MKUZA II MONITORING MASTER PLAN

2010-2015

EXECUTIVE SUMMARY

MKUZA II Monitoring Master Plan (MKUZA II MMP) is a coherent framework that was developed by MKUZA II stakeholders to assist successful implementation of the five years (2010/2015) Zanzibar Strategy for Growth and Reduction of Poverty (MKUZA II). The latter is a broad based policy framework for growth and poverty reduction covering a wide range of government policies and programmes on which expenditures are made. It is a basis for the preparation of Strategic Plans of MDAs, NSA, and District.

MKUZA II MMP outlines the institutional arrangements to guide the successful monitoring and evaluation process of key M&E services to be undertaken. Further, it emphases on the use of outputs of the MMP to influence policy at national, MDA, District and Institutional levels as well as the mechanism to disseminate the findings from the MMP. The design of MKUZA II MMP has been based on principles of national ownership, leadership by the government, stakeholders' participation, easy access to information and alignment to national processes like national planning cycle and the national budget. MKUZA II MMP is instituted to monitor the progress of MKUZA II in three levels: the implementation, the coordination and the decision making levels. At the Implementation Level, the actors are the Community, MDAs, NSAs and the Districts with the responsibilities for monitoring implementation by using their Strategic Plans with agreed input, process and output indicators. The actors at the Coordination Level are the Administrative departments of Planning Commission and Planning Commission with the responsibility to monitor any change in the welfare of the community in terms of income, access to services and change in governance by using outcome indicators outlined in MKUZA II Indicator Framework.

The success of MKUZA II MMP requires a holistic approach implying that collective responsibilities are required from a wide range of MKUZA II Stakeholders. In this regard, therefore, the MMP defines not only Institutional Arrangement that needs to be adhered to but also defines clear roles and

responsibilities of stakeholders at each stage of MKUZA II implementation. Some strong characteristics of MKUZA II MMP include: i) the existence of MDAs' Departments of Policy, Planning and Research as potential strategic points for institutionalizing M&E Units, ii) possibility of providing appropriate guidance to all implementation levels particularly to the MDAs and Districts through aligning their Strategic Plans to the national goals and targets, iii) the formation of Planning Commission as an opportunity to make MDAs comply and be accountable for the implementation and iv) the availability of financial and technical supports from the Development Partners.

In order to enable the MKUZA II MMP to meet its obligations, the recommendations set forward in this document needs to be taken seriously. The Government, through the Planning Commission, will strive to provide enabling environment for MMP operationalization. However, we all need to work together to meet the monitoring and evaluation functions so as to monitor MKUZA II implementation effectively and efficiently.

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List of Acronyms and Abbreviations

ANGOZA	-	Association of Non Governmental Organizations in Zanzibar
AWPB	-	Annual Work Plan and Budget
DP	-	Development Partners
DPPR	-	Directors of Policy, Planning and Research
EMIS	-	Education Management Information System
HBS	-	Household Budget Survey
HLRI	-	Higher Learning and Research Institutions
HMIS	-	Health Management Information System
HoR	-	House of Representatives
IMTC	-	Inter Ministerial Technical Committee
MACEMP	-	Marine and Coastal Environment Management Project
MDAs	-	Ministries, Departments and Agencies
MDGs	-	Millennium Development Goals
M&E	-	Monitoring and Evaluation
MIS	-	Management Information System
MKUZA	-	Mkakati wa Kukuza Uchumi na Kupunguza Umasikini Zanzibar
MKUZA TC	-	MKUZA Technical Committee
MMP	-	Monitoring Master Plan
MoEVT	-	Ministry of Education and Vocational Training
MTEF	-	Mid Term Expenditure Framework
NSA	-	Non State Actors
OCGS	-	Office of the Chief Government Statistician
PC	-	Planning Commission
PCCB	-	Prevention of Crime and Corruption Bureau
PER	-	Public Expenditure Review
PET	-	Public Expenditure Tracking Report
POFEDP	-	President's Office Finance Economy and Development Planning
POPSGG	-	President's Office Public Service and Good Governance
PSDA	-	Participatory Service Delivery Assessment Report
RAA	-	Research, Analysis and Advisory

RGoZ	-	Revolutionary Government of Zanzibar
SP	-	Strategic Plan
TDHS	-	Tanzania Demographic and Health Survey
TSED	-	Tanzania Socio Economic Database
TSMP	-	Tanzania Statistical Master Plan
TWG	-	Technical Working Group
ZAPCO	-	Zanzibar Clove Producers Organization
ZBAS	-	Zanzibar Budget Allocation System
ZDV 2020	-	Zanzibar Development Vision 2020
ZSGRP	-	Zanzibar Strategy for Growth and Reduction of Poverty

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CHAPTER ONE: INTRODUCTION AND BACKGROUND

1.1 INTRODUCTION

The Zanzibar Strategy for Growth and Reduction of Poverty (ZSGRP) - popular known by its Swahili acronym as MKUZA (*Mkakati wa Kukuza Uchumi na Kupunguza Umasikini Zanzibar) -* is an outcome based policy framework linking goals and outcomes and focused on both economic growth and poverty reduction. Key stakeholders of MKUZA include the Zanzibar community in its totality, Non State Actors (NSA), Districts, Ministries, Departments and Agencies (MDAs), Higher Learning and Research Institutions, and Development Partners (DPs). Good planning and decisions require a good monitoring system to provide timely, relevant, understandable and accurate information. The MKUZA II Monitoring Master Plan (MKUZA II MMP) is primarily striving to play this role of providing to its implementing stakeholders with the information they need on time and in a user friendly manner that is understandable to them. The purpose of MKUZA II MMP, as a management tool, is to have defined sources of information, database and simplified flow of information for decision-making purpose at all levels.

In MKUZA II plans of MDAs, NSAs and Districts are linked to the implementation plan of MKUZA. MKUZA II is in operation since 2010 and its Monitoring and Evaluation (M&E) setup should feed into the budget process to facilitate evidence based planning and decision making at MDAs as well as at national and sub-national levels. This will enhance sustainability of the MKUZA II MMP. Each stakeholder institution has a Strategic Plan, and some of them have M&E and Management Information System (MIS) to meet the reporting requirements. The approach is to encourage MDAs, NSAs and Districts to monitor their Strategic Plans. The monitoring system include institutional structure, and how the outputs inform the budget system, flow of information and feedback mechanisms as well as the perception of stakeholders on how the system is beneficial and what needs to be improved.

The revised successor strategy, MKUZA II, which was approved and signed by the President in October 2010, is a result-based/outcome based strategy, focusing on the development efforts that result in changes in livelihoods. This strategy is sharper and more focused in the sense that it goes to the extent of clearly spelling out not only the results, but also the means to achieving the intended results. In so doing, the strategy avoids the assumption made in MKUZA I that prioritization, sequencing, and harmonization would have been done at sector and cluster levels. MKUZA II has fewer goals (14) as compared to MKUZA I (22) whereas, targets have been replaced with realistic and achievable ones.

This MKUZA II MMP Framework consists of eight chapters. Chapter one gives the background, the organizational structure of MKUZA I MMP and the scope of Monitoring and Evaluation. Chapter two presents the overview of the assignment, rationale and objectives for MKUZA II MMP, scope of the assignment and methodology applied in developing MKUZA II MMP framework. Review findings of MKUZA I MMP are explained in chapter three of this document while chapter four describes the proposed MKUZA II MMP institutional Framework. Data generation and information flow in MKUZA II MMP are illustrated in Chapter five. Chapter six highlights the capacity requirements for a new M&E. and chapter seven contains MKUZA II indicator framework. Finally, chapter eight concludes on the assignment with some recommendations.

