision 2020 and MKUZA.

2.6.2 Public Service Act.

A Public Service Act has been enacted by the House of Representatives in January 2011. It is the legal framework which provides for the structure, operations and management of the Zanzibar Public Service. The Public Service Act clearly articulates the basic public service principles, core values, code of conduct and all aspects related to management of human resources in the public service.

2.6.3 Public Service Management Regulations

Draft Public Service Management Regulations have been produced awaiting to be endorsed by the Inter-Ministerial Technical Committee (IMTC) of Principal Secretaries and subsequent Cabinet's approval. The regulations will facilitate implementation of the Public Service Management Policy and Public Service Act.

2.6.4 Assessment of President's Office, Public Service and Good Governance's Capacity Requirements for Managing the ZPSRP.

An assignment to assess PO-PSGG's capacity was finalized in October 2011. The study was conducted with the aim of determining institutional and human capacity required to undertake PO-PSGG's mandated functions as well as to manage and implement ZPSRP strategy effectively. This has also entailed drawing up PO-PSGG's capacity development plan, which among other things noted the need for reviewing the Ministry's structure, rationalization of functions and underscored the importance of enhancing human resource capacities in terms of numbers and skills.

2.6.5 Redefinition of the Role and Scope of the Government.

A framework aimed at re-defining the role and scope of government operations and subsequent recommending a strategic approach to the re-organization of the public sector in Zanzibar was finalized in March 2012. It recommends the re-organization of the government, in terms of its role and scope within the context of emerging orientation towards the involvement of other actors in undertaking non core functions of the central government. The framework identifies non-core functions for either hive-off, or divestiture or decentralisation to local government or executive agencies,

2.6.6 Installation of Records Management Systems in 5 Selected Ministries.

The management of public records in Zanzibar leaves a lot to be desired. Access and use of the existing information is increasingly becoming difficult due to poor records management practices, accumulation of semi-current records, congestion and absence of effective filing system in registries, as well as inadequate storage facilities security and safety measures. Pursuant to address this problem a technical team comprising of experts from DRAM, PO-PSM and RGoZ officials from PO-PSGG undertook the task to install efficient and effective records management systems in 5 pilot Ministries from May 2012. The pilot Ministries include: i)President's Office, Public Service and Good Governance; (ii)President's Office Finance, Economy and Development Planning; (iii) Ministry of Health; (iv)Ministry of Justice and Constitutional Affairs and (v) Ministry of Land, Settlement, Water and Energy.

The main tasks undertaken was a baseline survey aimed at reviewing the state of records management in the respective pilot ministries; training and facilitating of Records Management Assistants (RMAs) in decongestion and restructuring of registries; conducted awareness seminars to the management and action officers and installation of keyword filling system in the five (5) piloted Ministries. The process also involved development of monitoring and evaluation mechanism and development of a Standard Operations Manual to guide management of records in MDAs. The team also reviewed the existing scheme of service of the records management cadre and recommended significant changes for consideration by the relevant authorities.

Anecdotal evidence suggest that the decongestion exercise has resulted in some improvements in terms of efficiency in retrieval of files, storage facilities,

decongestion of registries as well as increased awareness on the importance of the exercise. Improvement of the records management systems is envisaged to generate quick wins in delivery of services in the respective ministries. The process is expected to be rolled out in other MDAs.

2.6.7 Restructuring of Government Ministries

Process towards rationalizing and restructuring of government ministries has been initiated. It is aimed at realizing a right-sized and affordable government. The process set off by developing training manual and training of ministerial technical teams in undertaking functional analysis of their respective ministries. This was followed by facilitating the technical teams to review the roles, functions and structures of the government ministries in order to ensure that the institutional arrangements, structures and systems of respective ministries are realigned to respond to emerging roles and functions of the Government. A report proposing rationalized structures of all the 16 government ministries has been drafted.

2.6.8 Establishment of a Centralized Human Resource Data Base

A centralized human resource data base has been established. Data collection, entry and verification of 15 ministries is completed.

2.6.9 Leadership and Capacity Development.

Pursuant to enhancing public service capacities in leadership, management and in managing reforms, more than 60 senior government officials were facilitated to attend relevant leadership, records management, public administration and reforms related training programs and forums. The programs provided them the opportunity to appreciate and acquire contemporary leadership techniques and skills. Others were equipped with knowledge and skills in improving public services and contemporary practices in public service management.

2.7 Implementation Challenges and Lessons Learnt

In the process of program implementation the following challenges were faced and lessons learnt.

2.7.1 Implementation Challenges

2.7.1.1 Financial Constraints.

While implementation of some of the priority interventions has taken off two years ago, termination of PRAP's support in December 2012 will definitely impact on RGOZ's ability to implement the program beyond December 2012. Full scale program implementation and its sustainability is contingent upon mobilization of requisite resources by the Revolutionary Government of Zanzibar.

2.7.1.2 Capacity Challenges

The President's Office-Public Service and Good Governance (PO-PSGG), has the overall responsibility for managing the implementation of ZPSRP, however inadequate capacity for program management and implementation is among the factors which could impede program implementation. Priority needs to be accorded to augment PO-PSGG's capacity as it takes on ZPSRP's management and implementation responsibilities.

2.7.1.3 Program Governance and Management

There is a need to put in place effective governance and management arrangements, including monitoring and evaluation mechanisms so as to ensure efficient and effective management of the program.

2.7.1.4 Limited Commitment and Ownership of the ZPSRP

Further to RGoZ's commitment in support of ZPSRP's implementation, there is a need to enhance political commitment, ownership and stakeholders' awareness of the program.

2.7.1.5 Delays in Decision Making and Approvals

Delays in taking decisions, approval of work plans and granting of no objections had a negative impact on PO-PSGG's ability to attain the program's target as well as its absorptive capacity.

2.7.1.6 Delays in Disbursement of Funds

Delays in disbursement of funds for program implementation have been experienced very often contributing to the non implementation, or delays in implementation of planned activities. There are cases whereby funds for implementation of planned annual activities were disbursed during the last quarter of the financial year.

2.7.2 LESSONS LEARNED

2.7.2.1 Complexity of Public Service Reforms.

Public service reform is a long term and complex process which is contingent upon a number of factors, including, strategic leadership, ownership, financial sustainability, as well as the approach employed in managing and implementing the program. Systematic, focused and continuous efforts are required to transform the structures, systems, capacities, business processes as well as cultural re-orientation and attitudes in the public service.

2.7.2.2 Leadership Commitment.

Leadership's commitment and ownership plays a crucial role in the transformation of the public services.

2.7.2.3 Design of Relevant Program Strategy.

Conception and design of a reform program needs to be relevant and responsive to the existing and potential challenges facing the public service in respective country.

2.7.2.4 Sustainability and Effectiveness of Program Implementation Approach

Experience from reforming countries in the region reveals that systematic, focused and more holistic approach is required to transform the public service. It undermines the selective/ piece meal approach adopted in funding some of ZPSRP activities. The pilot approach is definitely not the most effective and sustainable approach towards reforming the public service and in realizing the intended results. Adoption of effective and more sustainable approaches is therefore underscored.

2.7.2.5 Shifting Towards a Performance -Accountability Culture

The ZPSRP long term strategy recognizes the importance of installation and institutionalization of performance management systems as well as instilling a performance culture within the public service. This would be the main focus of the program's second phase. However given the experience from other reforming countries which recognizes the role of performance management systems as the key driver for reforms in the public service, it is deemed worth reconsidering installing performance management systems at the early stages of reforming the public service in Zanzibar.

2.7.2.6 Results Orientation

There is a need to place premium on results and outcome of the reforms in terms of improving service delivery and responding to the needs of the public. The challenge is to identify and prioritize relevant cost effective reform interventions which would generate rapid results/ quick wins that are responsive to the needs of the public.

2.7.2.7 Resistance to Change.

Essentially ZPSRP as with other reform programs is a process of change which is very often complex, controversial and accompanied by anxiety, fear of the unknown, scepticism and loss of morale all resulting in resistance and in extreme cases sabotage of the process. The challenge is to manage any evolving resistance to change.

2.7.2.8 Change of Attitude and Culture.

Slow pace of change of attitude and culture in the public sector is one of the major challenges, which is also manifested in Zanzibar. Indeed attitudes are foundational and do not change easily, workshops, training, new rules and regulations are necessary but not sufficient enough to change values and behaviors. It is essential to adopt sustainable approaches that encourage change of attitudes, mindset and behaviors of public servants. Emphasis should also be on influencing new culture, values and behaviors through peer pressures, mentors and influencers.

2.7.2.8 Coordination of Reforms

In view of the proliferation of reform initiatives within the public sector It is imperative to improve coordination of the reform programs so as to obviate overlaps,

duplication of efforts, inefficient use of resources and capitalize on the synergy among them. Coordination of reforms can be realized if all the reforms have a reference point and are made consistent with the National Development strategies (Vision 2025 and the Zanzibar Strategy for Growth and Reduction of Poverty (MKUZA II)).

2.7.2.9 Monitoring and Evaluation

A proper mechanism for tracking impact is essential to link programme's outputs to specific impact.

2.7.2.10 Over Dependence on Development Partners

Over dependence on donor support poses significant challenge on the sustainability and effectiveness of development programs/projects. There are cases whereby power of the purse has led donor agencies to take centre stage in the design of programs and selection of interventions which may be different from national or institutional priorities. In that regard national and institutional priorities, ownership as well as enhancing government's commitment is critical.

2.7.2.11 Partnerships with Non State Actors

Since the vision and mission for the new public service is based on a fundamental redefinition of the role of the state and its relationship with non state actors and other stakeholders, it is worth establishing better and more constructive partnerships with non state actors.

In the context of the above challenges and lessons learnt during the past 2 years of program implementation, as well as the evolving contextual changes, a review of the ZPSRP strategy was conducted in November/December 2012 with the view of consolidating the few results attained, address the implementation challenges, build on lessons learnt, strategizing and drawing up feasible reform strategy. The review also identified strategic reform interventions which are expected to generate rapid results/quick wins' and are likely to address the national priorities as well as respond to challenges of the Zanzibar Public Service in the medium term.

The following strategic drivers guided the review of the ZPSRP strategy:

- (i) Context and National Priorities
- (ii) lessons Learnt as well as experiences from other reforming countries
- (iii) Thrust of the reform
- (iv) Programme Funding
- (v) Rapid results/quick wins
- (vi) Programme management and implementation strategy.
- (vii) Strengthening links and synergies with other Public Sector Reforms.
- (viii) Monitoring and Evaluation.

2.8 Summary and Content of Volume I

This chapter has addressed the goal, scope and focus of the ZPSRP medium term strategy. It has also described the organization of the respective interventions, the logic of grouping them into KRAs. Information on how the strategy was formulated and later reviewed is also provided in this chapter.

Other chapters of this document are laid out as follows:

- **CHAPTER ONE:** Background and Context
The chapter provides background information on Zanzibar, the genesis of public service reforms in Zanzibar and imperatives pushing the implementation of reforms. It emphasizes the need to approach reform from a long term perspective and underscores the importance of viewing ZPSRP as a strategy for achieving the vision, mission, core values and guiding management principles of the future public service.
- **CHAPTERS THREE to SIX** describe the Program's four substantive Key Results Areas. Each description outlines the planned results (outcomes or achievements), broad interventions to be used, the main targets (or outputs) to be produced, and the costs to be incurred.
- **CHAPTER SEVEN** describes the program's management and governance arrangements, including coordination with other reforms, as well as monitoring and evaluation of the program.
- **CHAPTER EIGHT** provides a budget overview and some information on source of funding.

The following two self-contained Volumes support this main document:

- Volume II contains the detailed activities and budget;
- Volume III the results framework; and
- Volume IV the operations manual.

Key Result Area 1:

Strengthening Institutions, Structures and Systems for Service Delivery

3.1 Background and Context

Generally, the underlying principles informing the institutional arrangements, structures and systems of government in Zanzibar remained basically the same until two decades ago. The few adjustments that took place were intended to reflect changes in the objectives and priorities of the government in power.

Over the past two decades, the framework defining the role and scope of government in Zanzibar, as in other countries, has changed substantially. The emerging framework, as articulated in Vision 2020, MKUZA and other public policy documents, now provides for the government to share governance, development and service delivery functions with other actors.

With these changes, the core roles of government relate to ensuring law and order, formulation of public policies that provide an enabling environment supportive of democratic governance, sustainable socio-economic development, effective and efficient delivery of public services as well as mobilization of resources for the provision of public services. Ideally, the redefinition of role and scope of the government would require corresponding changes in institutional arrangements, structures and systems.

However, previous studies and reports seem to suggest that in many respects the government has not taken appropriate measures to ensure that the institutional arrangements, structures and systems are realigned to respond to the emerging roles

FIGURE 2: SUMMARY OF KRA 1

PLANNED OUTCOMES

- A more efficient, effective and accountable government;
- Affordable government;
- A government that concentrates more on its core functions;
- A more harmonized and rationalized government; and
- MDAs with adequate institutional capacities.

BROAD INTERVENTIONS TO ACHIEVE THE OUTCOMES

- Functional Reviews of Government institutions; and
- Select and install appropriate systems and tools to improve accountability and service delivery.

and functions. Nevertheless, a framework aimed at re-defining the role and scope of government operations and subsequent recommending a strategic approach to the re-organization of the public sector in Zanzibar was finalized in March 2012. It recommends the re-organization of the government, in terms of its role and scope within the context of emerging orientation towards the involvement of other actors in undertaking non core functions of the central government. The framework identifies non-core functions for either hive-off, or divestiture or decentralisation to local government or executive agencies

3.2 Recent Reform Initiatives on Institutions, Structures and Systems

Recent reforms initiatives in this area include:

- Establishment of government institutions;
- Restructuring of some public institutions;
- Improving systems for planning, budgeting, financial management and reporting;
- Development of a framework redefining the role and scope of government; and
- Functional review of government ministries initiated;

3.3 Issues and Challenges

The foregoing account suggests that some work has started in improving government institutions, structures and systems. However, most of these efforts have been sporadic and uncoordinated. Some of the initiatives have been undertaken within the framework of core reforms as well as under the ZPSRP. As the government embarks on implementation of ZPSRP the challenge is to implement a coherent package of interventions that addresses current weaknesses and gaps in institutional arrangements, structures and systems. This KRA is intended to address this challenge.

3.4 Planned Outcomes

The overall goal of this KRA is to put in place institutional frameworks, appropriate systems and tools that will result in improved service delivery. The expected outcomes are:

- A more efficient, effective and accountable government;
- Affordable government;

- A government that concentrates more on its core functions;
- A more harmonized and rationalized government; and
- MDAs with adequate institutional capacities and conducive working environment.

3.5 Broad Interventions

In order to achieve the planned outcomes under this KRA, the following broad interventions will be implemented:

- Functional Reviews of Government institutions including LGAs; and
- Select and install appropriate systems and tools to improve accountability and service delivery.