1.2   BACKGROUND

Zanzibar has been implementing the medium term plan/strategy in phases since 2002. The first phase was the Poverty Reduction Plan, which was implemented from 2002 to 2005 followed by Zanzibar Strategy for Growth and Reduction of Poverty (ZSGRP), from 2007 to 2010. It should be noted that the name "MKUZA I" has been adopted following the development of the successor strategy, hereafter referred to as MKUZA II. MKUZA II builds on the lessons and best practices taken on board after reviewing MKUZA I between 2009 and 2010

during which more than 8 studies[1], which covered among others socio-economic and financial aspects in Zanzibar, were commissioned by the Revolutionary Government of Zanzibar (RGoZ) to inform MKUZA Review process. The end product of the review was the finalized MKUZA II, which will be implemented from 2010/11 to 2014/15. The design and the implementation of the above phases have been linked to the national development priorities and goals in achieving its medium-and long-term development plans, in this regard the Millennium Development Goals by 2015 and Zanzibar Development Vision 2020.

In view of the government efforts to promote growth and reducing income poverty in Zanzibar, the government has long set up Poverty Monitoring System as an attempt to ensure that the national goals and targets are effectively monitored, evaluated and finally realized as planned.

These monitoring strategies include the implementation of:

   i. The Poverty Monitoring System (PMS), which was introduced in the mid-way of Zanzibar Poverty Reduction Plan (ZPRP) implementation period

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[1] These Studies included:
   i. Assessment of the availability of health services in terms of accessibility and quality of health care
   ii. MKUZA financing and strategic allocation of resources into areas that support pro-poor growth
   iii. Credibility and reliability of the macroeconomic framework in guiding domestic resource mobilization
   iv. The extent to which various government institutional reforms and process are aligned and contribute to implementation of MKUZA
   v. Growth and poverty reduction in Zanzibar: Why such a mismatch?
   vi. An overall analysis of macroeconomic framework and assessment on achievement of MKUZA outcomes
   vii. Investments in agri-business and their contribution to growth and poverty reduction
   viii. Growth drivers and their implications on poverty reduction
   ix. Mapping on youth enterprises in Zanzibar
   x. Tourism Value chain analysis and public expenditure and financial assessment
   xi. Population dynamics and poverty reduction
   xii. Global developments of rice and its impact on food inflation in Zanzibar
   xiii. Macroeconomics analysis and budget framework
   xiv. PEFA study

(2002/2005) and it focused on priority sectors, including education, health, agriculture, infrastructure (rural roads), water, good governance and combating HIV and AIDS. Although the system was also expected to supply information with a view to providing evidence-based inputs to the policy decision making, the time lag for its introduction left the initial stages of ZPRP implementation unmonitored, unevaluated and unreported systematically and effectively. At the end of ZPRP in 2006, all experiences, achievements and challenges were brought into focus during the review of the PMS leading to the development of MKUZA Monitoring Master Plan (MKUZA MMP) below, which coincided the launching of MKUZA I in 2007.

ii. MKUZA Monitoring Master Plan, guided MKUZA I during 2007/2010 implementation period and it aimed to provide a comprehensive framework for monitoring progress towards the achievements of the objectives in each of the three clusters in MKUZA I, namely, a) Growth and Reduction of Income Poverty, b) Social Services and Well-being, and c) Good Governance and National Unity. In this context, MKUZA I adopted a 'cluster' rather than 'sector' approach used in the predecessor strategy.

1.3   ORGANIZATIONAL STRUCTURE FOR MKUZA I MMP

MKUZA I MMP implementation structure was composed of grassroots (districts and community initiative), MDAs, Technical Working Groups (TWGs), MKUZA Secretariat, MKUZA Technical Committee (MKUZA TC), Inter-Ministerial Technical Committee (IMTC), Planning Commission and the cabinet. The MKUZA Monitoring System was managed by MKUZA TC, which was composed of high level of representatives (i.e. Commissioners and Directors or Heads in MDAs) through MKUZA Secretariat and supported by the following six TWGs of which three were cluster-based PER TWGs[2]:

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[2] The three PER TWGs were tasked to carry out cluster-based Public Expenditure Reviews with the objective to provide input for preparation of budget guidelines. Other tasks included budget trucking studies and participatory service delivery assessments as a means to influence policy and decision-making through the budget process.

i. The Census, Surveys, Routine Data TWG[3];
ii. The Research, Analysis and Advisory (RAATWG) TWG;[4]
iii. The Communications TWG[5];
iv. PER I Cluster: Growth and Reduction of Income Poverty
v. PER II Cluster: Social Services and Well-being
vi. PER III Cluster: Good Governance and National Unity

1.4   THE SCOPE OF MONITORING AND EVALUATION (M&E) IN MKUZA II

As a broad-based policy framework for accelerated growth and poverty reduction, MKUZA II covers a wide range of government policies and programmes on which expenditures are made. It integrates sectoral commitments as well as RGoZ's international commitments like MDGs. In this view, it is the basis for the preparation of sector and district medium-term development plans and influences sector and district budgets through the Medium Term Expenditure Framework (MTEF).

Due to this role, MKUZA II M&E system is expected to monitor the progress in two levels of implementation:

i. The implementation of overall government policies and programmes in the implementation level, using a set of MDAs, NSAs and Districts Strategic Plans with agreed clear output indicators. The adopted approach is to encourage the sectors and districts to monitor their respective medium term development plans over the long-term during implementation.

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[3] This TWG aimed to link Census and Survey Information to routine data systems at the sector level as well as qualitative information collected through participatory service delivery assessments.

[4] RAA/TWG aimed at setting the research agenda in partnership with academic institutions, the private sector and CSOs by coordinating the research and analysis related to MKUZA and provide advisory service to the TC.

[5] The Communication TWG aimed to promote public dialogue, awareness, communication and advocacy to support growth and poverty reduction through the implementation of comprehensive Communication Strategy

ii. In addition, the M&E system at the coordination level will monitor change in the welfare of the community in terms of income, access to services and change in governance using outcome indicators. The proposed M&E system is expected to be the single most important source of information on progress towards the objectives stated in MKUZA II programme document. It is expected that the M&E system will also monitor progress of implementation of Zanzibar Development Vision 2020 and international agreed development goals, namely MDGs, which have been mainstreamed in MKUZA II.

However, the PER Cluster-Based TWG adopted in MKUZA I should be maintained as a mechanism to monitor progress towards the implementation of the MKUZA II until an efficient M&E system is developed at the sectoral and district levels. It is intended that M&E system will be fully institutionalized by the end of 2014/15. In view of strengthening these TWGs, their membership should be reviewed by the Planning Commission in collaboration with the ministries/sectors and districts.

CHAPTER TWO: THE DEVELOPMENT OF MKUZA II MMP FRAMEWORK

2.1 THE OVERVIEW OF THE ASSIGNMENT

The core premise of monitoring and evaluation is that services can be continually improved through informed evidence-based decision-making and social learning, leading to social and economic progress. Fuelled by the recognition that resources are limited, the demand for results-based M&E has grown rapidly in recent times. M&E has therefore shifted from being implementation based (concerned with the implementation of activities) to being results-based (assessing if real changes have occurred). Monitoring implementation in MKUZA II MMP focuses on the outputs which include specific products and services and for which all MKUZA II stakeholders are held responsible through their Strategic Plans (SP). In this regard, therefore, it is mandatory for all MDAs, NSAs and other stakeholders in the implementation level to have well designed SPs with comprehensive M&E and MIS. This will enable them to track quarterly their inputs, outputs and processes at the implementation levels that will lead to the expected results.

Monitoring outcome focuses on changes in development conditions that MKUZA II aims to achieve; these are measured by the appropriate outcome indicators. MKUZA II MMP will measure and assess the performance towards achievement of outcomes by comparing current situation against baseline.

2.2 THE RATIONALE FOR MKUZA II MMP

MKUZA Monitoring System has been improving gradually as indicated in the MKUZA Review, MKUZA Annual Implementation Reports (MAIR- 2007/08 and 2008/09) and in different government reports (Sector Reviews, Public Expenditure Reviews - PER, Budget Speeches, Zanzibar MDG Report and Zanzibar Human Development Reports). Despite these gains, however, the current MKUZA Monitoring System fall short in addressing the five M&E performance/evaluation questions - of relevance, effectiveness, efficiency, impact and sustainability - which are critical for developing appropriate policies

and for effective results-based decision-making in managing MKUZA II outcomes and impact. The main contributing factors identified during MKUZA Review have been low human capacity for M&E, low incentives for carrying out M&E functions, weak monitoring structures and processes, weak or absence of MIS in MDAs and inadequate financial resources. In addition, MKUZA Technical Working Groups (TWGs), particularly Cluster PERs, which are at the centre of M&E system, together with the Office of Chief Government Statistician (OCGS), have not been able to perform their duties with full capacity as explained later.

There have been some attempts by the Government to improve its key institutions, particularly the OCGS (which is mandated for the Government's official statistical data), Higher Learning and Research Institutions (mandated for Research and development) and the development of MDAs' Strategic Plans with its MIS. Other attempts include the development of Zanzibar Budget Allocation System (ZBAS) with the objective to align Sectoral priorities to the National Budget Process; the alignment of sectoral indicators and targets to MKUZA ones and Integrating the Financial Management System as an effort to improve Public Financial Management. Despite all these efforts, MKUZA Monitoring System has suffered from weak routine data generation and timely information flow from the implementing stakeholders to decision making stakeholders due to inadequate coordination and weak institutional arrangement within the system.

These challenges are likely to be faced in MKUZA II implementation in achieving its objectives and targets. However, with this recognition and the increasing demand for timely and relevant information for the results-based decision-making, proper systematic data collection, storage, analysis and its full utilization at all levels, in Shehia, district and MDAs, have been on the government's top agenda.

The government is now committed to improve MKUZA Monitoring System by developing MKUZA II MMP that will be effective and efficient in tracking the progress and the achievements of MKUZA II results through the improved institutional and indicator frameworks. For this reason, the President's Office, Finance, Economy and Development Planning (POFEDP) invited this consultancy

to develop MKUZA II Monitoring Master Plan (MKUZA II MMP) primarily to address MKUZA II Institutional arrangement to meet the challenges realized in MKUZA I MMP. POFEDP also envisage this consultancy to review and develop MKUZA Indicator Framework to reflect the new goals and targets of MKUZA II.

Some opportunities available for strengthening MKUZA Monitoring System include, firstly, taking the advantage of MDAs' Departments of Policy, Planning and Research as potential strategic points for M&E Units; secondly, by providing guidance to MDAs at this early stages of MKUZA II implementation in reviewing and aligning their Strategic Plans to the national goals and targets; thirdly, placement of Planning Commission in the President's Office, Finance, Economy and Development Planning provides most of opportunities for MDAs to comply and be accountable for the implementation of MKUZA II MMP and, fourthly, the financial and technical supports from the Development Partners.

2.3   OBJECTIVE OF MKUZA II MMP

The objective of MKUZA II Monitoring System is to define and put in place a better institutional arrangement and tools that will allow better monitoring and evaluation of MKUZA II in achieving its targets and outcomes. Specifically, MKUZA II MMP objectives include:

i. Creating a learning environment to establish and strengthen a culture and set of relationships with all stakeholders in order to build trust, stimulate critical questioning and innovation and gain commitment and ownership;

ii. Guiding MKUZA II strategy to spearhead its goals (impacts) and provide timely reviews of its interventions in response to changed circumstances;

iii. Ensuring effective and efficient day to

> The goal of monitoring and evaluation is not to focus on what is wrong and condemn it; rather, it is to highlight the positive aspects of the system that make it work, as well as to identify what went wrong as a basis for improving the system.

day management and coordination of financial, physical and human resources during MKUZA II implementation;

iv. Strengthening and establishing core M&E functions of collecting, collating, storage, analysis and disseminating information to stakeholders;

v. Promoting a national integrated approach to M&E, utilizing MKUZA II as the guiding Medium Term Framework for Zanzibar Development Vision 2020;

vi. Documenting and producing a range of reports that measure national development progress;

vii. Supporting result-based decision making and providing inputs to national planning, budgeting and reporting systems;

viii. Provoke demands for accountability from office bearers to service consumers; and

ix. Monitoring progress towards the achievement of MKUZA II and Zanzibar Development Vision 2020 targets and outcomes.

2.4   GUIDING PRINCIPLES

The principles which will guide the MKUZA II MMP call for preserving the quality of monitoring system so that it acts as an instrument to support implementation of MKUZA II, MDGs and Zanzibar Development Vision (ZDV) 2020 results and produce important development changes through outcome indicators. These principles are as follows:

i. **National ownership** is important to ensure that stakeholders are committed to produce credible information and use it confidently in planning and evidence based decision making;

ii. **Stakeholder participation** to promote good governance in public policy management;

iii. **Government leadership** ensures institutionalization of the system in the national development planning, sustainability of the system through resource allocation as well as the use of outcomes to influence policy;

iv. **Access to information** on regular basis ensures the credibility and relevance of M&E information, it also facilitates dialogue on both public policy and progress towards attainment of outcome;

v. **Harmonization** of information and alignment to national processes like the budget, M&E outcomes under MKUZA II are also designed to align with the policy and planning cycle.

2.5   SCOPE OF THE ASSIGNMENT

The scope of the assignment as per Terms of Reference was to:

i. Conceive a new, simple structure for the MKUZA II MMP, based on the previous structure taking into consideration the recommendations highlighted in the "Assessment of the MKUZA I Monitoring Master Plan", other related studies and the Concept Note for this assignment

ii. Review the existing MKUZA indicators and come up with appropriate recommendations including a list of indicators in line with MKUZA II goals and targets

iii. Formulate Indicators Framework based on the findings of number (ii) above

iv. Review and propose an Institutional Framework for effective implementation of MKUZA II MMP

v. Identify the roles and responsibilities of each of the proposed M&E Unit and MKUZA M&E focal persons

vi. Propose capacity requirements for the new M&E arrangements of MKUZA II

vii. Take part in consultations with stakeholders and incorporate relevant suggestions

viii. Produce the final MKUZA II Monitoring Master Plan with:
- MKUZA II-M&E Institutional Framework
- Comprehensive harmonised/standardised MKUZA II data collecting tool)
- MKUZA II MMP Indicator Framework
- MKUZA II MMP Strategic information flows up and down

- MKUZA II MMP Information Management System for National MKUZA II database
- MKUZA II capacity building for the M&E activities

2.6   METHODOLOGY

In approaching this assignment, the Consulting Team undertook literature review of different documents related to MKUZA formulation, implementation and monitoring. The Team also conducted individual interviews to selected stakeholders in order to come up with the proposed institutional arrangement and the indicator framework. Documents reviewed in identifying challenges in MKUZA I MMP institutional and indicator frameworks include:

i.   MKUZA data needs and capacity assessment report
ii. MKUZA Annual Implementation Reports for 2007/08 & 2008/09
iii. Assessment of the MKUKUTA/MKUZA M&E Systems
iv. The assessment on the extent to which public sector institutions and systems had the capacity and capability to support the effective implementation of MKUZA
v.   Harmonization of MKUZA and sectoral level indicators
vi. Strategic Plans from selected MDAs and districts
vii. MKUZA II document
viii. MKUZA I MMP
ix. Revised Zanzibar Development Vision 2020
x.   Zanzibar MDG Report
xi. Zanzibar HDR

The team reviewed MKUZA II result matrices to identify MKUZA II stakeholders in relation to the operational objectives and targets in the three clusters. This was carried out with the objective of assigning duties, responsibilities and the flow of information among the proposed MKUZA II MMP institutional arrangements.

An interview guide was prepared, which consisted of a set of guiding questions suitable for the selected key actors. Specifically the questions focused on the extent to which:

i. Strategic Plans, M&E and MIS in the stakeholders' institutions were available, functional and linked to MKUZA I objectives and targets.

ii. Planning, budgeting and reporting in the stakeholders' institutions were effectively coordinated and practiced in MKUZA I and how this could be replicated in MKUZA II MMP.

iii. Technical Working Groups of MKUZA I were functioning to meet their respective responsibilities and their rationale for being considered in the new MMP.

iv. The institutional capacities were available and enough in terms of data collection, second level analysis and reporting and their value in the new MMP.

v. The MDAs Annual work plans linked to MKUZA II objectives and targets and the lessons for the new MMP.

vi. Type of lessons learnt and challenges in MKUZA MMP and how that informs MKUZA II MMP.