3.5.1 Broad Intervention 1: Functional Reviews of Government Institutions

As already pointed out, the government has decided to share governance, development and service delivery functions with other actors. In this regard, the citizenry has increasingly been involved in policy making and planning processes. This has also involved devolving some central government functions to LGAs and witnessed the involvement of non state actors (NGOs, FBOs, CBOs, and the private sector) in the provision of public services. Furthermore, the government has divested its stake in a number of public enterprises and taken measures to encourage private investment. To this effect, the government has developed a coherent framework redefining the role and scope of the government vis a vis other actors. The framework is a guide to the implementation of functional review and rationalization of government ministries.

The process of functional review involves the analysis of current institutional functions and other related information in order to determine optimal and appropriate structural arrangements. It also involves determining the optimal human resource requirements and other resources needed to support the efficient and effective operations of the government.

In the process of undertaking functional reviews the following issues need to be considered:

- **Institutional issues** - address the legislative framework and other formal and informal rules and conventions, that determine both the allocation of functions between organizations; between tiers of government and between government and other actors in society; and the way in which functions are carried out;
- **Organizational issues** - include structures, internal systems and processes, human, financial and physical resources of the organizations concerned, as well as the means by which objectives and strategies are determined and

resources allocated. It also includes the alignment of objectives with the Government policies and strategies; the alignment of the tasks carried out with those objectives; and the efficiency and effectiveness of work processes; and

- **Individual issues** - pertains to the skills and capabilities of staff; their understanding and ownership of those jobs; their motivation, morale; and attitudes to their work.

In the early 1990s, RGoZ initiated some efforts to undertake functional reviews. However, available evidence suggests that those efforts were ad hoc and did not constitute a comprehensive functional review of public institutions. There is therefore a need to carry out functional reviews which will ensure that institutional arrangements, structures and systems are realigned to respond to emerging roles and functions of Government.

This broad intervention will focus on reviewing the current functions of government through its constituent bodies (Ministries, departments, agencies, public authorities, LGAs and other entities). Specifically, the reviews will focus on:

- the functions being performed in order to assess their relevance to the current macro-economic policy framework, the ministerial mandate and new policy direction;
- determining the structures of government to conform to the core functions;
- determining appropriate staffing levels;
- preparing a staff development strategy (see KRA 2); and
- Reviewing the legal and regulatory framework to ensure that the new structures operate without impediments.

The main outputs under this broad intervention are:

3.5.1.1 Output 1: Rationalized Structures of MDAs and LGAs Designed and Approved by June 2015

Description: MDAs are required to carry out activities that would enable them to discharge their legal obligations and meet policy objectives of the government and exclude those functions to which there is no legal or policy justification for devoting public resources. There is therefore a need to identify the specific functions of each MDA which conform to the policy direction on the role and scope of the government. This output will involve (i) finalized functional reviews and restructuring manual and a complete package of training materials, (ii) training of ministerial technical teams in functional reviews, (iii) reviewing the current policies,

Year	Annual Budget TZS
2012/2013	54,031,000
2013/2014	162,093,000
2014/2015	0
2015/2016	0
2016/2017	0
TOTAL	216,124,000

mandate of MDAs, legal and regulatory frameworks and other relevant documentation, (iv) Ministerial teams to be facilitated by technical experts to undertake activity analysis of current functions of MDAs and LGAs, (v) develop structures that will enable MDAs and LGAs to operate effectively towards their vision, mission, goals, functions and objectives and approval of the proposed structures.

Measurement: New Structures of MDAs and LGAs.

3.5.1.2 Output 2: Optimal Staffing levels of MDAs Approved by June 2015

Description: The identification of functions of the respective MDAs will lead to determination of new structures and corresponding staffing levels. Nonetheless, it is important to take stock of work done in this area. A study and census of civil servants undertaken in 2007 have revealed that in relation to tasks to be performed the size of the public service is relatively high. However, the service is largely dominated by unskilled and semi-skilled staff. In other words, most of the staff in MDAs are in the category of low and middle level cadres. At the same time these studies were not based on a thorough functional review which includes determination of staffing levels of the government. It is in this regard that the focus of this output is to determine staffing levels based on the rationalised new structures and core functions of MDAs.

Year	Annual Budget TZS
2012/2013	14,836,000
2013/2014	44,508,000
2014/2015	0
2015/2016	0
2016/2017	0
TOTAL	59,344,000

Measurement: Staffing levels of MDAs.

3.5.1.3 Output 3: Laws and Regulations Harmonized with the New Functions and Structures of MDAs by December 2015

Description: This activity entails scrutinizing existing laws governing operations of sectors and MDAs with a view to identify contradictions, inconsistencies and overlaps among them on the one hand, and with the new functions, structures and institutions of government, on the other. In particular the scrutiny will focus on areas within those laws that are likely to constrain the realization of the new functions and structures.

Year	Annual Budget TZS
2012/2013	0
2013/2014	37,093,250
2014/2015	111,279,750
2015/2016	0
2016/2017	0
TOTAL	148,373,000

In the process of reviewing the adequacy and appropriateness of existing legislation it might be necessary to enact new laws. The process of enacting new laws will be undertaken by ministerial

teams supported by the Attorney General’s Chambers and consultants. It will include the following activities (i) reviewing existing laws and regulations (ii) drafting of the Bills, (iii) passage of the Legislation and (iv) publication and dissemination of the laws.

Measurement: Number of existing laws harmonized with the new functions and structures of MDAs.

3.5.2 Broad Intervention 2: Select and Install Appropriate Systems and Tools to Improve Accountability and Service Delivery

Recent reviews on levels of public service delivery in Zanzibar, both in terms of access and quality, have described the situation to be unenviable. Anecdotal evidence shows that there are many complaints regarding service in the health sector and the sector related to dispensation of justice to mention just a few. If this situation continues, it may compromise the attainment of the objectives of MKUZA.

While the measures to be taken within the framework of earlier broad interventions in this KRA will, to a certain extent, contribute to addressing deficiencies at the institutional and structural level, there is need to take corresponding measures to install and strengthen systems and tools to support MDAs and LGAs in improving their service delivery functions.

The systems and tools that need to be installed and strengthened include strategic planning, budgeting and operational planning; systems and tools for monitoring implementation progress and evaluating results (e.g. service delivery surveys, self-assessments, evaluation studies); systems and tools for ensuring institutional and individual accountability and increase efficiency in government operations (such as client service charters, appraisal system, administrative procedures); as well as systems and tools to reduce bureaucracy, red-tape and increase efficiency in government operations.

This broad intervention will include the following outputs:

3.5.2.1 Output 1: Systems and Tools for Strategic Planning, Budgeting and Operational Planning Strengthened by June 2014

Description: Over the past three years the POFEDP has supported MDAs to develop well articulated strategic plans and budgets using the Medium Term Expenditure Framework (MTEF). The MDAs strategic plans which were developed more recently are supposed to be aligned to MKUZA. In addition, efforts have been directed at building capacity for financial planning and budget execution at both the POFEDP and MDA levels. However, there are still capacity weaknesses in terms of development and implementation of strategic plans and budgets in MDAs as well as LGAs.

Year	Annual Budget TZS
2012/2013	0
2013/2014	78,778,750,
2014/2015	236,336,250
2015/2016	0
2016/2017	0
TOTAL	315,115,000

Within the framework of ZPSRP the activities under this output will continue to be championed by POFEDP and will entail (i) continuing efforts to build the capacity of MDAs in strategic planning, budgeting, financial planning as well as budget execution, (ii) devoting efforts to strengthen national planning at both central and local levels, and (iii) roll out the strategic planning and budgeting system to LGAs.

Measurement: Effective Strategic Planning and Budgeting Systems at MDAs and LGAs levels.

3.5.2.2 Output 2: Systems and Tools for Monitoring Implementation Progress and Evaluating Results Developed and Installed by December 2014

Description: The state of the function of monitoring and evaluation in Zanzibar public institutions can be described as follows. At the organizational level each institution believes that it has an M&E system of some kind to serve its needs in collecting and storing information, monitoring implementation progress on activities it is undertaking and reporting the same to different stakeholders. However, in reality, some MDAs do not have adequately functioning M&E systems and where these are available they do not serve adequately the central reporting needs nor do they serve effectively their own internal management reporting needs.

Year	Annual Budget TZS
2012/2013	0
2013/2014	159,746,750
2014/2015	479,240,250
2015/2016	0
2016/2017	0
TOTAL	638,987,000

At the central level guidelines on the M&E functions across government are presumed to exist within the MKUZA and MTEF reporting system. Each MDA should feed the MKUZA M&E system by reporting progress achieved in implementing their strategic plans, which are supposed to be linked to MKUZA targets and objectives. As was noted above the M&E functions at both central and institutional levels are facing problems. The guidelines issued by the centre are not clear, the reporting requirements demand onerous efforts on part of MDAs and often they do not respond to the institutions' reporting needs.

There is general agreement that a robust monitoring and evaluation system is important in tracking progress achieved in implementing strategic and operational targets and objectives of MKUZA. There is also agreement that interventions related to M&E at all levels needs to be coordinated in order to minimize duplication of efforts. The activities under this output are (i) reviewing the existing M&E systems in all MDAs and LGAs with a view to harmonizing them and designing a comprehensive and standardized system to be used across central and local governments. This activity will also entail reviewing the existing MKUZA monitoring master plan and processes. A technical team supported by a consultant will undertake this activity. It will also involve a consultative process to generate consensus and ownership of the system across government; (ii) procure tools and equipment as well as software; and

(iii) train staff in MDAs and LGAs including MKUZA secretariat on the use of the system.

Measurement: New M&E System for MDAs and LGAs.

3.5.2.3 Output 3: Systems and Tools for Ensuring Institutional Accountability and Increase Efficiency in Government Operations Installed by June 2014

Description: Without accountability no organization, private or public could function effectively. Accountability is necessary when tasks or delegated to agents. It ensures that agents behave according to defined institutional rules or codes of behavior and sanctioning them when they behave otherwise. Such accountability is enforced both within government and between government and citizens. The problem is that within government there are many layers and actors who share responsibility for delivery of particular services and it might be difficult to pinpoint who is accountable when service delivery is not satisfactory. Measures to delineate responsibility among various actors within government have been outlined. This output is intended to develop and install tools and instruments to enhance the degree of accountability within government; empower citizen to demand accountability from the government; and review processes and procedures in order to streamline and improve them.

Year	Annual Budget TZS
2012/2013	102,469,750
2013/2014	307,409,000
2014/2015	0
2015/2016	0
2016/2017	0
TOTAL	409,879,000

The activities under this output will include:

- (i) Development and installation of an accountability framework that outlines among other things reporting relationships and timeframes among different layers of government;
- (ii) Sensitization of the political and administrative leadership in government. This exercise will be undertaken by a technical team supported by consultants;
- (iii) Implementation and reviewing of guidelines governing internal government processes and procedures as contained mainly in Public Service Regulations with a view to updating and bringing in new issues to enhance efficiency. This activity will be undertaken by a taskforce composed of senior officers of RGoZ and will entail consultations within government. The approved Regulations will be printed and disseminated;
- (iv) Reviewing business processes related to service delivery. Ordinarily, this activity would require each public institution to review its major service delivery processes with a view of improving them. However, this would be a

complex undertaking given the fact that the ZPSRP will just have been launched. For that reason, activities in this area will be confined to MDAs/LGAs identifying and implementing ‘quick wins’ that aim at improving service delivery in specific high profile service delivery functions. This activity will involve the development of a simple guide by a consultant to be used by MDAs/LGAs in undertaking this exercise and MDAs/LGAs using the guide to identify and implement the quick win; and

- (v) Development and installation of client service charters by MDAs and LGAs. These charters will, among other things, spell out MDAs/LGAs commitments regarding standards to be observed in delivering services to citizens. This exercise will be undertaken by each MDA/LGA with the support of consultants;

Measurement: Systems and tools for enhancing accountability and efficiency in government.

3.6 Summary of the KRA

This KRA focuses on reviewing existing institutional frameworks, systems and tools and where necessary developing and installing revised ones. The main areas of interventions include functional reviews of government institutions and installation of appropriate systems and tools to improve accountability and service delivery.

Year	Annual Budget TZS
2012/2013	68,867,000
2013/2014	584,689,500
2014/2015	1,134,265,500
2015/2016	0
2016/2017	0
TOTAL	1,787,822,000

This KRA is budgeted at Tzs **1,787,822,000** or **3.7 %** of the entire budget.

Chapter

4

Key Result Area 2: Managing Public Servants

4.1 Background and Context

Organizations are recognizing that employees are the most valuable resource. They need to be empowered, motivated, developed, nurtured, retained, rather than being treated as a variable cost to be minimized. Currently, the management of public servants in Zanzibar like in many other developing countries has many shortcomings with regard to the processes for planning, recruitment and deployment, training and development, compensation, promotion as well as institutional structures and arrangements for their management. In recognition of these shortcomings the Government of Zanzibar has over the last few years taken a number of initiatives to improve the management of the human resource function. These include a comprehensive study on Public Sector Employment and Wage Bill Issues, development of schemes of service by MDAs, formulation of a new salary structure, training and development of civil servants as well as review of the payroll system.

However, these initiatives have been disjointed and as a result they have not had serious positive effect on the management of the human resource function. The inclusion of this KRA in this program confirms the recognition by the Government that public servants are at the centre of its efforts to serve its citizens and should therefore be managed well.

FIGURE 3: SUMMARY OF KRA 2

PLANNED OUTCOMES

- Optimal and adequate staffing levels
- Efficient and effective use of the human resource
- Public servants with state of the art skills and competencies
- Training intervention results in improved job knowledge, skills and performance
- Merit based recruitment, appraisal and promotion
- Efficient and effective HR management institutions and systems
- Motivated and productive public servants
- Disciplined and ethical public servants with high degree of integrity
- A public service that reflects the diversity of Zanzibar
- Public service which is sensitive to vulnerability
- A government wage bill that is optimal and affordable
- Evidence based decision on HR issues

BROAD INTERVENTIONS TO ACHIEVE THE OUTCOMES

- Finalize and implement Public Service Management Regulations
- Strengthen the management of human resource functions
- Strengthen the management of diversity related issues
- Promote ethical conduct in the public service
- Strengthen Institutional and human resource capacities
- Develop and implement public service pay policy and a medium term strategy
- Develop and implement wage bill control measures
- Improve working environment of public servants.

4.2 Recent Reform Initiatives on Human Resource Management

As noted above, over the last few years the government initiated a number of reform measures in the human resource area. The most prominent ones and their results are described below:

- Study on Public Sector Employment and Wage Bill Issues. A study was undertaken to provide information on the size and pay levels of the Zanzibar public service. The study revealed that in relation to tasks to be performed the size of the public service was relatively high. It also revealed that the expenditure on wage bill including allowances as a proportion of recurrent expenditure is extremely high at 60% compared to an average of 46% in low income African countries. Pursuant to the recommendations of the report the government has taken measures to address concerns by freezing employment of non professional personnel and enforcing adherence to the provisions on compulsory retirement. Government has also commissioned a review of the payroll system, a report of which has been presented.
- Government initiated the process of developing schemes of service for all cadres and to date 104 schemes have been developed.
- A new salary structure has been formulated and implemented. However, there are still concerns which require further review.
- Training and development of civil servants has been taking place. However, there is need for systematic interventions in this area.
- Formulation of Policy on Public Service Management in October 2010 and enactment of Public Service Act in 2011.