The interviewees included participants from both Unguja and Pemba in view of sharing ideas on better coordination in MKUZA II as well as getting their perceptions about the institutional setup. The key actors included in the interview list were:

i. Director of Policy, Planning and Research in the ministries responsible for Health, Agriculture, Officers in Charge (Pemba);

ii. District Planning Officers in Chake Chake and Micheweni;

iii. Commissioners for a) Budget, b) Economy and c) National Planning, Sector Development and Poverty Reduction in POFEDP;

iv. Non State Actors – ANGOZA, (Unguja); and Zanzibar Clove Producers Organisation (ZACPO-Pemba).

v. MACEMP - programme based in Unguja.

vi. TWGs – Census and Surveys (OCGS) and Communication Technical Working Group

vii. Executive Secretary- Planning Commission

viii. Development Partners – UNDP, UNFPA and WHO

The Consulting Team reviewed MKUZA I indicators with respect to the operational targets in the three clusters of MKUZA II. The selection criteria were based on availability, sources, frequency of reporting, and how such indicators have been featuring in MAIR, ZHDR and revised Zanzibar Development Vision 2020.

2.7   LIMITATION

i.   The timing of the consultation coincided with the National Budget preparations.

ii.   Some of the proposed outcome indicators were influenced by the nature of the formulation statements of some of operational targets in MKUZA II matrices; Some of these targets were just activity statements e.g. *"Corporate Governance strengthened by 2015"*

However, the team is confident that their findings and conclusions are based on information that was both objective and representative of reality. Triangulation during data collection was used to ensure that information and data were cross-checked and validated wherever possible.

Findings from the literature review, which were complemented with those from individual interviews are summarised as follows:

3.1 Strategic Plans, Annual Workplans, M&E and MIS in Institutions and the linkages to MKUZA I Objectives and Targets

Well formulated Strategic Plans (SPs) translated to annual operation plans of MDAs and districts are central to the successful achievements of MKUZA II objectives and targets. Indeed the implementing institutions should have well functioning M&E and MIS to achieve this objective.

By focusing on the extent to which the Strategic Plans, Workplans, M&E and MIS in the stakeholders' institutions were available, functional and linked to MKUZA I objectives and targets, the Consulting Team noted that:

i. The SPs in MDAs were developed earlier before the introduction of MKUZA I in 2007. During MKUZA I development, however, little emphasis was taken to ensure that MKUZA I align itself with MDA's Strategic Plans. Some MDAs had more than one set of SPs; one for MDA and the other(s) for donor(s). Despite the fact that some attempts were made by the former Ministry of Finance, to align these objectives, indicators and targets but the Medium-Term Expenditure Frameworks (MTEFs) from MDAs were sometimes outside MKUZA I implementation, making it difficult to track on the contributions of MDAs to MKUZA I objectives and targets.

ii. MKUZA I witnessed inadequate cross-sectoral and stakeholders linkages, characterised by poor dissemination and sharing of information. In due course, it was difficult to rank the communication outputs and outcomes

iii. The monitoring systems in MDAs and Districts were generally weak. Many MDAs and districts lacked M&E units and MIS, which largely affected their M&E functions particularly on effective routine data

collection, collating, storage, analysis and reporting to other MKUZA I stakeholders. This fact also had undermined updating of the National Database (Tanzania Socio-Economic Database -TSED). It was expected that line ministries would have taken initiatives to institutionalize M&E units and MIS. However, only a few ministries (Ministries responsible for Education, Health, Labour) partially fulfilled this key role. It was also realized that the evaluation component in MKUZA was under developed.

iv. MKUZA I indicator framework was overwhelmed with a mixture of a long list of process, output, outcome and impact indicators, which posed challenges for monitoring. The government attempted to harmonize MKUZA and Sectoral level indicators in 2009, during which the MKUZA indicators were reduced to a manageable number of 78 from over 200 indicators.

3.2   Harmonization of Government Planning, Budgeting, Monitoring and Reporting

The achievement of MKUZA I objectives and targets was largely anchored on how effective major processes, notably planning, budgeting, monitoring and reporting are harmonized.

Planning and Budget Process

i. The demand for evidence-based decision making was weak due to lack of accurate baseline data and information required to influence result-based planning and budget management in MDAs. This shortfall has been affecting the initiatives to make appropriate choices at different stages of planning and public service delivery. The major challenge noted in most of the MDAs, NSAs and districts remains setting of relevant targets when designing an M&E plan.

ii. Separate budgets for M&E functions are apparently seen as an extra cost rather than a useful investment to the sustainability of MKUZA

monitoring. The Government allocated funds for M&E is still low and therefore the sustainability of MKUZA monitoring system remains unpredictable given the fact that the development funding also continue to be unpredictable.

iii. Major inputs to influence budget process – PER reports, Economic Surveys, Revenue and Expenditure Projections reports to the budget guidelines – had not been produced timely in spite of the efforts by government to strengthen budget process by introducing MTEF, IFMs and capacity building of POFEDP personnel. As a result, the issuance of the budget guidelines are delayed as well as the subsequent activities of budget process e.g. MTEF preparation, scrutiny and budget consolidation.

iv. The influence of PER to Budget allocations was minimal as they were not conducted regularly during MKUZA I and the outputs were not integrated in cluster basis.

v. Funds to MDAs had been irregularly released and sometimes the disbursed funds had been below the approved budgets, which led to inadequate use of MTEF. Connected to this is lack of Votes in districts, which hamper planning process and the implementation of prioritized districts' activities.

vi. MKUZA I lacked a comprehensive tool to align MDAs' budgets to MKUZA interventions and the associated reporting mechanism. The Consulting Team noted that an attempt was done to develop and operationalize the Zanzibar Budget Allocation System (ZBAS) for this purpose but the process has taken too long and so far not in operation.

vii. Plans of Actions (POA) in MDAs and districts are used to translate MTEF contents into activities for implementation. However, no controls for MDAs to abide to the annual activities agreed upon during the beginning of the fiscal year as the Report on the

Implementation of MKUZA (RIMKUZA) initially proposed to track the implementation progress in relation to the allocated funds did not take ground.

viii.   Major discussions during budget sessions have been on budget ceiling rather than focusing on the MTEFs' priorities from the MDAs and districts and how they properly align to the MKUZA objectives. Likewise, resource allocation was not based on outcome and progress towards MKUZA development objectives but rather on the available financial resources. In this view, the attributes of the MDAs to MKUZA outcomes at the end of the fiscal year become unsatisfactorily low relative to the budgets disbursed.

Monitoring and Reporting Process

In reviewing different MKUZA I documents, the Consulting Team noted that a number of M&E reports were produced during the implementation of MKUZA I. These include MKUZA Annual Implementation Report for 2007/08 and 2008/09, Sector-based PER Reports, Public Service Delivery Assessment Reports (PSDA), Zanzibar Human Development Report, Report on the Views of the People on MKUZA implementation, Zinduka Magazine, Economic bulletin, Strategic Policy Briefs and National Surveys (HBS). Though some of the reports provide useful information but their effective utilization have been affected by their late production and distribution e.g. MKUZA Annual Implementation Report for 2008/09, HBS for 2009/10 and MDG Reports. Some reports have not been produced e.g. MKUZA I Terminal Report (2007-2010).

3.3   Technical Working Groups in MKUZA I

The Consulting Team examined the extent to which the Technical Working Groups in MKUZA I were functioning to meet their respective roles and responsibilities and found out that:

TWGs did not fulfil their anticipated roles and responsibilities of being central to monitoring MKUZA I. They performed with little tangible contributions to MKUZA

Monitoring due to lack of data collection tools, poor coordination and irregular meetings to discuss issues emanating from MKUZA implementation. The exception is the Communication TWG, which engaged in coordinating Poverty Policy Week and in producing "Zinduka" newsletter and MKUZA calendars. Nevertheless, a major drawback to the Communication Strategy remains to be their failure to disseminate MKUZA I objectives to majority population in Zanzibar. In general, budget allocated to the TWGs for their activities was low and the supervision of those activities was also inadequate.