4.3 Continuing Issues and Challenges

A review of interventions undertaken in the last few years as reflected above suggest that the efforts notwithstanding there are still significant issues and challenges in the area of management of public servants. These include the following:

- Continued weaknesses in the management of HR function including the absence of HR planning framework, succession planning and the preparation of needs-based training and development programs.
- Weakness in policy management, analysis and research.
- Inadequate and fragmented data on human resources in the public service.
- Capacity weakness of oversight institutions in the public service.
- Although the Institute of Public Administration (IPA) has been granted statutory recognition in 2007 and it is fully accredited by NACTE, its institutional capacity and capability needs to be revamped and strengthened.

There is also need to review its programs to make them respond to the needs of a modern public service.

- The development of schemes of service has taken place without being contextualized by other processes, particularly job evaluation and grading.
- Continued gender imbalances in decision making positions as well as issues related to vulnerability including physically challenged persons and people living with HIV/AIDS.
- Ethical standards like in many other countries seem to be increasingly becoming a problem. While some efforts have been undertaken in this area, they have tended to be disjointed.
- Low levels of pay remains a major challenge that undermines the capacity of the government to attract and retain qualified personnel. This is especially so at technical, professional and managerial levels. The situation in local government is even more serious with regard to attraction and retention of qualified staff.
- The effective management of payroll continues to be a major challenge despite the home grown efforts to install a payroll management system in 2006. Issues also remain regarding developing a system that integrates management of human resource with the payroll.
- Office facilities, tools and equipment are inadequate and in a deplorable condition

It is imperative that ZPSRP addresses the above challenges. In implementing this KRA, the following broad interventions and planned outcomes are envisaged.

4.4 Planned Outcomes

The overall goal of this KRA is to put in place appropriate institutional arrangements systems and tools and that will enable the public service to have an optimal, adequate, competent and motivated staff capacity. The expected outcomes are:

- Optimal and adequate staffing levels
- Efficient and effective use of the human resource
- Public servants with state of the art skills and competencies
- Training intervention results in improved job knowledge, skills and performance
- Merit based recruitment, appraisal and promotion
- Efficient and effective HR management institutions and systems
- Motivated and productive public servants
- Disciplined and ethical public servants with high degree of integrity
- A public service that reflects the diversity of Zanzibar
- Public service which is sensitive to vulnerability
- A government wage bill that is optimal and affordable
- Evidence based decision on HR issues

4.5 Broad Interventions

In order to achieve the planned outcomes under this KRA, the following broad interventions will be implemented:

- Finalize and implement Public Service Management Regulations
- Strengthen the management of human resource functions
- Strengthen the management of diversity related issues
- Promote ethical conduct in the public service
- Strengthen institutional and human resource capacities
- Develop and implement public service pay policy and a medium term strategy
- Develop and implement wage bill control measures
- Improve working environment of public servants

4.5.1 Broad Intervention 1: Finalize and Implement a Public Service Management Regulations

A legal and policy framework is an important instrument to guide transformation of public service. In that regard, the government has formulated a Public Service Management Policy and Public Service Act to guide administration of the Public Service in Zanzibar. Regulations are being finalized to support implementation of both the policy and law.

The output that will be associated with the above intervention is:

4.5.1.1 Output 1: Public Service Management Regulations in Place by March 2013

Description: Based on the enacted Law, finalization of the Regulations will involve (i) approval by the IMTC and the Minister; and (ii) dissemination of the Regulations.

Measurement: Public Service Management Regulations.

Year	Annual Budget TZS
2012/2013	25,995,500
2013/2014	77,986,500
2014/2015	0
2015/2016	0
2016/2017	0
TOTAL	103,982,000

4.5.2 Broad Intervention 2: Strengthen the Management of Human Resource Functions

This broad intervention entails putting in place appropriate systems, processes and procedures to facilitate proper human resource planning; recruitment and

deployment; training and development; compensation, appraisal, promotion and exit in central and local government. In addition, attention will be given to continuous innovations and adoption of good practices. The outputs that will be associated with this broad intervention are:

4.5.2.1 Output 1: Human Resource Planning Framework Developed and in Use by June 2014

Description: This output entails (i) development of human resource planning framework with the support of consultants; (ii) build capacity of MDAs to use the framework; (iii) undertake periodic human resource surveys; and (iv) development of annual and five years human resource Plans.

Measurement: Human Resource Planning Framework.

Year	Annual Budget TZS
2012/2013	0
2013/2014	97,824,000
2014/2015	293,472,000
2015/2016	0
2016/2017	0
TOTAL	391,296,000

4.5.2.2 Output 2: Medium Term Human Resource Development Strategy Developed and Implemented by June 2015

Description: the government will need to develop a human resource development strategy to inform training and development decisions and actions in the public service. The activities to realize this output will involve (i) the development of the strategy, (ii) facilitating MDAs to undertake training and development needs assessment, (iii) facilitating MDAs to develop training plans as well as (iv) set aside special fund for workforce development.

Measurement: Medium Term Human Resource Development Strategy.

Year	Annual Budget TZS
2012/2013	0
2013/2014	450,219,333
2014/2015	450,219,333
2015/2016	450,219,333
2016/2017	0
TOTAL	1,350,658,000

4.5.2.3 Output 3: Staff Performance Appraisal System Developed and Implemented by June 2014

Description: Development of staff performance appraisal system has been initiated. It needs to be finalized before operationalization. Activities under this output will consist of (i) finalization of the draft (ii) development of guidelines (iii) approval and adoption by relevant authorities (iv) training of the core team (v) sensitization of key people in MDAs on the use of the system.

Year	Annual Budget TZS
2012/2013	0
2013/2014	45,850,500
2014/2015	137,551,000
2015/2016	0
2016/2017	0
TOTAL	183,402,000

Measurement: Staff Performance Appraisal System.

4.5.2.4 Output 4: On Job Benefits, Retirement Benefits, Schemes and Processes Reviewed by December 2013

Description: The current system of public servants retirement benefits in central and local governments is problematic in terms of level of benefits, their portability and availability of supporting records which leads to delay in effecting payments. Apart from official notification of retirement the public service as an employer has not been taking positive actions to support the prospective retiree. Activities under this output will consist of (i) review the current system of public servants retirement schemes to enhance levels of benefit (ii) strengthen the management of public service staff records, which is addressed under broad intervention 7 of this KRA and KRA 3; (iii) establish a retirement advisory service body; (iv) to put in place a mechanism which will cater for retirees; (v) develop job benefits system which will cater to all employees who are in service; (vi) introduce and implement health insurance scheme for public servants; (vii) develop tools for implementing public servants transport policy; and (viii) strengthen leave payment system in the public service.

Year	Annual Budget TZS
2012/2013	188,036,250
2013/2014	564,108,750
2014/2015	0
2015/2016	0
2016/2017	0
TOTAL	752,145,000

Measurement: Reviewed Retirement Benefits, Schemes and Processes.

4.5.3 Broad Intervention 3: Strengthen the Management of Diversity Related Issues

This broad intervention will focus on taking positive measures towards achieving greater gender equity in public service employment especially in professional and decision making levels. It will also address issues related to vulnerable groups including physically challenged persons and people living with HIV and AIDS. The outputs that will be associated with this broad intervention are: *4.5.3.1 Output 1: Guidelines to Mainstream Gender Issues in HR Management Processes Developed by June 2014*

Description: This output will involve putting in place guidelines which will address gender disparities in the public service. It will also involve sensitization and dissemination of the guidelines for use by MDAs.

Year	Annual Budget TZS
2012/2013	0
2013/2014	23,270,750
2014/2015	69,812,250
2015/2016	0
2016/2017	0
TOTAL	93,083,000

Measurement: Gender Mainstreaming Guidelines.

4.5.3.2 Output 2: Guidelines for Handling Vulnerable Groups in Employment Issues Developed and Implemented by June 2014

Description: Both the Public Service Management Act and the Zanzibar Employment and Labour laws require employers including the government to treat fairly and without discrimination people with disability regarding employment matters. The main activity under this output will be an analysis of constraints that impede employment, retention and progression of people with disability in public service and develop guidelines to redress the situation. It will also involve sensitization and dissemination of the guidelines for use by MDAs.

Year	Annual Budget TZS
2012/2013	0
2013/2014	34,280,500
2014/2015	102,841,000
2015/2016	0
2016/2017	0
TOTAL	137,122,000

Measurement: Guidelines.

4.5.3.3 Output 3: HIV and AIDS Guidelines Developed and Implemented by June 2014

Description: Government initiatives towards addressing stigma and other challenges facing HIV and AIDS affected public servants notwithstanding progress in this area is rather slow. Activities under this output involve (i) conducting a situation analysis on issues related to HIV/AIDS in the public service, (ii) developing guidelines and (iii) sensitization and dissemination of the guidelines for use by MDAs.

Year	Annual Budget TZS
2012/2013	0
2013/2014	35,607,000
2014/2015	106,821,000
2015/2016	0
2016/2017	0
TOTAL	142,428,000

Measurement: Guidelines.

4.5.4 Broad Intervention 4: Promote Good Governance Principles and Practices in Zanzibar

In recognition of the importance of good governance in creating conducive environment for sustainable development, promotion of good governance has been accorded priority by the Revolutionary Government of Zanzibar (RGoZ). This is clearly reflected in national development strategies and policies including Vision 2020 and Zanzibar Strategy for Growth and Reduction of Poverty (MKUZA). Similar to its predecessor cluster three of MKUZA II is on Good Governance and National Unity. It seeks to achieve the broad outcome of enhanced democratic institutions, rule of law and the national unity. This cluster deals with institutional issues that are essential for growth and reduction of poverty, and for the promotion of national unity and solidarity.

Recent initiatives geared towards promoting and strengthening governance in the political and socio-economic spheres as well as in the public sector, include (i) the review of the Constitution which led to the formation of the Government of National Unity (GNU), immediately after the 2010 general elections (ii) establishment of President's office, Public Service and Good Governance in 2010, which has the overall responsibility of overseeing the public service, ethical codes of conduct and coordination of good governance in Zanzibar (iii) adoption of a National Good Governance Policy in 2011 (iv) enactment of the Zanzibar Anti-Corruption and Economic Crime Act in 2011 and (v) good governance review conducted by the African Peer Review Mechanism (APRM) of Tanzania which includes issues that concern Zanzibar.

Now that an institutional and legal framework for promoting good governance is in place, the challenge is to create awareness on the structure and functioning of the GNU, enhance capacities in implementing the good governance policy, create awareness of good governance principles and practices, as well as to promote ethical conduct in the public service. The outputs under this broad intervention are:

4.5.4.1 Output 1: Enhanced Knowledge and Awareness of Stakeholders on the Principles and Practices of Good Governance as well as the Structure and Functioning of Government of National Unity (GNU) from June 2013

Description: Activities of this output will entail training seminars and awareness campaigns of (i) political leaders; (ii) senior government officials and other public servants; (iii) Civil Society Organizations and the general public and (iv) preparation of annual good governance reports.

Year	Annual Budget TZS
2012/2013	65,722,000
2013/2014	197,166,000
2014/2015	0
2015/2016	0
2016/2017	0
TOTAL	262,888,000

4.5.4.2 Output 2: Enhanced Capacity of Oversight Institutions in discharging their duties from December 2013

Description: Activities of this output will include training and knowledge sharing missions for (i) Anti Corruption and Economic Crime Authority; (ii) relevant committees of the House of Representatives; (iii) Controller and Auditor General; (iv) POPSGG; (v) the media and (vi) Civil Society Organizations.

Year	Annual Budget TZS
2012/2013	47,608,750
2013/2014	142,826,250
2014/2015	0
2015/2016	0
2016/2017	0
TOTAL	190,435,000

Measurement: Enhanced Capacity of Oversight Institutions.

4.5.4.3 Output 3: Code of Ethics Developed and Implemented by June 2014

Description: Activities of this output will include (i) formulation of public service code of ethics as well as professional code of conducts; (ii) creating awareness of the code of ethics within the public service; and (iii) printing and dissemination.

Measurement: Code of Ethics.

Year	Annual Budget TZS
2012/2013	0
2013/2014	24,763,750
2014/2015	79,916,250
2015/2016	0
2016/2017	0
TOTAL	99,055,000

4.5.4.4 Output 4: Compliance Framework on Code of Ethics Developed and Implemented by June 2014

Description: the focus will be putting in place a framework which will promote discipline of public servants, will ensure that MDAs will take responses in case of non compliance and to enhance compliance within different professional groups. The framework will also serve as a tool for compliance inspections to be undertaken by the Public Service Commission (PSC). Activities under this output will include (i) developing the framework and (ii) compliance inspections.

Measurement: Compliance framework.

Year	Annual Budget TZS
2012/2013	0
2013/2014	24,316,000
2014/2015	72,948,000
2015/2016	0
2016/2017	0
TOTAL	97,264,000

4.5.5 Broad Intervention 5: Strengthen Institutional and Human Resource Capacities

This broad intervention entails strengthening the capacities of various institutions in the areas of leadership development, policy development and management as well as oversight functions. It will also involve strengthening the capacity of the Institute of Public Administration (IPA), which has the mandate to among others, plan, organize, conduct and assess a wide range of practical and relevant training programs to meet the training needs of the public and private sectors in Zanzibar.

4.5.5.1 Output 1: Leadership Development Framework developed and implemented by December 2014

Description: Committed and effective leadership remains essential in transforming the public service, in that regard, the focus is to identify, develop and nurture leaders in the public service. The main activities will involve: (i) development of leadership competence framework which will form the basis for all leadership development initiatives; (ii) development of leadership succession plan, it will describe how public service progress upward through the leadership cadre and (iii) implementation of leadership competence framework and succession plan. This will involve: training, experiential learning, mentoring as well as establishment of senior executive service.

Year	Annual Budget TZS
2012/2013	0
2013/2014	34,886,500
2014/2015	104,659,500
2015/2016	0
2016/2017	0
TOTAL	139,546,000

Measurement: Leadership Competence Framework.

4.5.5.2 Output 2: Policy Development and Management Capacities enhanced by December 2015

Description: Policy formulation and management is one of the core functions of the government, thus prominence has been accorded in the establishment of Policy, Planning and Research departments in all government ministries. They are responsible for policy development and management, coordination of development programme and projects, research, planning and budgeting, monitoring and evaluation as well as information and communication. However capacities weaknesses have been noted in terms of research, policy development and management. Involvement and participation of public and other Non State Actors is also inadequate. In recognition of the capacity weaknesses in this area the focus will be to (i) enhance policy analysis, development and management capacities of Policy, Planning and Research departments in all government ministries; (ii) establish effective mechanism to promote policy debate, involving the public and other stakeholders and (iii) strengthen policy coordination mechanism within Cabinet Secretariat.

Year	Annual Budget TZS
2012/2013	0
2013/2014	96,677,333
2014/2015	96,677,333
2015/2016	96,677,333
2016/2017	0
TOTAL	290,032,000

Measurement: Number of Departments strengthened to better undertake their core policy function.