3.4   The Institutional Capacities in Data Collection and Second Level Analysis

The main focus in this area was on the extent to which the institutional capacities were available and sufficient in undertaking data collection, second level analysis and reporting. A functional M&E system requires right persons with right skills, however it was noted that:

i.   MKUZA I suffered mostly from inadequate human and financial capacities in carrying out M&E functions at all levels, which resulted into weak planning, monitoring, evaluation and reporting at the national, sectoral and district levels. Between 2009 and 2010, the Ministry responsible for finance (by then MoFEA) coordinated M&E-related training as an effort to build M&E capacities (e.g. Project Cycle Management-PCM) to some planning officers in MDAs. Lack of M&E units in MDAs associated with lack of clear roles and responsibilities for M&E functions have left this resource underutilized. Moreover, there was less enabling environment to carry out M&E activities due to inadequate funding, transport, equipments (computers, and supplies), office space and ICT.

ii.   The team noticed satisfactory achievements of MKUZA Secretariat in coordinating MKUZA I during the last three years of its implementation. However, it was also noted that the office is understaffed – with only three officers available for M&E functions who cannot assume the huge volume of M&E workload.

iii. Lack of institutional arrangements for effective linkages, coordination and harmonization of data and information in MDAs, local governments and private sector has led to limited quality of data sources, which requires triangulation before used. The mandate by OCGS as the data centre to control the quality of different analytical data sources has not taken place effectively.

iv. MKUZA I was also characterized with lack of accountability associated with low incentives and budgets for carrying out M&E functions. As a result, this has negatively affected the monitoring system in terms of routine data collection, collating, storage, analysing and reporting. The exception is for those ministries with donor-funded projects/programs.

v. MKUZA I MMP by design was good but lacked implementation and monitoring mechanism. Shortfalls of MKUZA I MMP in meeting its obligations can be cited from its failure to take on board various activities and recommendations including:

- The implementation of growth strategy
- Institutionalization of M&E units and MIS in the ministries
- Development of a user guide for MDAs on monitoring and evaluation
- Provision of facilities in the Planning and Policy Departments to carry out M&E functions/activities
- Linking MDAs with internet in order to smoothen information flow
- Development of a standard mode of communication and timing that allows information sharing among MKUZA stakeholders
- The establishment of database information centres
- Provision of incentives for those involved in routine data collection, collating, storage, analysis and reporting.

CHAPTER FOUR: THE PROPOSED MKUZA II INSTITUTIONAL FRAMEWORK

A well designed institutional arrangement is very important for the successful implementation of MKUZA II MMP. The institutional framework proposed for monitoring and evaluation of MKUZA II defines clear roles and responsibility for each of the participating MKUZA II stakeholder and, that, it has to be taken into account with the objective to bring accountability, minimizing duplication of efforts as well as eliminating overlapping of duties. As MKUZA monitoring is a shared responsibility; all participating stakeholders will be involved and accountable for continually tracking MKUZA II performance to enable the decision makers to fine-tune the process or redirect efforts and resources as needed. Lesson learned can be applied immediately, as well as across sectors, to help ensure replicable and sustainable results.

The institutional framework proposed for monitoring and evaluation of MKUZA II consists of three levels; implementation level, the coordination level and the decision making level as illustrated in the organogram below.

M&E INSTITUTIONAL ARRANGEMENT
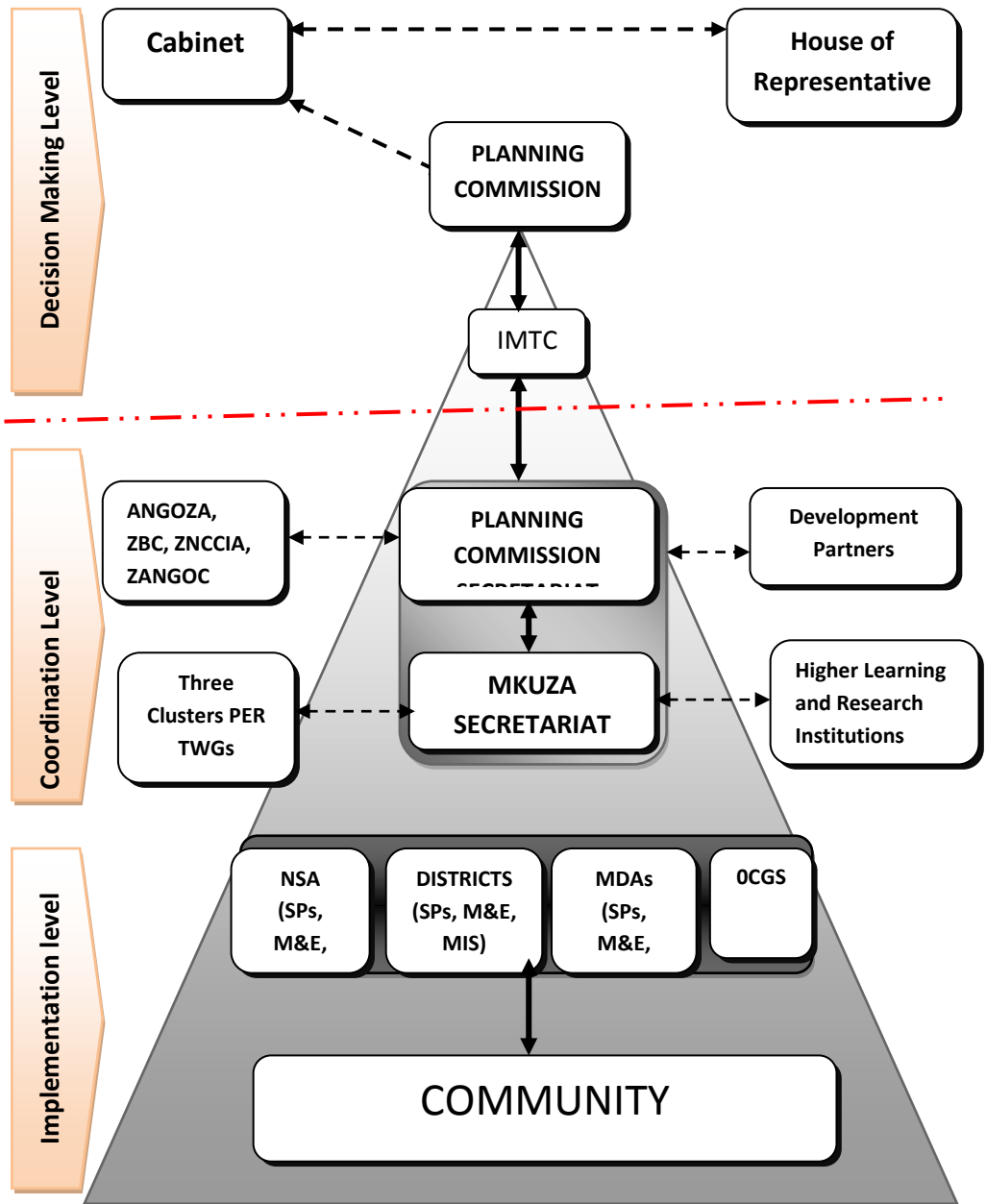
The implementation level consists of community, MDAs, NSAs, Districts and OCGS, which are primarily implementers of MKUZA strategy. All stakeholders in this level will have the overall responsibility for performance monitoring of MKUZA II programmes and projects within their respective localities (sector, district or community) and provide the best possible results of their implementation status. In this front, all stakeholders proposed in this level should be facilitated/ stimulated by the Planning Commission -- within the first year of MKUZA II implementation -- to institutionalize their own M&E Units and MIS as a prerequisite to fulfil this fundamental role in line with MKUZA Monitoring System. The following sections illustrate the roles and responsibilities of each of the stakeholder in the Implementation Level.