4.5.5.3 Output 3: Strengthen the Capacity of Public Service Commission in the Performance of its Oversight Role and Functions by December 2015

Description: The PSC was established on September, 2011 as an independent and autonomous body responsible for public service management in terms of advisory, facilitation, monitoring and evaluation as well as appellate roles. The PSC occupies a crucial position in the management of integrity and good governance in public service. Given the mandate and novelty of the PSC, it is important to build its capacity in undertaking its oversight role and functions. The activities of this output will entail (i) training of PSC staff; (ii) promulgation of the Public Service Act and its Regulations; (iii) undertaking knowledge sharing missions and (iv) provision of equipment and other facilities.

Year	Annual Budget TZS
2012/2013	0
2013/2014	180,355,000
2014/2015	541,065,000
2015/2016	0
2016/2017	0
TOTAL	721,420,000

Measurement: Number of PSC staff trained.

4.5.5.4 Output 4: Strengthen the Capacity of Service Commissions

Description: In compliance with the Public Service Act, the following Service Commissions have been established: (i) Civil Service Commission, (ii) Judicial Service Commission, (iii) House of Representatives Service Commission and (iv) Special Departments Service Commission. They are responsible for recruitment and other employment matters in accordance with Public Service Act and its Regulations as a well as other guidelines issued by the PSC. The activities under this output will include (i) creating awareness of Public Service Act, its Regulations and guidelines through seminars and workshops; and (ii) capacity building of Commissions' staff in human resource management issues.

Year	Annual Budget TZS
2012/2013	0
2013/2014	45,806,000
2014/2015	137,418,000
2015/2016	0
2016/2017	0
TOTAL	183,224,000

Measurement: Number of staff trained.

4.5.5.5 Output 5: Strengthen the Institute of Public Administration (IPA)

Description: Currently, staffing capacity as well as the quality of the programs being offered leaves a lot to be desired. This output entails (i) strengthening the capacity and capabilities of staff, as well as (ii) reviewing the programs and curricula to make them respond to the needs of a modern public service.

Year	Annual Budget TZS
2012/2013	0
2013/2014	161,767,000
2014/2015	485,301,000
2015/2016	0
2016/2017	0
TOTAL	647,068,000

Measurement: Revised programs and curricula.

4.5.6 Broad Intervention 6: Develop and Implement Public Service Pay Policy and a Medium Term Strategy

As already indicated levels of pay remains a major challenge that affects the capacity of the government to attract and retain qualified personnel. This is especially so at technical, professional and managerial levels calling for the need to review the level of pay. At the same time a study commissioned by the government on Public Sector Employment and Wage Bill Issues suggests that the wage bill is relatively high and it is proposed that measures be taken to bring it down. The challenge is how to reconcile the two issues.

With regard to pay, the main issues that need to be addressed are low levels of pay in absolute terms, inequities between and among different categories and level of staff, absence of a common job grade structure that will apply across the civil service, a multiplicity of pay scales for different grades of staff with exceptionally small increments and narrow overall pay ranges as well as a mixed system of allowances that distort the pay structure, in terms of differences between functional and professionals grouping.

This broad intervention focuses on measures to address pay related problems. The main outputs under this broad intervention are:

4.5.6.1 Output 1: Public Service Pay Policy and a Medium Term Strategy Developed and Approved by June 2014

Description: Activities under this output include (i) development of pay policy and a medium term strategy by consultants supported by a technical team which will also take into account wage bill issues raised by previous studies, (ii) consultations with stakeholders and (iii) approval by the government.

Year	Annual Budget TZS
2012/2013	0
2013/2014	35,930,750
2014/2015	107,792,250
2015/2016	0
2016/2017	0
TOTAL	143,723,000

Measurement: Public Service Pay Policy and Strategy.

4.5.6.2 Output 2: Job Evaluation and Grading Exercise Conducted by June 2013

Description: Activities under this output will include (i) undertaking job evaluation and grading exercise by consultants, (ii) consultations with stakeholders and (iii) approval by the government.

Year	Annual Budget TZS
2012/2013	34,065,000
2013/2014	102,195,000
2014/2015	0
2015/2016	0
2016/2017	0
TOTAL	136,260,000

Measurement: Job Evaluation and Grading Exercise Report.

4.5.6.3 Output 3: Salary Structure Revised and Approved by June 2016

Description: In recognition of the need to raise levels of pay, reduce distortions and align the pay structure to new schemes of service, government has revised the salary structure. The revised structure has resulted in appreciable increases in salaries across the public service.

Year	Annual Budget TZS
2012/2013	0
2013/2014	0
2014/2015	32,979,500
2015/2016	98,938,000
2016/2017	0
TOTAL	131,918,000

Nonetheless, pay levels continue to remain unattractive especially for technical and professional staff resulting into the government inability to attract and retain them. The activities under this output will entail implementation of the new salary structure and periodic revision of the salary structure and scales.

Measurement: Revised Salary Structure.

4.5.7 Broad Intervention 7: Develop and Implement Wage Bill Control Measures

The DAI Report noted that the Zanzibar Wage Bill/GDP ratio which stood at over 12 percent is one of the highest in developing countries. Wages and allowances, as a proportion of recurrent expenditure, are high standing at 51 percent in 2012. While the government has been taking serious measures to reduce the Wage Bill/GDP ratio to a target of 7 percent which is comparable to those of other low income African countries, the achievement of that target is still illusive. The major causes of the wage bill problems are insufficient controls over recruitment which have led to unaffordable wage bill commitments and weaknesses in payroll management that tend to allow ghost workers to accumulate.

Also, as indicated previously the effective management of payroll continues to be a major challenge despite recent efforts to install a payroll management system. Issues also remain on integration of human resource and payroll management functions. This broad intervention intends to address these issues. The main outputs under this broad intervention are:

4.5.7.1 Output 1: Mechanism to Control Wage Bill by December 2015

Description: Maintaining control on the wage bill over the long term will require a degree of certainty about what the wage bill should be as a proportion of GDP as well as recurrent expenditure. This will require putting in place institutional arrangements and capacity for undertaking the analytical work, within ministries responsible for public service and finance, to inform decisions on the appropriate size of the wage bill. The

Year	Annual Budget TZS
2012/2013	0
2013/2014	136,270,000
2014/2015	408,812,250
2015/2016	0
2016/2017	0
TOTAL	545,083,000

intention is to progressively reduce the wage bill/ GDP ratio to 7 percent.

On the other hand insufficient controls over recruitment tend to result in unaffordable wage bill commitments and weaknesses in payroll management that fuel the ghost workers phenomenon. It has also been observed that payroll related data which is managed by Ministry responsible for finance is not linked to HR data handled by the Ministry responsible for public service and other Departments and Agencies. This situation is further complicated by the absence of regular staff inspection and payroll audits at work places.

The activities under this output will be (i) undertaking, on a regular basis, the analytical work on wage bill and other pay related issues by a team of professionals; (ii) building the analytical capacity of the two ministries; (iii) developing and instituting a clearer process and set of criteria against which all requests for additional posts and staff should be evaluated; (iv) develop and install an integrated human resource management and payroll system; and (v) carry out regular staff inspection and payroll audits.

Measurement: An Integrated Human Resource Management and Payroll System.

4.5.8 Broad Intervention 8: Improve Working Environment of Public Servants

Government efforts towards improving the working environment of public servants notwithstanding the situation of infrastructure, furniture, tools and equipment still need to be improved. This also applies to office accommodation where available space is not adequate and most of the offices are below standard with some being dilapidated and lacking facilities for provision of public services.

This broad intervention intends to address the above issues. The main outputs under this broad intervention are:

4.5.8.1 Output 1: Office Buildings Constructed, Rehabilitated and Refurbished by June 2017

Description: Given the poor state of some government buildings, it is intended to construct, rehabilitate and refurbish government buildings. The activities under this output will entail (i) an assessment to establish which of the existing buildings can be rehabilitated for continued use, (ii) rehabilitation and refurbishment of the buildings, and (iii) construction of new office buildings.

Year	Annual Budget TZS
2012/2013	0
2013/2014	0
2014/2015	6,770,588,000
2015/2016	6,770,588,000
2016/2017	6,770,588,000
TOTAL	20,311,764,000

Measurement: Modern Office buildings.

4.5.8.2 Output 2: New Furniture and Modern Office Tools and Equipment Acquired and in Use by June 2017

Description: Activities under this output will involve (i) an assessment of the state of office tools and equipment, (ii) acquisition of office furniture, tools and equipment.

Measurement: Number of MDAs with new furniture, tools and equipment.

Year	Annual Budget TZS
2012/2013	0
2013/2014	0
2014/2015	202,424,333
2015/2016	202,424,333
2016/2017	202,424,333
TOTAL	607,273,000

4.6 Summary of the KRA

People are the most valued assets of any organization. The Government of Zanzibar shares this perspective. This KRA has identified measures that need to be taken to improve the management of that resource. The main areas of interventions will include: finalize and implementation of Public Service Management Regulations; strengthening management of human resource function; strengthening management of diversity related issues; promotion of ethical conduct in the public service; strengthening Institutional and human resource capacities; developing and implementing a Public Service Pay policy as well as developing and implementing wage bill control measures and improve working environment of public servants.

Year	Annual Budget TZS
2012/2013	361,427,500
2013/2014	2,512,107,666
2014/2015	10,195,674,000
2015/2016	7,618,847,500
2016/2017	6,973,012,333
TOTAL	27,661,069,000

This KRA is budgeted at Tzs **27,661,069,000** or **58.3 %** of the entire budget.

Key Result Area 3: Information and Records Management

5.1 Background and Context

Modern governments rely heavily on information to carry out their functions. Effective management of information is therefore a cornerstone of any government's ability to ensure a high degree of efficiency and effectiveness in the delivery of public services. It enables governments to be accountable, responsive and transparent in undertaking their functions.

In recognition of the importance of information in improving government operations, public institutions are increasingly focusing on strengthening systems for managing records and archives as well as using information and communication technologies (ICT).

Currently the management of public records in Zanzibar is yet to reach desirable standards for managing information and records in public institutions. Registries are congested with current and non current records; subject and personnel files are, in some institutions, mixed up; storage facilities are inadequate; and security and safety measures leave a lot to be desired. Furthermore, there are deficiencies with regard to institutional and legal framework, file classification systems and human resource capacity to manage the registry functions. It is also worth noting that to date there has not been much effort to apply ICT in the area of records management.

Regarding the application of ICT to support internal process within government, as well as for the delivery of public services there has been sporadic efforts to use ICT. Computers and other ICT equipment have been acquired for use in a number of public institutions and opportunities have been availed to public service staff to train in computers and related ICT skills. Furthermore, initiatives are being taken by a

FIGURE 4: SUMMARY OF KRA 3

PLANNED OUTCOMES

- A coherent institutional and legal framework for records management;
- Efficient and effective records management systems;
- Adequate and state of the art storage facilities;
- Improved archival services;
- Enhanced human resource capacity in records management;
- A coherent institutional and legal framework to guide operations of ICT in government;
- Wide use of modern ICT equipment and applications consistent with national ICT and e-government policies;
- Improved sharing of information within government;
- ICT function in government managed by adequate and qualified personnel; and
- Improved public service operations.

BROAD INTERVENTIONS TO ACHIEVE THE OUTCOMES

- Improve the management of records and archives to support internal government operations and service delivery; and
- Promote the use of ICT to support internal government operations and service delivery

number of public institutions to install various systems to support their operations including establishment of websites. It is worth noting that an e-government policy is in place, a national ICT policy has been drafted and a committee to coordinate the different ICT initiatives within government has been established.

5.2 Recent Reform Initiatives on Information and Records Management

Recent efforts to address the deficiencies relating to records management and ICT include:

- Decongestion of registries in 5 Ministries.
- Improvement of records management system in 5 Ministries.
- Training of records management assistants.
- Improvement of file classification systems in 5 Ministries.
- Review of scheme of service of records cadre.
- Formulation of standard operations procedure manual for registries.
- Computerization of HR information and selected business processes.
- ICT and related equipment are increasingly being used in undertaking government operations.
- Measures have been initiated to connect MDAs with the Zanzibar e government optical fiber cable.

5.3 Issues and Challenges

In spite of the ongoing reform initiatives, the current status of information and records management suggests that there are still a number of issues and challenges that need to be addressed. With regard to records management the issues and challenges include:

- lack of a coherent institutional and legal framework;
- congestion of records in registries;
- inefficient file classification systems;
- inadequate and outdated storage facilities; and
- issues related to security and safety as well as human resource capacity.

Regarding ICT, the compelling issues and challenges that need to be addressed include:

- The draft national ICT policy needs to be finalized.
- Institutional and legal framework for operations of ICT in the government.
- While many public institutions have basic ICT equipment and applications, these were acquired on a piece meal basis and were not based on rigorous analysis of needs. As a result use of ICT is still low and not contributing adequately to enhancing productivity in internal operations and service delivery.

- Absence of local area networks and a government wide area network.
- With the exception of a few public institutions, ICT literacy is low at all levels. This situation, coupled with low readiness of public employees to embrace ICT, hinders the deployment of ICT systems and results in poor usage.
- There is inadequate human resource capacity at technical, managerial and operational levels to support government in deploying ICT to undertake its functions.

This KRA is intended to address these challenges.

5.4 Planned Outcomes

The overall goal of this KRA is to have reliable and sustainable information and records management systems that support internal government operations and service delivery. The expected outcomes are:

- A coherent institutional and legal framework for records management;
- Efficient and effective records management systems;
- Adequate and state of the art storage facilities;
- Improved archival services;
- Enhanced human resource capacity in records management;
- A coherent institutional and legal framework to guide operations of ICT in government;
- Wide use of modern ICT equipment and applications consistent with national ICT and e-government policy;
- Improved sharing of information within government;
- ICT function in government managed by adequate and qualified personnel; and
- Improved public service operations.

5.5 Broad Interventions

In order to achieve the planned outcomes under this KRA, the following broad interventions will be implemented:

- Improve the management of records and archives to support internal government operations and service delivery; and
- Promote the use of ICT to support internal government operations and service delivery

5.5.1 Broad Intervention 1: Improve the Management of Records and Archives to Support Internal Government Operations and Service Delivery

As noted above, the management of public records is yet to reach desirable standards for managing information and records in public institutions. This broad intervention will address the deficiencies to ensure records are properly managed to support decision making and serve as the institutional memory of RGoZ. The broad intervention will include the following outputs:

5.5.1.1 Output 1: A Coherent Institutional and Legal Framework for Records Management Developed and Operational by June 2015

Description: Although there is a law to guide the archives and records management function, proper records management requires to be backed by a coherent institutional and legal framework, there is no policy to guide the management of public records in their entire life cycle. Activities under this output will include (i) development of a policy by a technical team supported by consultants and involving consultations with relevant stakeholders; (ii) review existing legislation by a technical team supported by consultants and involving consultations with key stakeholders; and (iii) approval, printing and dissemination of the policy and law and other guidelines in respect to records management.

Year	Annual Budget TZS
2012/2013	0
2013/2014	93,466,000
2014/2015	280,398,000
2015/2016	0
2016/2017	0
TOTAL	373,864,000

Measurement: Institutional and Legal Framework for Records Management.