4.1.1. Community

The community is the main source of data and information as well as the "reason d'être" for MKUZA and hence forms the basis for the institutionalization and implementation of the MKUZA II MMP.

Roles and Responsibility

In view of MKUZA Monitoring, the community (households and establishments) serves to provide raw data for MDAs, districts, NSAs and OCGS in different ways through routine data collection, Shehia registers as well as providing information for censuses and surveys that are useful for planning and evidence based decision-making. In this regard should establish M&E and MIS and allocate resource for M&E functions.

OUTPUTS: (Community)

1. Ranking of community development priorities and projects
2. Community perceptions on MKUZA II most significant changes
3. Respond to questions leading to generation of data through e.g. PSDA, PETS, View of the People, District Profiling etc.
4. Hold officers bearers to account on implementation of MKUZA II
5. Engage fully in implementation of MKUZA II at household level

4.1.2. Non-State Actors (NSAs)

Non State Actors (Non-Governmental Organizations, Civil Society Organizations, Private Sector and Trade Unions) play a big role in social and economic development. Therefore, their effective participation in MKUZA M&E will provide an independent view on formulating, implementing and monitoring the implementation of policies/programmes of the government.

Roles and Responsibility

In view of proposed M&E framework the NSA will specifically be involved in:

i. Establishing M&E and MIS and allocate resource for M&E functions.
ii. Serving on the provision of inputs for preparing the Annual Progress Report, particularly MKUZA II Annual Implementation Report;
iii. Collaborating with MDAs and Districts to undertake policy, programme and project review/performance assessment of services that affect the poor;
iv. Undertaking social audits of budget releases, funds from Development Partners and internally generated funds targeted for the delivery of services to the poor;
v. Assisting MKUZA Secretariat, sectors and districts to disseminate selective information from MKUZA AIR and other MKUZA II progress reports to stakeholders;
vi. Establishing the NSA profile as a resource pool from which specific services can be sought out.

> **OUTPUTS: (NSA)**
> 1. Participatory Service Delivery Assessment Report (PSDA)
> 2. Public Expenditure Tracking Report (PET)
> 3. Views of the people Report
> 4. NSA Profile
> 5. Annual Work Plan and Budget

4.1.3. Districts

Districts form another platform within MKUZA Monitoring System through which the implementation of projects and programmes takes place. Within

the context of MKUZA II objectives and targets, well coordination and strong linkages between districts and MDAs in designing and implementing their SPs and MIS cannot be overemphasized. Efforts should be on aligning district plans to sector SPs, MKUZA II and ZDV 2020. In this view, districts require to have strong M&E units and MISs to track and provide timely and accurate quarter, semi-annual and annual reports on the progress and the achievements of the agreed input, process and output indicators towards MKUZA II objectives and targets.

The District Planning Committee will plan and implement its activities in conformity with district SP, MKUZA II, ZDV 2020 and its M&E system. These activities will define inputs, process and outputs that would be monitored and evaluated. The district will determine its indicators relevant to its development targets and they should be linked to targets in MKUZA II. At this level the M&E system is being coordinated and managed by the District Administrative Officer who in turn reports to M&E unit of the Ministry responsible for Regional Administration. The later will report to the MKUZA II Secretariat M&E Unit

OUTPUTS: (District)
1. Shehia projects
2. District annual work plans and budget
3. District projects
4. Quarterly, semi annual and annual implementation reports

Roles and responsibilities

To fulfil its M&E functions, the district has to perform the following:-
 i. Establish M&E and MIS and allocate resource for M&E functions;
 ii. Responsible for the development and implementation of the District Plans;
 iii. Define district indicators in conformity with MKUZA II targets and indicators for measuring performance;
 iv. Facilitate dissemination of MAIR and enhance public awareness on MKUZA II concept at the district and lower levels;
 v. To be responsive to OCGS and other institutions when undertaking data collection activities;

vi. Provide quarterly implementation report and Annual Review Reports to parent ministry the information collected from Shehia level;

vii. Prepare annual forums to review their implementation and suggest the policy recommendation.

viii. Train staff on Participatory Planning, Monitoring and Evaluation on MKUZA II

> **OUTPUTS: (MDAs)**
> 2. Annual Sector Performance Report
> 3. Quarterly and semi-annual Implementation Report
> 4. Strategic Plan
> 5. Annual Work Plan and Budget

4.1.4. Ministries, Departments and Agencies (MDAs)

The MDAs provide the platform for the implementation of sectoral SPs derived from the National Strategy and, therefore, it is considered as a essential for M&E functions within MKUZA II Monitoring System. The Department of Policy, Planning and Research established in the line ministries provides the strategic point for the institutionalization of M&E Units in view to coordinate and monitor programs and projects under MKUZA II. It is, therefore, the responsibility of M&E units within the line Ministries to monitor the implementation of the Sector SPs and submit performance reports to MKUZA II Secretariat M&E Unit and the OCGS. The M&E staff in MDAs will provide sector implementation status through quarterly, semi-annually and annual reports detailing progress and achievements of outputs and process indicators in sectors' Strategic Plans.

Roles and Responsibility

Ministries, Departments and Agencies have the following roles and responsibilities:

i. Establish M&E and MIS and allocate resource for M&E functions

ii. Align from MKUZA Secretariat M&E unit the National core indicators and data collection instruments for its implementation

iii. Establish sector targets and indicators based on SP, related programmes and projects in line with MKUZA II objectives and targets

iv. Establish a list of sector programmes/ projects to be carried out by the MDAs that will contribute to the indicator achievement

v. Develop baseline and sector-specific programme indicators and define the indicators for measuring change, including cross-cutting issues - gender, people with special needs, environment and social protection through SPs

vi. Monitor progress of sector projects and programmes in the district at regular intervals and report on their physical and financial status quarterly.

vii. Collect, collate and manage relevant data on indicator performance as the sector monitoring of indicators demands and analyze sector data for reporting to MKUZA Secretariat M&E Unit and to OCGS

viii. Undertake quarterly and annual performance review of SP, programmes and projects

ix. Undertake periodical M&E needs assessment to support capacity building in the MDAs

x. Disseminate Annual Sector Performance Report and information obtained from data collected to stakeholders;

xi. Facilitate the evaluation of the SPs and recommendations for policy review.

xii. Contribute to the preparation of MKUZA Annual Implementation Report

xiii. Support OCGS to conduct national surveys and provide inputs into the TSED

xiv. Participate in Review of MKUZA II

xv. Establish/strengthen MDAs' M&E Units and the associated MISs

4.1.5. The Office of Chief Government Statistician (OCGS):

According to the Statistical Act No. 9 of 2007, the OCGS is the main government institutional body mandated to oversee data collection, compilation, analysis and dissemination activities of all official statistics across government and non

government institutions, including all national surveys and systematic compilation of statistics and indicators from all major sources of data (i.e., censuses, sample surveys and routine data systems).

Roles and Responsibilities

As an agency for national official statistics, the OCGS will play a big role to:

    i. Support the MKUZA Monitoring System by taking a leading role in the design of the methodologies, approaches and instruments employed in collecting data at the national, MDA, district and community levels.

    ii. Establish M&E and MIS and allocate resource for M&E functions

    iii. Produce data that are needed to evaluate the progress of MKUZA II objectives and targets. These include results from censuses, surveys and studies from institutions of research and higher learning.

> **OUTPUTS: (OCGS)**
> 1. Survey Reports (including HBS, Panel Survey, Economic Survey),
> 2. Statistical abstract,
> 3. Updated TSED,
> 4. Instruments for data collection in MDAs, districts

    iv. Coordinate and ensure effective and functional MIS in MDAs

    v. Maintain and regularly update TSED, which is the National Databank

    vi. Guide the preparations of Public Service Delivery Assessment surveys at sub-national levels.

4.2 COORDINATION LEVEL

The coordination level comprise of MKUZA Secretariat and Planning Commission Secretariat whose overall goal is to coordinate activities of various parties involved in MKUZA II, particularly the implementation level and ensure that stakeholders abide to their roles, responsibilities and expectations outlined in MKUZA II MMP. It is at this coordination level that the interactions of Directors

of Policy, Planning and Research, Commissioners, HLRI, Researchers and Development Partners take place.