5.5.1.2 Output 2: Efficient, Effective and Sustainable Records Management Systems in Place in all Ministries by June 2014

Description: Government decisions rely on, among other things, accurate information that can be retrieved easily and in a timely manner. Efforts to put in place efficient and effective records management systems have been initiated in 5 Ministries. This output will continue to put in place efficient and effective records management systems in the remaining ministries. Installation of the records management systems in government Ministries is envisaged to generate quick wins in delivery of public services. The activities under this output will include (i) carrying out pre and post baseline surveys including issues related to application of ICT; (ii) training of a central team of public servants on restructuring of registries including decongestion and installation of appropriate filing classification system; (iii) restructuring of registries by the team supported by experts

Year	Annual Budget TZS
2012/2013	0
2013/2014	272,302,000
2014/2015	816,906,000
2015/2016	0
2016/2017	0
TOTAL	1,089,208,000

; (iv) install state of the art storage facilities for records and archives including records management centres; (v) applying ICT in the management of records and archives; (vi) create awareness for action officers and top management and (vii) inspection of registries.

Measurement: Records Management Systems.

5.5.1.3 Output 3: Archival Services Improved by June 2016

Description: Archives are the institutional memory of any Government and therefore have responsibility for the preservation of archival materials for posterity. They serve as source of information to be accessed by other government bodies, researchers and the general public. The effective management of archival materials in Zanzibar remains constrained by a number of factors notwithstanding the recent amendment of the Zanzibar National Archives Act of 2008. Some of the constraints include absence of guidelines on retention disposal schedules as well as classification and cataloguing of archival materials. This output is intended to address the problems noted above. The activities under this output will include (i) the development of guidelines on retention and disposal schedules by technical teams supported by consultants; (ii) classification and cataloguing of archival materials; and (iii) undertaking outreach programs to create public awareness.

Year	Annual Budget TZS
2012/2013	0
2013/2014	0
2014/2015	71,973,500
2015/2016	215,920,500
2016/2017	0
TOTAL	287,894,000

Measurement: Access to Archival Material.

5.5.1.4 Output 4: Human Resource Capacity in Records and Archives Management Enhanced by June 2015

Description: The sustainability of an efficient and effective records and archives management system will depend, to a larger extent, on developing the requisite skills, knowledge and awareness within the public service. There is therefore a need to draw up comprehensive staff development programs which aim at strengthening the professional, managerial and technical capacity of records and archives personnel at all levels. There is also an overriding need to create user awareness within the public service. The activities of this output will include (i) training of records and archives personnel; (ii) undertaking knowledge sharing missions; (iii) reviewing and implement schemes of service of records and archives personnel; and (iv) creating awareness for action officers and top management.

Year	Annual Budget TZS
2012/2013	0
2013/2014	94,250,500
2014/2015	282,751,500
2015/2016	0
2016/2017	0
TOTAL	377,002,000

Measurement: Human Resource Capacity in Records and Archives Management.

5.5.2 Broad Intervention 2: Promote the use of ICT to Support Internal Government Operations and Service Delivery

The Information and Communication Technologies (ICT) revolution over the last few decades has opened up new ways of doing business and delivering services for any organization including governments.

Increasingly, public institutions are responding to opportunities offered by ICT that enable them to improve service delivery. In recognition of the above, the RGoZ is committed to ensure that ICT is used innovatively to support high quality and efficient public services in Zanzibar and recently, a number of measures have been taken to deploy ICT in government operations. These include the formulation of the e-government policy and draft national ICT policy. This broad intervention is intended to broaden the scope of those efforts and to facilitate implementation of those policies. The outputs that will be associated with this intervention are:

5.5.2.1 Output 1: E-government Institutional and Legal Framework Developed by June 2014

Description: The implementation and adoption of ICT in Zanzibar is at nascent stage. As noted earlier an e-government policy has been formulated to guide the use of ICT in the public service. However, there is a lack of a coherent legislations and regulations to enforce the implementation of the policy. In that regard, one of the major interventions will involve the development of an e-government legal and institutional framework that will guide the use of ICT in government business. The activities under this output will include: (i) development of a legal and institutional framework; and (ii) approval, printing and dissemination of the law and regulations.

Year	Annual Budget TZS
2012/2013	0
2013/2014	56,459,500
2014/2015	169,378,500
2015/2016	0
2016/2017	0
TOTAL	225,838,000

Measurement: E-government Institutional and Legal Framework.

5.5.2.2 Output 2: MDA ICT Strategies Developed and Implemented from July 2015

Description: As already pointed out most of the ICT equipment were procured without thorough needs analysis. There is therefore a need for public institutions to review their business processes and formulate strategies and road maps for effectively deploying ICT in undertaking their functions. Activities under this output will be (i) development of guidelines to be used by public institutions in developing ICT strategies; (ii) development of ICT strategies by public institutions; and (iii) implementation of the strategies by public institutions.

Year	Annual Budget TZS
2012/2013	0
2013/2014	129,771,000
2014/2015	389,313,000
2015/2016	0
2016/2017	0
TOTAL	519,084,000

Measurement: Public institutions' ICT strategies.

5.5.2.3 Output 3: Government Wide Electronic Infrastructure Network Developed from July 2017

Most of the existing ICT networks and information infrastructure are based on ad hoc demand of service improvement by individual departments and do not meet long term needs of the Government. This makes it difficult to have a secured and shared infrastructure and integrate and run common ICT applications and services. There is therefore a need to develop a government wide electronic infrastructure network. To achieve this objective, the following activities will be undertaken (i) develop government wide ICT, architecture and data center blue print; and (ii) Put in place a secured government wide network and data center this will be undertaken by a technical team with the support of consultant.

Year	Annual Budget TZS
2012/2013	0
2013/2014	1,195,231,250
2014/2015	1,195,231,250
2015/2016	1,195,231,250
2016/2017	1,195,231,250
TOTAL	4,780,925,000

Measurement: Government Wide Electronic Infrastructure Network.

5.5.2.4 Output 4: Government Harmonized and Shared ICT Systems Implemented by June 2017

Description: There is a proliferation of application systems and databases in the government of Zanzibar. Examples of institutions that have developed their own systems include the health information management system, Civil registration, Zanzibar Identity Card Registration Office, and the Ministry of Water, Construction, Energy and Lands. Many of these systems are similar in functions and have to be used widely across public institutions. Government should consolidate and develop these systems and have them shared. The activities under this output will entail (i) review of existing systems with a view to determining the extent to which they can be harmonized and utilized across the government; and (ii) developing new ones as appropriate. This will be undertaken by a technical team supported by a consultant.

Year	Annual Budget TZS
2012/2013	0
2013/2014	62,567,250
2014/2015	62,567,250
2015/2016	62,567,250
2016/2017	62,567,250
TOTAL	250,269,000

Measurement: Harmonised and shared ICT systems.

5.5.2.5 Output 5: HR Capacity Improved by June 2017

One of the key problems constraining the deployment of ICT in government operations is low capacity in Zanzibar public service to manage and use ICT applications and services. This output is intended to enhance HR capacity to operate and manage ICT functions in public institutions. It is also intended to increase the awareness on the benefits derived in deploying ICT to support government functions. The activities to be undertaken will be (i) build the capacity of public servants to use and manage ICT. This will involve assessing current and future needs, developing training programs as well as tapping knowledge through experience sharing programs and (ii) creating awareness to the public on e-government operations.

Year	Annual Budget TZS
2012/2013	0
2013/2014	134,682,000
2014/2015	134,682,000
2015/2016	134,682,000
2016/2017	134,682,000
TOTAL	538,728,000

Measurement: ICT Human Resource Capacity.

5.6 Summary of the KRA

This KRA focuses on putting in place improved systems and procedures and capacities for managing current, semi current and non current records in the public domain and promoting the use of ICT in government internal operations as well as service delivery.

Year	Annual Budget TZS
2012/2013	0
2013/2014	2,038,729,500
2014/2015	3,403,201,000
2015/2016	1,608,401,000
2016/2017	1,392,480,500
TOTAL	8,442,812,000

This KRA is budgeted at Tzs **8,442,812,000** or **18 %** of the entire budget.

Key Result Area 4: Reforming Local Government

6.1 Background and Context

Many countries are opting to organize government business using Decentralization by Devolution (D by D) in recognition of the fact that local governments are the foot soldiers in fighting the war against poverty, ignorance and disease. Decentralization by Devolution entails having people make decisions on socio-economic development issues, election of their representatives, the management of staff in their institutions as well as control over finances. It also has a bearing on the relationship between the decentralized units and the central government.

The Government of Zanzibar has since 1984 decided to adopt a system of local government that is consistent with the above principles. The Constitution of Zanzibar stipulates that there will be local governments at regional, district and a prescribed area of jurisdiction as the case may be. The powers and responsibilities and the manner of appointing representatives, will be in accordance with the law passed by the House of Representatives.

As a follow up of this constitutional requirement, the Regional and Local Governments Act 1986 was enacted. Implementation of the Act covered only the Regional Administration Institutions without touching the Local Governments. Subsequently, legislation to establish the Zanzibar Municipal Council and for other matters connected therewith (Act Number 3 of 1995), and in the same year, legislation to establish the District and Town Councils as well as other matters

FIGURE 5: SUMMARY OF KRA 4

PLANNED OUTCOMES

- Local government system based on clear policy and a harmonized legal framework;
- The allocation of mandates and responsibilities of Local Government Authorities and corresponding structures should take into account the circumstances obtaining in the respective area;
- Local Authorities which are adequately funded to meet their mandated functions and responsibilities;
- LGAs with optimal, competent, motivated staff with high levels of integrity;
- LGAs led by democratically elected leaders that conduct the council business in a participatory, transparent and accountable manner; and
- Central government institutions which have the capacity to effectively provide technical advice and supervise LGAs.

BROAD INTERVENTIONS TO ACHIEVE THE OUTCOMES

- Implement a policy on local government
- Strengthen the Institutional framework for Local Government
- Rationalize and harmonize roles and responsibilities of central, regional administration, districts, shehia and local governments
- Strengthen the management of human resource in local government authorities
- Develop and implement mechanisms to enhance the financial resource base of local government authorities
- Promote good governance practices within LGAs

connected therewith (Act Number 4) was passed. Given the legal framework described above, the existing local government system has the following features:

With regard to **institutional arrangements and structure** the Local Government laws in Zanzibar provide for the establishment of two categories of local authorities- urban authorities and rural (District) authorities, as corporate bodies. Under the first category there is one Municipal Council (Zanzibar) and three town councils (Mkoani, Chake Chake and Wete). Under the second category there are nine district councils (Magharibi, Kusini, Kati, Kaskazini A, Kaskazini B, Wete, Chake Chake, Mkoani and Micheweni).

It is worth noting that the local government area of jurisdiction could either coincide with the district as a central government area of jurisdiction as specified in District and Town Council Act No. 4 of 1995, section 3(1) as well as Regional Administration Authority Act No. 1 of 1998. Alternatively there could be more than one LGAs within an administrative district which could pose viability problems of the LGAs. It is also worth noting that currently the law does not provide for the existence of local government institutions below the district.

The operations of local authorities are divided into two areas, the council which is the highest political authority within its area of jurisdiction and staff. The council is composed of councilors elected directly by the residents in a ward and others are nominated by the Minister responsible for the local government portfolio. The Council is chaired by a Mayor, in case of Zanzibar Municipality and a Chairman in respect of town and district councils.

The council operates through a system of standing committees responsible for various functions including finance and economic development, town planning, law and order and social services and other committees as need arises.

The day-to-day operations of a local authority are undertaken by council staff headed by a Director in case of Zanzibar Municipal Council, Secretaries in relation to town councils and district councils. The council does not have full autonomy with regard to the appointment of senior members of its staff, with the Chief Executives of Local Government Authorities being appointed variously by the President or the Minister responsible for local government. Furthermore, the organizational structure for running council affairs is prescribed in the law leaving little room for the council to tailor its structure according to its needs and priorities.

Another feature of the local government system relates to **roles and responsibilities of local authorities**. Generally the Acts establishing both rural and urban councils stipulate the following functions and responsibilities for local government authorities:

- Formulate, coordinate and supervise the implementation of plans for economic, commercial, industrial and social development;
- Ensure the collection and proper utilization of revenue of Council;

- Make by-laws applicable throughout its area of jurisdiction; and
- Consider, regulate and co-ordinate development plans, projects and programs of village and township councils within its area of jurisdiction.

On the other hand urban authorities are given additional functions and powers including the following:

- Establishment and maintenance of recreation grounds;
- Actions to promote public health (as required by the Minister);
- Construction of drainage works; and,
- Administration of markets.

The foregoing review of roles and responsibilities of local authorities does on one hand suggest that the mandates of the local authorities are heavy and on the other hand are clear and straight forward. However, they have to undertake these functions on a thin budget line and experience on the ground suggests that there are overlaps in the performance of these roles with the responsibilities given to central government institutions.

The third feature relates to the **level of human resource capacity**, whereby currently there is limited capacity and competence LGAs personnel in terms of numbers, skills and qualifications leading to poor execution of LGAs functions there is also a problem in terms of utilization, retention and attraction of professional staff in the LGAs.

The fourth feature relates to **financing arrangements for LGAs**. Local government functions are financed by the central government, revenue from council own sources including license fees, rent on own properties, market fees and user service charges as prescribed in the respective establishing Acts. The grants from central government are earmarked mainly for financing personnel emoluments with service delivery having to be financed from own sources. Given the fact that the economic base for most local authorities is weak, revenue for meeting service delivery functions tends to be negligible.

It has also been observed that there is proliferation of uncoordinated projects and programs implemented by the central government instead of local authorities as prescribed in the relevant legislations. This contributes to weakening of local government authorities as well as socio-economic development of the country.

6.2 Recent Reform on Reforming Local Government

In recognition of the significance of local governments in socio-economic development of the country a number of diagnostic studies have been undertaken for the purpose of strengthening local government in Zanzibar. The more recent ones include: Zanzibar Good Governance Strategic Plan by Haroub Othman and others (2003); Local

Government Reform for Zanzibar by Liviga and Meela (2004); and Local Governments and Environment Management (2007) by Dege Consultants.

Taking into account the results and recommendations of the above studies, as well as consultations within and outside government, a policy on Local Government Reform in Zanzibar has been formulated, discussed by stakeholders and endorsed by the Cabinet in 2012. The policy is aimed at guiding the government and administration of LGAs and to address the institutional and legal issues and challenges which affect the efficiency and effectiveness of the local government system in Zanzibar.

6.3 Key Issues and Challenges

A review of the current situation suggests that the RGoZ is committed towards strengthening the local government system. However, there are a number of issues and challenges that need to be addressed. These include:

- Weaknesses in the legal and institutional framework for local government;
- Overlaps in roles and functions of central and local government institutions;
- Unclear mandate and decision making powers for local governments;
- Inadequate financing of local government functions;
- Unclear demarcation of physical and administrative boundaries;
- Weak linkages and accountability of LGAs to the citizens;
- Absence of democratic local government representation below district level;
- Weak oversight institutions supporting local government systems;
- Limited capacity, capability and competence of local government personnel in terms of numbers, skills and qualifications; and
- Weak capacity to plan, formulate and implement development plans in LGAs.

6.4 Planned Outcomes

The overall goal of this KRA is to put in place clear institutional and legal framework and management systems that will strengthen local authorities to deliver public services efficiently, effectively and keeping in mind issues of equity.

The expected outcomes are:

- Local government system based on clear policy and a harmonized legal framework;
- The allocation of mandates and responsibilities of Local Government Authorities and corresponding structures should take into account the circumstances obtaining in the respective area;
- Local Authorities which are adequately funded to meet their mandated functions and responsibilities;
- LGAs with optimal, competent, motivated staff with high levels of integrity;

- LGAs led by democratically elected leaders that conduct the council business in a participatory, transparent and accountable manner; and
- Central government institutions which have the capacity to effectively provide technical advice and supervise LGAs.

6.5 Broad Interventions

In order to achieve the planned outcomes under this KRA, the following broad interventions will be implemented:

- Implement a policy on local government
- Strengthen the Institutional framework for Local Government
- Rationalize and harmonize roles and responsibilities of central, regional administration, districts, shehia and local governments
- Strengthen the management of human resource in local government authorities
- Develop and implement mechanisms to enhance the financial resource base of local government authorities
- Promote good governance practices within LGAs

6.5.1 Broad Intervention 1: Implement a Policy on Local Government

In recognition of the importance of an appropriate policy and legal to guide the administration of LGAs. The government has developed a policy on local government. The policy will further guide a review of existing legislation dealing with local government matters. This broad intervention will focus on the review of the existing laws, developing regulations and harmonization of the existing sectoral legislation with local government laws to support D by D. The outputs that will be associated with the above intervention are:

6.5.1.1 Output 1: Local Government Laws Reviewed and Amended by June 2014

Description: The process will entail (i) review of the existing related legislation on local government including the Zanzibar Municipal Council Act, the District and Town Council Act and the Regional Administration Authority Act (ii) drafting of the Bill, (iii) consultations with stakeholders (iv) approval of the draft Bill by Revolutionary Council (v) passage of the Bill and (vi) publication and dissemination of the law.

Year	Annual Budget TZS
2012/2013	129,935,666
2013/2014	129,935,666
2014/2015	129,935,666
2015/2016	0
2016/2017	0
TOTAL	389,807,000

Measurement: Local Government Act.

6.5.1.2 Output 2: Local Government Regulations in Place by June 2014

Description: The development of Regulations will entail the following activities (i) drafting of Regulations, (ii) consultation with stakeholders, (iii) approval by the Minister and (iv) publication and dissemination of the Regulations.

Measurement: Local Government Regulations.

Year	Annual Budget TZS
2012/2013	41,829,375
2013/2014	125,488,125
2014/2015	0
2015/2016	0
2016/2017	0
TOTAL	167,317,500

6.5.1.3 Output 3: Existing Sector Related Laws Harmonized with the New Local Government Laws by June 2017

Description: This activity entails scrutinizing existing sector related laws with a view to identifying contradiction, inconsistency and overlaps between them and the local government law. In particular the scrutiny will focus on areas within those laws that are likely to constrain the realization of decentralization by devolution. The activity will be jointly led by sector ministries and ministry responsible for local government supported by legal experts.

Measurement: Sector Related Laws.

Year	Annual Budget TZS
2012/2013	0
2013/2014	0
2014/2015	49,103,666
2015/2016	49,103,666
2016/2017	49,103,666
TOTAL	147,311,000

6.5.2 Broad Intervention 2: Strengthen the Institutional Framework for Local Government

The institutional framework for local government involves the following important structures: national level institution; district or regional level institution (higher level tier of an LGA), local level institution at either ward or election constituency as deemed necessary. The National level institution is an institution whose main function is to facilitate the intergovernmental relationship between the central government and local government. Generally, the central government have the overriding powers within the framework of the Constitution, sector ministries have a role as policy making, supportive and capacity building, monitoring and quality assurance as well as regulating bodies (legal and audit). The ministry responsible for local governments this central - local relation, and in particular, all initiatives from sectoral ministries on matters relating to local government.

The current institutional arrangement of the LGAs in Zanzibar arises out of the legislation that establishes them. The responsibility for supervision of local government falls under the Office of the President and the Chairman of the Revolutionary Council. The Ministry performs its responsibilities in this regard through the Deputy Principal Secretary. Generally, the local government system in Zanzibar

operates under great challenges. These include (i) absence of effective institutions and fora to facilitate operationalisation of D by D (ii) lack of formalized system through which Councilors can meet their electorates (iii) limited information flow from the council to the people and vice versa and (iv) inadequate capacity of councilors and LGAs staff in performing their duties.

This broad intervention will put in place an appropriate institutional framework and mechanisms to facilitate formulation and strengthening of effective and efficient LGAs. It will establish communication and consultative mechanisms between central government and LGAs and ensure peoples participation in its day to day operations. As the policy on local government by D by D is implemented and leads to local government authorities taking on more functions, the oversight and guidance role of the ministry will become more complex thus calling for serious steps to strengthen the institutional capacity of the ministry and LGAs.

This broad intervention will include the following outputs:

6.5.2.1 Output 1: The Overall Institutional Set Up of Local Government Reviewed to Put in Place the Necessary Structures and Fora at the National, Higher Level LGA as well as Lower Level LGAs, from January 2014

Description: There is a need to comprehensively study and put in place effective institutions and forums that are important for operationalization of the LGAs as well as promoting dialogue between central government and LGAs. Based on the functional reviews that are being conducted, the following activities will be undertaken: (i) engaging a consultant to review the current institutional set up of local government and recommend for a more effective setup (ii) consultations with stakeholders and (iii) approval of the recommendations.

Year	Annual Budget TZS
2012/2013	0
2013/2014	52,482,500
2014/2015	157,447,500
2015/2016	0
2016/2017	0
TOTAL	209,930,000

Measurement: Institutional Setup Recommendations.

6.5.2.2 Output 2: Capacity Needs Assessment Completed by December 2014

Description: As noted above, the ministry's capacity to undertake its oversight and support function as well as LGAs capacity needs to be strengthened in terms of overall staffing levels, competencies and working environment including tools and equipment. The activities to be undertaken will include: (i) engaging a consultant to carry out a capacity needs assessment, (ii) consultations with stakeholders and (iii) approval of the recommendations.

Year	Annual Budget TZS
2012/2013	0
2013/2014	57,245,000
2014/2015	171,735,000
2015/2016	0
2016/2017	0
TOTAL	228,980,000

Measurement: Capacity Needs Assessment Recommendations.

6.5.2.3 Output 3: The HR and Institutional Capacity of the Ministry and LGAs Strengthened from July 2015

Description: A capacity assessment of the Ministry responsible for Regional Administration and Special Departments conducted in 2011 reveals that HR and institutional capacity of the ministry responsible for regional administration and LGAs require improvement. The activity under this output will include implementation of the approved recommendations on capacity needs assessment, particularly in matters related to recruitment, training and improvement of working environment..

Year	Annual Budget TZS
2012/2013	0
2013/2014	0
2014/2015	0
2015/2016	13,585,000
2016/2017	40,755,000
TOTAL	54,340,000

Measurement: Level of implementation of the Capacity Needs Assessment Report.

6.5.3 Broad Intervention 3: Strengthen the Management of Human Resources in Local Government Authorities

This broad intervention is intended to achieve two objectives: the devolution of powers and responsibilities to locally elected and accountable authorities to employ and manage their own staff and strengthen the human resource management function in local government authorities. The output associated with this broad intervention is:

6.5.3.1 Output 1: LGAs Capacity to Undertake the HR Functions in line with D by D developed by December 2017

Description: The envisaged involvement of councils in the management of HR functions consistent with D by D may pose capacity and integrity related challenges in the management of the function. To address this challenge will involve (i) development of a capacity building program by Ministry responsible for local governments with the support of consultants and (ii) implementing the program.

Year	Annual Budget TZS
2012/2013	0
2013/2014	0
2014/2015	607,927,512.82
2015/2016	607,927,512.82
2016/2017	607,927,512.82
TOTAL	1,823,782,538.46

Measurement: Capacity Building Program.

6.5.4 Broad Intervention 4: Develop and Implement Mechanisms to Enhance the Financial Resource Base of Local Government Authorities

The realization of improvements in service delivery that is expected from the adoption of D by D is dependent on funding the LGAs adequately as well as efficient and effective management of financial resources. Currently, financing and management of LGAs is characterized by (i) low levels of revenue which is also unpredictable undermining local government capacity to deliver mandated services; (ii) unclear division of responsibility between central and local government regarding collection of revenue and (iii) absence of functioning system to govern intergovernmental transfers.

The financial management system in LGA is also not well developed. This is reflected in weakness in systems and human resource capacities to undertake functions related to planning and budgeting, financial control, procurement, accounting, auditing and reporting.

This broad intervention will therefore be geared at (i) spelling out division of responsibilities in revenue collection between the central and local government; (ii) putting in place a transparent and effective system for allocation of recurrent and development grants among LGAs, and (iii) improvement of the financial management function.

6.5.4.1 Output 1: Guidelines on the Division of Responsibilities in Revenue Collection between Central and Local Government Issued and Operational by December 2014

Description: The laws establishing local government authorities provides for particular sources of revenue to be collected and utilized by LGAs. However, in practise the central government has increasingly taken over responsibility for collection of revenue from most of the sources assigned to LGAs and also tends to assign to LGAs sources of revenue that are not reliable. This output will involve review of existing legal instruments pertaining to revenue collection with a view to rationalize and harmonize them in order to assign revenue collection responsibility to appropriate levels of government. This may also provide an opportunity to enhance the revenue base.

Year	Annual Budget TZS
2012/2013	0
2013/2014	29,328,250
2014/2015	87,984,750
2015/2016	0
2016/2017	0
TOTAL	117,313,000

Measurement: Guidelines on the Division of Responsibilities in Revenue Collection between Central and Local Government.

6.5.4.2 Output 2: Framework on Intergovernmental Fiscal Transfers Approved by December 2014

Description: The absence of a defined system for allocation of recurrent and development grants among LGAs, contributes to poor planning, lack of transparency, perceptions of inequitable allocation of resources as well as inequity in socio-economic development among LGAs. This output is intended to address the issues raised above. It will involve (i) carrying out a study to examine the current modalities of resource allocation from central to local government and recommend an appropriate framework. The study will, among other things, include:

Year	Annual Budget TZS
2012/2013	0
2013/2014	72,261,375
2014/2015	72,261,375
2015/2016	0
2016/2017	0
TOTAL	289,045,500

- The assignment of expenditure responsibilities between the central government and LGAs to provide the basis for a more transparent and predictable system for allocation of the total financial resources for distribution to LGAs;
- Analyze and advise on proper division of sources of revenues between central government and local government; and
- Explore the possibility of establishing a formula based system that will include an equalization facility in transferring funds from central to local government.

(ii) Consultation with stakeholders; (iii) approval by the government, (iv) printing and dissemination of the framework for use in the LGAs.

Measurement: Framework on Intergovernmental Fiscal Transfers.

6.5.4.3 Output 3: The Financial Management Function of LGAs Strengthened by June 2017

Description: As noted earlier there are major weaknesses in the way the financial management function (planning and budgeting, financial control, procurement, accounting, auditing and reporting) in LGAs is undertaken. The weaknesses are related to staffing in terms of numbers and competencies, systems and procedures as well as tools. The continued prevalence of these weaknesses could impede fiscal decentralization. There is therefore a need to take immediate steps to address the situation.

Year	Annual Budget TZS
2012/2013	0
2013/2014	0
2014/2015	633,628,000
2015/2016	633,628,000
2016/2017	633,628,000
TOTAL	1,900,884,000

The activities under this output will involve (i) determining appropriate staffing requirements to manage the financial management function (ii) recruitment/deployment of staff to fill in vacant posts, (iii) Building the capacity of financial management staff, (iv) develop/adapt appropriate financial management systems, procedures and manuals and (v) procurement of office furniture, tools and equipment.

Measurement: The Financial Management Function of LGAs.

6.5.5 Broad Intervention 5: Promote Good Governance Practices within LGAs

The government recognizes the importance of good governance in realizing the objectives articulated in both Vision 2020 and MKUZA. The inclusion of this broad intervention within the framework of ZPSRP is intended to further promote those principles within local government.

Generally the state of governance within the local government authorities is not satisfactory. The major areas of concern include low levels of civic knowledge, linkages between the councilors and their electorates, and levels of public participation in governance issues. Other areas are related to issues of accountability, transparency, integrity, inclusiveness and equity. During the last few years, government has addressed some of these concerns including those related to equity and inclusiveness. With regard to the later two issues the Constitution provides for enhanced levels of women representation in democratic institutions.

The outputs that will be associated with this broad intervention are: (i) mechanisms for enhancing councilors' accountability to both electorates and service users (ii) conduct training of councilors on their roles and responsibilities within the devolved local government (iii) undertake civic education programs on roles and responsibilities of LGAs, rights and obligations of the citizens as well as the importance of national unity.

6.5.5.1 Output 1: Mechanisms for Enhancing Councilors' Accountability to Electorates and Service Users by June 2015

Description: Increased accountability of councillors to the electorate and service users is necessary under the reform LGAs system. To promote enhanced accountability by councillors, a framework for downward accountability will be developed. It will include a requirement for councillors to report regularly to citizens/service users, decisions taken in council meetings, planned development activities and intended budget allocations for the ward and the role to be played by the residents.

Year	Annual Budget TZS
2012/2013	0
2013/2014	4,676,500
2014/2015	4,676,500
2015/2016	4,676,500
2016/2017	0
TOTAL	125,029,500

The activity under this output will consist of the development of a simple accountability instrument in Kiswahili for enabling councillors to prepare an accountability report to be submitted to electorate/service users, using existing fora, such as development committee meetings, shehia advisory committees and other meetings in the ward as well as at grass-root levels. The report can also be posted at conspicuous places such as public notice boards.

Measurement: An Accountability Instrument.

6.5.5.2 Output 2: Training of Councilors on their Roles and Responsibilities within the Devolved Local Government Conducted by February 2016

Description: Under the devolved local government system the main responsibilities of councillors are representation, refinement of national policy to suit local environment, passage of legislation (by-laws, standing order etc), approving development plans and budget, oversight of the overall performance of management of council. Ordinarily, elected/nominated councillors come from diverse education/ occupational backgrounds that may not have prepared them to undertake the responsibilities mentioned above. There is therefore a need to build their capacities to undertake these roles. This is particularly necessary in view of the move to implement the new local government policy.

Year	Annual Budget TZS
2012/2013	0
2013/2014	0
2014/2015	76,556,666.67
2015/2016	76,556,666.67
2016/2017	76,556,666.67
TOTAL	229,670,000

The activities under this output will include (i) consultant to design a training program for councillors that will cover among other things their roles and responsibilities, policy formulation and analysis, planning and budgeting, management of meetings and their relationship with council staff, as well as issues related to downward accountability; (ii) undertake training of trainers to conduct the training (iii) conduct the training program.

Measurement: Training Report.

6.5.5.3 Output 3: Civic Education Programs Undertaken from June 2013

Description: Low level of knowledge amongst grass-root leaders and citizens on their roles in the governance process has been identified as one of the barriers to achieving accountable governance within the LGAs. Under this output, interventions aimed at enhancing levels of knowledge amongst grass-root leaders and citizens will be undertaken. The interventions will take into account issues related to democracy and good governance, local government as well as the importance of national unity.