4.2.1. MKUZA Secretariat

The Secretariat is responsible for enhancing linkages and coordination between Government processes (MTEF, PER, Budget dialogues & Guidelines, ZBAS, Sector Reviews, Poverty Policy Week, district and sectoral Strategic Planning). In addition, the Secretariat provides linkage between Planning Commission and all MKUZA II implementing institutions. Members to the MKUZA Secretariat include all Commissioners from the Office of Executive Secretariat, head of M&E from MDAs, NSAs, M&E Specialist, Higher Learning and Research Institutions and secretaries from the three MKUZA PER Clusters. The chair of MKUZA Secretariat will be Commissioners depend on the theme. The secretary to MKUZA Secretariat will be officers from the departments within the Office of the Executive Secretary.

Roles and Responsibility

The specific roles and responsibilities for MKUZA Secretariat include:

i. Establish/strengthen M&E and MIS and allocate resource for M&E functions
ii. To coordinate MKUZA II Stakeholders and ensure that up and down information flow between the institutions in the implementation level and Planning Commission Secretariat is smooth.
iii. To facilitate funding of work plans and budgets of institutions under MKUZA II MMP

OUTPUTS: (MKUZA Secretariat)
1. MKUZA Annual Implementation /Progress Report [MAIR/MAPR]
2. Strategic Policy Brief
3. MKUZA II Review
4. MKUZA II Mid-Term Review report
5. Annual Progress on implementation of MKUZA II MMP
6. Five – year indicative work plan and budget (MKUZA II costing)
7. M&E Capacity building plan for the period of MKUZA II
8. The Status Reports on Growth Strategy
9. Zinduka Magazine
10. Annual Work Plan and Budget

iv. To serve as a central point of information for MKUZA II Monitoring System, including documentation web sites and a web based MIS.

v. To coordinate regular stakeholder consultations on MKUZA II including Policy Poverty Week and M&E thematic workshops/training.

vi. To coordinate the preparation of MKUZA II Annual Implementation Reports, the Strategic Policy Briefs, and other technical papers as deemed fit.

vii. To be the Secretariat to the Planning Commision Secretariat meetings.

viii. To provide feedback to MKUZA implementers on the decisions taken by MKUZA TC and make follow-ups on its implementation.

ix. To facilitate mid-term evaluation and the review of MKUZA II and facilitate the review of MDA SPs.

x. Monitor and evaluate the implementation of MKUZA II MMP

xi. Prepare tools and guidelines.

Higher Learning and Research Institutions (HLRI)

Parallel to MKUZA Secretariat are Higher Learning and Research Institutions, which consist of universities and other research institutions that will be responsible for conducting research on poverty related issues and undertaking second level analysis of census and surveys based on data from TSED. The results of these research and analysis will provide valuable and required inputs to MKUZA Secretariat database. For the sustainability of MKUZA monitoring system, the HLRI are expected to develop curriculum and provide short and long term M&E courses to MKUZA stakeholder particularly M&E staffs in MDAs, districts and MKUZA Secretariat. Other expected outputs are the production of Zanzibar Human Development Report (ZHDR), Zanzibar MDG Report and strategic policy briefs. The institution to house the HLRI group will be selected by the MKUZA Secretariat and their working modalities will be elaborated in the Memorandum of Understanding (MoU).

Cluster-based PER Technical Working Groups (PER TWG)

MKUZA II MMP retains the three cluster-based PER Technical Working groups, which were formulated in MKUZA I. These are:

- PER I Cluster: Growth and Reduction of Income Poverty
- PER II Cluster: Social Services and Well-being
- PER III Cluster: Good Governance and National Unity

As indicated in MKUZA I MMP, PER TWG will carry out a Cluster based Public Expenditure review based on the work carried out by each sector, and prepare reports that feed directly into the preparation of Budget Guidelines. Using budget tracking studies and participatory service assessments each PER TWG will provide a forum for the discussion of achievements related to expenditures, and the alignment to MKUZA II objectives and targets.

> **OUTPUTS: (Cluster-Based PER TWG)**
> 1. Selected PSDA reports annually
> 2. Three cluster-based PER reports
> 3. Budget Tracking Report

Through established feedback mechanisms, the PER allows the community to influence policy and decision-making using the budget process. The chair of each PER Cluster TWG will be selected by the MKUZA Secretariat.

Roles and Responsibilities:

- To develop and implement an effective cluster based PER process building on Sector reviews
- To conduct participatory monitoring of resource flow and impact assessment of policies and programmes of MKUZA in all clusters including expenditure tracking
- To facilitate a Consultative Forum for presenting the outcome of annual public expenditure reviews
- To prepare synthesis reports to feed into the MTEF/Budget processes
- To provide technical support to the development of sector level budgets and MTEF
- To prepare annual work plans, budgets and regular reports to PCS

- To ensure alignment of budget with MKUZA through a review of ZBAS
- To undertake capacity building activities for CSOs in participatory monitoring techniques/knowledge at the grassroots levels e.g. Shehia and communities
- To promote cross-sectional linkage in terms of policy, plans and budget in relation to MKUZA operational targets and outcomes
- To review adequacy of resources from all resources domestic and external

Efforts should be made to enable the PER TWGs to perform their duties with full capacity in order to provide input to the budget management system with particular emphasis on: the preparation of the Budget Guidelines, MTEFs and Budgets; to address systematic issues in fiscal management through budget tracking, and review of ZBAS (Strategic Budget Allocation System); to use PSDAs to provide qualitative feedback on MKUZA implementation and to monitor effectiveness of government budget formulation, implementation and evaluation.

4.2.2. *Planning Commission Secretariat*

Placed in the heart of MKUZA II MMP is the Planning Commission Secretariat, which plays a major role in providing strategic guidance on overall MKUZA II implementation, based on regular implementation reports drawn from the MDAs. It is the first level of decision making where technical inputs and guidance are provided to issues arising from implementation. Once key issues regarding implementation are agreed, they are passed to the IMTC through the PS-POFEDP. Members for Planning Commission Secretariat include Commissioners from POFEDP, Directors of Policy, Planning and Research (DPPR), Chief Government Statistician. Other members are representatives from ZBC, ANGOZA, ZNCCIA and ZANGOC. Planning Commission secretariat will be chaired by the Principal Secretary POFEDP and the Executive Secretary Planning Commission will be the Secretary to the committee.

Roles and Responsibilities:

For effective monitoring and evaluation of MKUZA implementation, the Planning Commission Secretariat has mandate to:

i. Oversee the implementation of MKUZA II and MKUZA II MMP.

ii. Liaise with Higher Learning and Research Institutions and OCGS to ensure that they are functioning effectively.

iii. Provide direction on how to implement the Monitoring framework in order to foster evidence-based decision

> **OUTPUTS: (Planning Commission Secretariat)**
> 1. Documentation of Minutes of Planning Commission Secretariat meetings including directives for MKUZA II implementation/ Monitoring and propose key issues for IMTC that require attention
> 2. Produce policy directives

making through provision of information to IMTC and feedback to MKUZA Secretariat and to the implementation level.

iv. Spearhead policy think tank and second level analytic works.

v. Undertake the overall coordination of MKUZA II implementation, M&E functions and act as a link between the implementation level and the decision making level.

vi. Sort out issues emanating from MKUZA implementation that needs change of policy and advice the IMTC accordingly.

Development Partners

In this setup, the DPs are anticipated to provide technical and financial assistance for MKUZA II MMP**.** The expected technical support from DPs will be in the form of staffing of the PC to enable it to perform its functions as described in the PC study. DPs will explore and support peer learning by exploiting the opportunities arising from South-South and North-South cooperation. The financial support is also expected for the provision of training related to M&E, coordination and planning.