Year	Annual Budget TZS
2012/2013	0
2013/2014	111,395,000
2014/2015	334,185,000
2015/2016	0
2016/2017	0
TOTAL	445,580,000

The activities will include (i) design of a training program for grass-root leaders (ii) undertake training of trainers (iii) train the grass-root leaders and (iv) undertake nation-wide sensitisation programs for citizens using various mechanisms, including media and organising fora.

Measurement: Civic Education Programs.

6.6 Summary of the KRA

Active local governments are at the centre of people's development. In recognition of that, the Revolutionary Government of Zanzibar has decided to devolve governance functions and service delivery at the local level to democratically elected local governments. This KRA has identified measures that need to be taken to achieve that objective. The main areas of interventions include: implementation of a policy on local government; rationalization and harmonization of roles and responsibilities of central, regional administration, districts, shehia and local governments.

Year	Annual Budget TZS
2012/2013	171,765,041.67
2013/2014	619,812,416.67
2014/2015	2,506,964,387.82
2015/2016	1,422,477,346.15
2016/2017	1,407,970,846.15
TOTAL	6,128,990,038.46

The KRA also addresses strengthening the management of human resource in local government authorities; strengthening the institutional framework for local government development, implementation of mechanisms to enhance the financial resource base of local government authorities and promotion of good governance practices within LGAs.

This KRA is budgeted at Tzs. **6,128,990,038.46** or **12.9 %** of the entire budget.

Key Result Area 5: Program Management

7.1 Background and Context

Success in implementation of public service reforms is a function of a constellation of factors, including the coherence of the reform program, level of financial resources available, political support to the reform effort, extent to which the reform is addressing a felt need and the efficacy of modalities employed in managing the reform. As KRAs 1 to 4 were being developed, issues related to the extent to which the interventions were addressing a felt need, their internal coherence as well as feasibility of their implementation were addressed.

This KRA focuses on the arrangements to be put in place to implement the program and exercise oversight over its implementation to ensure that the outputs of the reform are being realized in an efficient, effective and timely manner.

Decision on how the program is managed has taken into account a number of factors. First, while the Government has in the recent past taken a number of measures to address the deficiencies in the public services, these tended to deal with some specific issues and were often limited in scope. ZPSRP, on the other hand, is a comprehensive program to be implemented across the entire government machinery and has a certain level of complexity. It therefore poses challenges that are relatively novel.

Secondly, the RGoZ, like other countries subscribes to the principles articulated in the Paris Declaration on Aid Effectiveness which among other things state that, wherever conditions allow, countries should adopt modalities that give them greater ownership in managing development programs and projects. In that regard, Zanzibar is progressively adopting those modalities in managing its development programs and projects including the ZPSRP.

FIGURE 6: SUMMARY OF KRA 5

PLANNED OUTCOMES

- The ZPSRP is efficiently and effectively managed
- Synergies and coordination are realised among public sector reform

BROAD INTERVENTIONS TO ACHIEVE THE OUTCOMES

- Manage the implementation of the reform program
- Provide oversight to the reform program
- Enhance coordination of ZPSRP with other public sector reforms
- Monitor and evaluate implementation progress and results of the program
- Create awareness of and commitment to ZPSRP at all levels

Furthermore, a capacity assessment of the POPSGG, which is mandated to oversee management of the ZPSRP, revealed that the Office has limited capacity, in terms of staff numbers and capability to handle both its current mandated functions and additional responsibilities related to management of ZPSRP.

The revision of the management arrangements also took into account lessons learned and challenges faced during the first two years of the programme implementation.

7.2 Program Governance and Management Arrangements

In order to ensure the program is managed efficiently and effectively as well as maintain accountability the following governance and management arrangements are proposed:

7.2.1 Governance and Oversight Arrangements

In as much as the achievement of ZPSRP planned outputs and outcomes will depend on management arrangements, the way government leadership and other key stakeholders exercise oversight over the program is crucial. The exercise of that oversight is also important to ensure that ZPSRP is synchronized and harmonized with other reforms.

The institutional arrangement for providing governance and oversight to ZPSRP will be as indicated below:

7.2.1.1 Program Management Committee (PMC)

The role of the PMC will be to provide overall strategic guidance as well as review and monitor the performance of ZPSRP. The PMC will also scrutinize and recommend for approval by the Steering Committee plans, budgets and reports. It may set up some sub committees to deal with specific issues as necessary.

The PMC will meet quarterly under the chairmanship of the Principal Secretary responsible for public service matters. The membership of PMC will consist of Deputy Principal Secretaries from all Ministries reinforced by selected senior officers as deemed necessary. It will also include development partners.

7.2.1.2 Steering Committee

The governance and oversight function will be exercised by a Steering Committee which will be chaired by the Chief Secretary. It will be composed of all Principal Secretaries who will meet as a Committee of the whole of the Inter- Ministerial Committee of Principal Secretaries (IMTC). The Steering Committee will also be responsible for approval of plans, budgets and reports

7.2.2 Program Management Arrangements

The POPSGG, which is mandated to oversee the management of the public service, has the overall responsibility for managing the implementation of ZPSRP. However, in view of the fact that the program includes specific interventions relating to strengthening local government and planning and budgeting processes the ministries responsible for those functions will also play key roles in managing implementation of their respective areas.

The management of program implementation entails planning, procurement of goods and services and contract management. It also involves managing the program's financial, human and other resources, interacting with Development Partners and relevant government officials as well as maintaining communication with other stakeholders. There is also a need to ensure coordination within the program to create synergy and avoid duplication, as well as liaising with other ongoing core reform programs. Other important elements of program management are monitoring performance, evaluation and reporting.

As has been noted, currently the POPSGG has limited capacity to undertake the program implementation tasks mentioned above. There is a need therefore to augment its capacity as it takes on ZPSRP implementation responsibilities. This will include implementing recommendations of the POPSGG Capacity Assessment Report. There is also a need to engage a Program Manager who will be responsible for coordinating program implementation.

Program Implementation Review Meetings (PIRM), will be organized once a month to monitor day to day progress of program implementation. The PIRM will review timelines; constraints and extent to which milestones are being met. It will be chaired by the Principal Secretary responsible for public service and will consist of the Deputy Principal Secretary, POPSGG, Program Manager, all POPSGG Directors, representative from National Planning Commission and Commissioner of Budget.

7.3 Coordinating ZPSRP with other Reforms

ZPSRP is one of many reform interventions aimed at strengthening performance of public institutions to improve service delivery. There is a need for coordination of the various reform interventions to enhance coherence, create synergy and reduce overlaps and duplication. While the Government has, over the past few years, taken several steps to coordinate actions in the reform areas there is need for a more coherent and systematic approach. As ZPSRP is launched it is proposed to establish formal mechanisms to coordinate all reforms under the Office of the Chief Secretary.

These mechanisms include the establishment of a Steering Committee on public sector reforms which has been referred to earlier, a Stakeholders' Conference on Public Sector Reforms and the establishment of a Reform Coordination Unit in the office of the Chief Secretary.

7.3.1 The Steering Committee

The Steering Committee which will be chaired by the Chief Secretary will be composed of all Principal Secretaries who will meet as a "Committee of the Whole" of the Inter-Ministerial Committee of Principal Secretaries (IMTC). This Committee will be responsible for guiding and monitoring implementation of all public sector reforms, with a particular focus on building synergies among them. It will meet twice a year.

7.3.2 The Stakeholders Conference on Public Sector Reforms

The Stakeholders Conference on Public Sector Reforms will be high-profile event to be held every two years. The Conference will bring together the various stakeholders including representatives of civil society and the private sector to discuss the performance of all public sector reform programs.

7.3.3 The Reform Coordination Unit (RCU)

It is proposed to establish a Reform Coordination Unit, in the Office of the Chief Secretary. The location of the RCU in the Chief Secretary's Office is intended to provide that office leverage in its coordination of the various public sector reforms. The RCU should have the authority to call for progress reports on public sector reform programs from the Accounting Officers of respective public institutions. The Unit shall be manned by a minimum of four (4) senior competent government officials.

The unit will advise the Chief Secretary on how the Government's reform initiatives can be better coordinated. It will also act as Secretary of the Steering Committee of Public Sector Reforms and the Stakeholders Conference on Public Sector Reforms.

7.3 Planned outcomes

The planned outcomes of this KRA are:

- The ZPSRP is efficiently and effectively managed
- Synergies and coordination are realized among public sector reform

7.4 Broad Interventions of this KRA

In order to achieve the planned outcomes under this KRA, the following broad interventions will be implemented:

- Manage the implementation of the reform program
- Provide oversight to the reform program
- Enhance coordination of ZPSRP with other public sector reforms
- Monitor and evaluate implementation progress and results of the program
- Create awareness of and commitment to ZPSRP at all levels

7.4.1 Broad Intervention 1: Manage the Implementation of the Reform Program

This broad intervention aims at ensuring smooth implementation of the program, by setting up a Reform Secretariat to augment the capacity of POPSGG and other implementing agencies, and at the same time take measures to build the capacity of POPSGG. This may also include restructuring, training and reinforcing the staff complement. The main outputs under this intervention are:

7.4.1.1 Output 1: The Capacity of POPSGG and Other Implementing Agencies Strengthened from January 2014

Description: This output is aimed at strengthening the capacity of POPSGG, POFEDP and POCRC in managing reforms. The activities under this output will involve (i) mobilizing experts and short term contract employees to support implementation of the reform program (ii) reinforce staffing levels; (iii) staff training and (iv) retooling of the office.

Measurement: Staff.

Year	Annual Budget TZS
2012/2013	0
2013/2014	172,270,750
2014/2015	516,812,250
2015/2016	0
2016/2017	0
TOTAL	689,083,000

7.4.1.2 Output 2: ZPSRP Administered Consistent with Established Procedures and Guidelines from July 2014

Description: This output covers activities related to ensuring the administration of the program is efficient and effective. The activities of this output will focus on (i) ensuring that financial and procurement functions are undertaken consistent with established procedures and guidelines and (ii) provision of necessary operational tools, transport and communication facilities to maintain a conducive working environment.

Year	Annual Budget TZS
2012/2013	0
2013/2014	180,368,750
2014/2015	541,106,250
2015/2016	0
2016/2017	0
TOTAL	721,475,000

Measurement: Audit reports.

7.4.2 Broad Intervention 2: Provide Oversight to the Reform Program

As mentioned above, ZPSRP will be supported by internal and external governance arrangements to ensure that the program is achieving its intended results. The main output under this intervention is:

7.4.2.1 Output 1: Program Governance Meetings Conducted from July 2014

Description: Activities under this output will involve facilitating Program Oversight Committee meetings. These include PMC and ZPSRP Stakeholders Conferences.

Year	Annual Budget TZS
2012/2013	0
2013/2014	14,812,500
2014/2015	44,437,500
2015/2016	0
2016/2017	0
TOTAL	59,250,000

Measurement: Oversight Meetings.

7.4.3 Broad Intervention 3: Enhance Coordination of ZPSRP with other Public Sector Reforms

As ZPSRP is launched, it is proposed to establish formal mechanisms to coordinate all reforms under the Office of the Chief Secretary. These mechanisms include the establishment of a Steering Committee on public sector reforms referred to earlier, a Stakeholders' Conference on Public Sector Reforms and the establishment of a Reform Coordination Unit in the office of the Chief Secretary. The main output under this broad intervention is setting up and operationalization of the Reform Coordination Unit.

7.4.3.1 Output 1: Reform Coordination Unit Operational from July 2014

Description: It is proposed to establish a Reform Coordination Unit in the Office of the Chief Secretary. The location of the RCU in the Chief Secretary’s Office is intended to provide that office leverage in its coordination of the various public sector reforms. The RCU should have the authority to call for progress reports on public sector reform programs from the Accounting Officers of respective public institutions. The Unit shall be manned by a minimum of four (4) senior competent government officials. The unit will advise the Chief Secretary on how the Government’s reform initiatives can be better coordinated. It will also act as Secretary of the Steering Committee of Public Sector Reforms and the Stakeholders Conference on Public Sector Reforms.

Year	Annual Budget TZS
2012/2013	0
2013/2014	291,899,500
2014/2015	875,698,500
2015/2016	0
2016/2017	0
TOTAL	1,167,598,000

The main cost elements of this output include (i) financing the establishment and the operationalization of the RCU, (ii) meeting the costs of the Steering Committee and (iii) the Stakeholders conference on Public Sector reforms (every two years).

Measurement: Reform Coordination Unit.

7.4.4 Broad Intervention 4: Monitor and Evaluate Implementation Progress and Results of the Program

In the light of recent development in terms of focus on result-based management, emphasis will be placed on the use of Rapid Results Approach (RRA) to achieve quick wins and results in the early phase of implementation. Attention will be paid to formulation of M&E mechanism and the reporting of the results to internal and external stakeholders. The aim is to institutionalize RRA in program administration, management and governance. The key outputs in this broad intervention are:

7.4.4.1 Output 1: Result Framework Formulated by July 2014

Description: The activities of this output will include (i) undertaking baseline surveys to determine baseline data on the quality of public services as well as indicators for monitoring and evaluating programs performance; (ii) consultation with stakeholders and (iii) formulation of the result framework.

Measurement: Result Framework.

Year	Annual Budget TZS
2012/2013	0
2013/2014	53,064,750
2014/2015	159,194,250
2015/2016	0
2016/2017	0
TOTAL	212,259,000

7.4.4.2 Output 2: Reviews and Evaluations to Assess Program Design, Implementation and Effectiveness Undertaken from December 2014

Description: Activities under this output will include (i) internal monitoring of implementation progress of the program through performance review meetings, (ii) preparation of quarterly and annual implementation reports, (iii) undertaking periodic monitoring of the program, a series of reviews, evaluations, service delivery surveys, self-assessment and impact studies. Other activities under this output will involve (iv) preparation of the State of Public Services Report (v) commissioning of independent stakeholders' review as well as (vi) midterm and end of program evaluation.

Year	Annual Budget TZS
2012/2013	0
2013/2014	78,294,666.67
2014/2015	78,294,666.67
2015/2016	78,294,666.67
2016/2017	0
TOTAL	234,884,000

Measurement: Evaluation Reports.

7.4.5 Broad Intervention 5: Create Awareness of and Commitment to ZPSRP at all levels

The achievement of ZPSRP objectives will, in some measure, require commitment to reform the public service by the Zanzibar political and administrative leadership, public servants and the citizenry. In recognition of that fact, this broad intervention will cover activities that are intended to inform all stakeholders including the political and administrative leadership, civil servants and the public about the objectives of ZPSRP and its progress overtime. It also aims at obtaining feedback from stakeholders on areas that require improvement and concerns on the way the reform program is progressing.

The intervention will be designed to also solicit support for the program at leadership and citizen level. Measures will be taken to employ diverse communication strategies using state of the art information communication technology. The main outputs under this broad intervention are:

7.4.5.1 Output 1: Program Launched by December 2013

Description: The activities under this output will include (i) organizing a forum to launch the program with the view of informing the political and administrative leadership, the general public as well as development partners the objective of the program and its intended results and (ii) orientation of the various committees on the objectives of the program and its operationalization.

Year	Annual Budget TZS
2012/2013	14,932,000
2013/2014	44,796,000
2014/2015	0
2015/2016	0
2016/2017	0
TOTAL	59,728,000

Measurement: Program Launched.

7.4.5.2 Output 2: Campaigns to Increase Political Commitment for Public Service Reforms Conducted from December 2013

Description: Campaigns will be undertaken to increase commitment to reform at the political level including Parliamentarians and Members of the House of Representatives, leaders of political parties and civic leaders. This output includes workshops for political leadership.

Measurement: Campaigns at political level.

Year	Annual Budget TZS
2012/2013	5,706,750
2013/2014	17,120,250
2014/2015	0
2015/2016	0
2016/2017	0
TOTAL	22,827,000

7.4.5.3 Output 3: Publicity Programs Undertaken from December 2013

Description: The publicity campaigns will centre on the provision of information about ZPSRP implementation and organizing forums to obtain citizen feedback on program performance. The main activities under this output will include:

- Radio and television programs produced and aired regularly;
- Produce and publish articles, newsletter, brochures, workshop proceedings and
- Create a Website on ZPSRP

Measurement: Publicity Programs

Year	Annual Budget TZS
2012/2013	49,580,500
2013/2014	148,741,500
2014/2015	0
2015/2016	0
2016/2017	0
TOTAL	198,322,000

7.5 Summary of the KRA

This KRA describes the arrangements for governing and managing implementation of ZPSRP in an integrated and coordinated manner. It has outlined measures to be taken to ensure effective implementation and management arrangements, establish oversight mechanisms, enhance coordination of ZPSRP with other public sector reforms, monitor and evaluate the program to assess implementation progress and results and create awareness and commitment to ZPSRP at all levels.

Year	Annual Budget TZS
2012/2013	70,219,250
2013/2014	1,001,368,666.67
2014/2015	2,215,543,416.67
2015/2016	78,294,666.67
2016/2017	0
TOTAL	3,365,426,000

This KRA is budgeted at Tzs 3,365,426,000 or 7.1 % of the entire budget.

Program Budget and Funding

8.1 Budget Summary

ZPSRP planned expenditures over the five year period stretching from 2012/13 to 2016/17 totals Tzs. 47,386,119,038.46. This translates into roughly US\$ 29,616,324.

The overall indicative budget is presented below in Table 1, while the detailed Activities and Budget is in Volume II.

TABLE 1: SUMMARY BUDGET (IN TZS: 5 YEARS)

KRA	Amount	% of total
1. Strengthening Institutions, Structures and Systems for Service Delivery	1,787,822,000.00	3.7
2. Managing Public Servants	27,661,069,000.00	58.3
3. Information and Records Management	8,442,812,000.00	18
4. Reforming Local Government	6,128,990,038.46	12.9
5. Program Management	3,365,426,000.00	7.1
Total	47,386,119,038.46	100

8.2 Financing

The program is expected to be financed by the Revolutionary Government of Zanzibar and development partners likely to support the public service reforms in Zanzibar. In view of RGoZ's demonstrated commitment to implement the ZPSRP the Government's contribution is envisaged at an annual average of TZs 9,136,059,203.85 million. The Government of Zanzibar will also meet the cost of salaries, office accommodation and consumables for government staff who will be fully involved in program implementation.

Consultations with development partners will be pursued with a view of mobilizing resources to finance implementation of the ZPSRP strategy.

ANNEX 1: SELECTED REFERENCES

African Development Bank, '*Country Governance Profile-Tanzania, Chapter 9*', Dar es salaam, (2005)

Civil Service Department, '*Pay Grade Structure for Government Employees, Mimeo*', Zanzibar, (2009)

DAI Europe Ltd, '*Consulting Services for a Comprehensive Review of Public Sector Employment and Wage Bill Issues for the Government of Zanzibar, Final Report*', Zanzibar, (2003)

Liviga, A and Meela, D.M, '*Local Government Reform for Zanzibar Report*', Zanzibar, (2003)

Liviga, A. J, Bana, B. A., Mnoga, A. R: '*Situational Analysis on the State of Public Service Reform in Zanzibar*', Zanzibar, (2009)

Makaramba, R Mukandala, R, Othman, H, Tidemand, P, '*Consultants' Report for UNDP Tanzania and Revolutionary Government of Zanzibar, Zanzibar Good Governance Strategic Plan, Final Draft*', Zanzibar, (2004)

Ministry of Finance and Economic Affairs, '*Diagnostic Study Summary Findings on: Economic and Financial Reforms*', Zanzibar, (2003);

Ministry of Finance and Economic Affairs, '*Diagnostic Study Summary Findings on Institutional and Human Resource Reforms*', Zanzibar, (2003)

Ministry of Finance and Economic Affairs, '*Diagnostic Study Summary Findings on Good Governance Reforms*', Zanzibar,(2003).

Ministry of State Good Governance and Constitutional Affairs, '*Draft Zanzibar Good Governance Framework and Action Plan*', Zanzibar, 2007

Ministry of State Good Governance and Constitutional Affairs, '*Bomani Report on Financial Institutional Legal Management Upgrading (FILMUP)*', Zanzibar, (2001)

Ministry of Finance and Economic Affairs, *'Implementation of the Zanzibar Core Reforms and the Way Forward'*, Zanzibar, (2007),

Ministry of State Good Governance and Constitutional Affairs, *'Legal Sector Reform in Zanzibar - A Concept Note'*, Zanzibar, (2007)

Ministry of State Good Governance and Constitutional Affairs, *'Mwongozo wa Haki za Binadamu kwa Mujibu wa Katiba ya Zanzibar 1984'*, Zanzibar, 1984

Ministry of Finance and Economic Affairs, *'Situational Analysis Report for Human Resource Development Policy'*, Zanzibar (2008)

Mohammed M. Mohammed et al: Final Report of *'The Consultancy Services to Support the Ministry of Regional Administration and Special Departments for the Assessment of Capacity, Training Needs and Developing Training Program'*, Zanzibar (2011)

Mutahaba, G, *'Public Sector Reforms: Contemporary Trends'*, Zanzibar, (2009)

Office of the Controller and Auditor General, *'Feasibility Co-operation Report Between the OCAG in Zanzibar and Swedish National Audit Office'*, Zanzibar, (2008)

Office of the Controller and Auditor General, *'Staffing Levels - Office of the Controller and Auditor General (OCAG)'*, Zanzibar, (2008)

Office of the Controller and Auditor General, *Strategic Plan (2008-2011) for the Office of the Controller and Auditor General*, Zanzibar, (2008)

Revolutionary Government of Zanzibar, *'Civil Service Census Report'*, Civil Service Department, Zanzibar, (2007).

Revolutionary Government of Zanzibar, *'Current Status of the Implementation of Core Reforms, Ministry of Finance, Zanzibar'*, (2009)

Revolutionary Government of Zanzibar, *'The Constitution of Zanzibar'*, Zanzibar, (1984).

Revolutionary Government of Zanzibar, *'Zanzibar Human Development Report 2009'*, Zanzibar 2009)

Revolutionary Government of Zanzibar, *The Establishment of Office of Controller and Auditor General Act, No. 11 of 2003*, Zanzibar

Revolutionary Government of Zanzibar, '*Public Service Act, No. 1 of 2011*', Zanzibar, (2011)

Revolutionary Government of Zanzibar, '*Public Service Management Policy*', Zanzibar, (2010)

Revolutionary Government of Zanzibar, '*Situational Analysis Report for Civil Service Policy in Zanzibar*', Zanzibar, (2009)

Revolutionary Government of Zanzibar, '*Vision 2020*', Zanzibar, (2002)

Revolutionary Government of Zanzibar, '*Civil Service Commission Act, 1986*', Zanzibar, (1986)

Revolutionary Government of Zanzibar, '*Employment Act No. 11 of 2005*', Zanzibar, (2005).

Revolutionary Government of Zanzibar, '*Zanzibar Strategy for Growth and Reduction of Poverty (ZSGRP)*', Zanzibar, (2007)

Revolutionary Government of Zanzibar, '*Zanzibar Strategy for Growth and Reduction of Poverty: 2010-2015 (ZSGRP II, Zanzibar)*', (2010)

Revolutionary Government of Zanzibar, '*Zanzibar Manpower Survey Report 2004*', Zanzibar, (2004)

Tume ya Uchaguzi ya Zanzibar, '*Ripoti ya Tume ya Uchaguzi ya Zanzibar Kuhusu Uchaguzi Mkuu wa Zanzibar mwaka 2005*', Zanzibar, (2006)

ANNEX 2: LIST OF STEERING COMMITTEE, TASK FORCE, DRAFTING TEAM, REVIEW TEAM AND SECRETARIAT

STEERING COMMITTEE

1. Mr. Abdulhamid Y. Mzee - Chief Secretary of the Revolutionary Council
2. Mr. Mussa Hassan Mussa - Principal Secretary, PO&CRC
3. Mr. Julian B. Raphael - Principal Secretary, PO (CIR)
4. Mr. Mwalim Ali Mwalim - Principal Secretary, Ministry of WCEL
5. Mr. Khamis Mussa Omar - Principal Secretary, POFEDP
6. Mr. Affan Othman Maalim - Principal Secretary, Ministry of TTI
7. Dr. Mohammed S. Jidawi - Principal Secretary, Ministry of HSW
8. Ms. Rahma M. Mshangama - Principal Secretary, Ministry of LDYWC
9. Dr. Omar Dadi Shajak - Principal Secretary, Ministry of ICS
10. Dr. Vuai Iddi Lila - Principal Secretary, Ministry of CT
11. Mr. Mahadhi Juma Maalim - Principal Secretary, Ministry of CAGG
12. Ms. Mwanaidi Abdalla Saleh - Principal Secretary, Ministry of EVT
13. Mr. Khalid Salum Mohamed - Principal Secretary, Ministry of ALE
14. Mr. Msham Abdalla Khamis - Ag. Principal Secretary, Chief Minister's Office

TASK FORCE MEMBERS

1. Mr. Salum M. Salum - Deputy Principal Secretary of the Revolutionary Council
2. Ms. Amina Kh. Shaaban - Deputy Principal Secretary, POFEDP
3. Mr. Said Abdalla Natepe - Deputy Principal Secretary, Ministry of RASU

4. Mr. Abdulghany H. Msoma - Deputy Principal Secretary, Ministry of CAGG
5. Dr. Hemed R. H. Hikmany - Commissioner National Planning, Sector Development and Poverty Reduction
6. Mr. Rashid Said Kibao - Coordinator Zanzibar Core Reforms
7. Mr. Yakout Hassan Yakout - Commissioner National/HRP
8. Mr. Ali Vuai Ali - Director of Civil Service Department
9. Mr. Mwinyiussi A. Hassan - Director of Good Governance
10. Mr. Abdulrahman Mnoga - Senior Officer Local Government

SECRETARIAT

1. Mr. Talib Mohamed Abdullah - Senior Management Analyst
2. Mr. Mohamed Manzi Haji - Chief Accountant
3. Ms. Daima Mohamed Mkalimoto - Planning Officer
4. Ms. Hanifa Ramadhan Said - Legal Officer
5. Ms. Asya Mussa Ali - Personnel Officer
6. Mr. Haji Salim Khamis - Planning Officer
7. Mr. Omar Mwinyi Kondo - Senior Admin Officer
8. Mr. Suleiman Ali Suleiman - Revolutionary Council Officer
9. Ms. Zuwena R. Mohamed - Secretary ZPSRP

COMPOSITION OF THE DRAFTING TEAM

1. Mr. Salum M. Salum - Chairman of the Task Force
2. Ms. Amina Kh. Shaaban - Task Force Member
3. Prof. Gelase Mutahaba - Lead Facilitation Adviser
4. Ms. Rukiya Wadoud - Lead Adviser

5. Dr. Hemed R. H. Hikmany - Task Force Member
6. Mr. Ali Vuai Ali - Task Force Member
7. Mr. Mwinyiussi A. Hassan - Task Force Member
8. Mr. Rashid S. Kibao - Task Force Member
9. Mr. Abdulrahman Mnoga - Task Force Member
10. Mr. Yakout Hassan Yakout - Task Force Member
11. Mr. Abdulla M. Abdulla - DPS- Education
12. Mr. Alfred L. R. Kabagire - Consultant - Local Government
13. Mr. Nassor Mnambila - PO -PSM- Assistant Director
14. Mr. Hassan O. Kitenge - PO -PSM- Assistant Director
15. Dr. Richard. M. Kavura - PO- PSM- Capacity Building Expert
16. Mr. Frank Shame - PO - PSM- Head E-Gov section
17. Mr. Malimo T. Manyambula - PO- PSM- Assistant Director
18. Mr. Mtaki L Douglas - PO- PSM - Costing Expert
19. Mr. Onesimus F. Mndeme - PO- PSM- Expert
20. Mr. Talib Mohamed Abdullah - Secretariat
21. Ms. Hanifa R. Said - Secretariat
22. Ms. Asya M. Ali - Secretariat
23. Mr. Mohamed M. Haji - Secretariat
24. Ms. Daima Mkalimoto - Secretariat
25. Mr. Omar Mwinyi Kondo - Secretariat
26. Mr. Haji Salim Khamis - Secretariat
27. Mr. Mohammed Kh. Moh'd - Administrative Officer - CSD
28. Ms. Mwamvua N. Ramadhan - Administrative Officer- CSD

29. Ms. Bimkubwa A. Nassib - Administrative Officer -CSD
30. Mr. Ponsion Lazaro - Consultant-Costing Expert
31. Mr. Joseph G. Kakunda - URT - Costing Expert
32. Mr. Iddi Salum Haji - ZIFA - Costing Expert
33. Ms. Jamila E. Lutanjuka - POFEDP- Procurement Officer
34. Mr. Said S. Mzee - ZIFA- Costing Expert
35. Mr. Khamis M. Muhamed - POFEDP

COMPOSITION OF THE REVIEWING TEAM

1. Mr. Yakout Hassan Yakout - POPSGG- Deputy Principal Secretary
2. Mr. Mtoro Almasi Ali - PSC - Secretary
3. Ms. Rukiya Wadoud - Project Coordinator
4. Mr. Yaasin A. Juma - POPSGG- Director of Planning, Policy and Research
5. Mr. Khamis Haji Juma - POPGGG- Director of Human Resource Planning
6. Ms. Daima Mohamed Mkalimoto - Mo JCA- Director of Planning, Policy and Research
7. Mr. Seif S. Mwinyi - POFEDP- Commissioner of HRPD
8. Mr. Abdulrahman Mnoga - POCRC
9. Mr. Makame I. Omar - POPSGG- Chief Accountant
10. Mr. Said M. Mohammed - POPSGG- Good Governance Coordinator Officer
11. Ms. Hanifa R. Said POPSGG- Legal Officer
12. Mr. Ali Omar POPSGG- Planning Officer
13. Ms. Asha M. Nassor POPSGG- Research Officer

14. Mr. Khamis M. Salum POPSGG- Planning Officer
15. Mr. Hafidh A. Shaaban POPSGG- Assistant Chief Accountant