President's Office, Finance, Economy and Development Planning (POFEDP):

POFEDP is the key government institution responsible for planning, mobilization, allocation and management of financial resources through the annual national budget; and monitoring government expenditure, including donor funds. POFEDP plays a significant role in:

i. Ensuring that MDAs are held accountable for resource use;

ii. Strengthening the capacity of key MDAs to generate, analyse and disseminate financial and economic data;

> **OUTPUTS: (POFEDP)**
> 1. Budget allocations to MDAs with respect to planned budgets
> 2. MDAs Financial Audit and periodic (monthly, quarterly and annually) financial monitoring reports

iii. Ensuring that the feedback from the M&E system is fed into policy formulation and implementation through the annual budget;

iv. Provide necessary budget for implementation, monitoring and evaluation of MKUZA II.

4.3   DECISION MAKING LEVEL

The decision making level includes the Inter Ministerial Technical Committee, Cabinet and the House of Representatives.

4.3.1. The Inter Ministerial Technical Committee (IMTC)

The IMTC will be entrusted with the duty of overseeing the implementation of MKUZA II MMP. The overseer portfolio will be through providing visionary direction in terms of delivering the guiding programme of work and in terms of fostering evidence-based decision making through provision of information, avenue for policy thinking and analytic works for the delivery of results. The IMTC will act as an effective route for the flow of information from the Planning Commission Secretariat to the cabinet. The IMTC will advise the President on the performance of public policy and programmes and projects, their impacts and on the need for policy reforms where necessary. It is also expected that the feedback from IMTC to Planning Commission Secretariat will strengthen the coordination and the implementation of MKUZA II to attain its objectives and targets.

4.3.2. Planning Commission

In line with Planning Commission Secretariat is the Planning Commission that plays a key role to guide and coordinate the formulation of development plans and spearhead its implementation and monitoring and evaluation. In view of undertaking the overall Monitoring and Evaluation (M&E) of the country's development efforts, therefore, the Executive Secretary of the Planning Commission will stimulate the institutionalization of M&E functions at all levels and provide guidelines to all sectors and Districts for preparation of M&E plans; build their capacity to implement the M&E plans through the provision of training, technical assistance, and other support; and improving the M&E coordination at the national level. On the other hand, the capacity of OCGS should be strengthened

> **OUTPUTS: (Planning Commission)**
> 1. Documentation of issues proposed to IMTC for policy change, including feedback to Planning Commission Secretariat and other lower levels of implementation.
> 2. List of issues led to policy changes as a result of M&E recommendations

to enable them undertake their roles and responsibilities and deliver the expected outputs.

As a member of IMTC, the Principal Secretary POFEDP will advice the IMTC on the performance of public policy and programmes, their impacts and on the need for policy reforms. As a result of these unique roles and responsibilities the coordination of M&E system in MKUZA II rests with Planning Commission.

Roles and Responsibilities:

    i.   Identify, adopt and approve national development key priority areas and issue directives for their integration in the national and sectoral development planning and for their realisation and execution

    ii.   To adopt and approve national and sectoral development plans

    iii.   Give ministries and other public service institutions any directives relating to developing planning

    iv.   Issue directives in accordance with the national economic development plans on priority areas for investment

    v.   Approve any change in the implementation of national development planning

    vi.   Call for, from any institution, any information, representation or data relating to matters of development planning

4.3.3. The Cabinet

Under the chairmanship of the President of the Revolutionary Government of Zanzibar who is also the Chairman of the Revolutionary Council, the Cabinet receives feedback reports on MKUZA II key issues from the IMTC through the Chief Secretary for appropriate policy decisions. In addition, the Cabinet has the major role to decide, among others, major policy issues, proposals to change laws, decisions on international agreements, issues that are politically controversial, and issues that involve a large number of government departments. Therefore in view of MKUZA II implementation, proper cabinet decisions are required since they have influence on policy making where the government translate political vision into programmes and actions to deliver outcomes.

4.3.4. The House of Representative (HoR)

The House of Representatives is legally mandated in assessing and accepting the effectiveness and appropriateness of MKUZA II performance through annual implementation of planning and budgeting of the MDAs through budget speeches. As one of the key arms of government, the HoR plays an important role to:

  i. Scrutinize MDAs planning and budgeting by considering the alignment of MKUZA II operational targets.
  ii. Monitor government policies and programmes
  iii. Oversee responsibility to influence government policies on poverty reduction through the annual budget
  iv. Disseminate government policies, programmes and projects to the community, as well as using the outcome of M&E to influence government policies.

Documentation provides the foundation for interactive communication, transparency, consensus-building and continuity. Adequate institutional arrangements and institutional and human capacity are essential for MKUZA II MMP, including functioning of MIS. The MKUZA II MMP framework presented in this document is a dynamic system of interdependent components. Data are collected from a variety of sources (primary and secondary) and feed into the monitoring and evaluation components.

5.1.   Data Generation

As evidenced from the review findings in this document on MKUZA I MMP, the implementation of a well-functioning M&E system both at the implementation and coordination level can be a major challenge at the early stages of MKUZA II MMP implementation; This is due to the numbers and types of information needs of different participating stakeholders, types of their activities, budgets, timeframes and adequacy of qualified staff. In view of harmonizing M&E in the projects, districts, Sector Ministries and MKUZA secretariat, the following features are recommended to foster institutionalizing of M&E system within the implementing institutions proposed in MKUZA II MMP:

1. Establish **a centralized M&E unit in MKUZA Secretariat**, coordinated by highly qualified staff, who will collect information on all projects and programs in the country that are being implemented in the Districts and MDAs and their contributions to MKUZA II objectives and targets.

2. Establish/strengthen existing **M&E units in all Districts and Ministries** (including POFEDP), coordinated by highly qualified staff in the Department of Policy, Planning and Research, who will collect information on all projects and programs that are being implemented under their respective ministries/districts and their contributions to MKUZA II objectives and targets.

3. During the implementation of a given projects or programs under the ministry or district, data from all programs/projects will be fed into the M&E systems such that at any point in time, or at any stage in implementation, the **M&E Unit of a Ministry** or **District** will be in a position to determine what results or intermediate results have been achieved and likewise where expected results have fallen short of their planned/scheduled achievements. Therefore, monitoring by implementing agency and its line ministry/department will summarize activity output of a project or program implementation, which is then aggregated to the program or sector level

4. Each specific program/project will also have an **M&E sub-unit** within their respective program/project coordinating mechanism in the implementing Ministry, closely collaborating with co-implementing agencies. Therefore, program/project level data is managed at the level of each its coordination, but will be fed into the institution's M&E system at the Sector Ministry. The Ministry M&E Unit should collaborate with other co-implementing institutions (extension agencies, research centers, private sector implementers, enterprise development centers) and in districts where project activities take place or have influence. The outcome of such a scenario will facilitate formulation of coherent sector priorities, policies, plans, and programs, as well as enhanced knowledge sharing.

5. The M&E Focal Persons in the Ministries and Districts are expected to collect routine data, mainly related to project process and outcome indicators. This information, which should be kept in the Ministries and Districts M&E Units, are useful at this level for operations and for managerial decision making. Some of outcome and impact indicators prominent to line ministries will also be collected and fed into the centralized M&E database in MKUZA Secretariat M&E Unit.

5.2. Information flow

Based on the M&E Units proposed above, the routine and periodical data to be generated will flow sequentially from the lower level of implementation (i.e. MKUZA II projects and programs) and be aggregated as it goes up to the higher levels of MKUZA II implementation in the respective MDAs and NSAs. At the coordination level, the information from the Ministries will be centralized in MKUZA II Secretariat M&E Unit and summarized to input Planning Commission Secretariat on the overall performance of MKUZA II implementation. In turn, the Planning commission Secretariat constitutes a link of this information flow from the coordination level and the decision-making level. Figure below illustrates the journey of information within MKUZA II MMP.

DATA FLOW IN MKUZA II MMP

```
PLANNING
COMMISSION
SECRETARIAT

MKUZA
SECRETARIAT

MDAs/NSAs
M&E

DISTRICT/NSA        SECTOR SPECIFIC        OCGS
M&E                 M&E                    M&E

Community ( Programs/Projects)
Reports.
```

F E E D B A C K
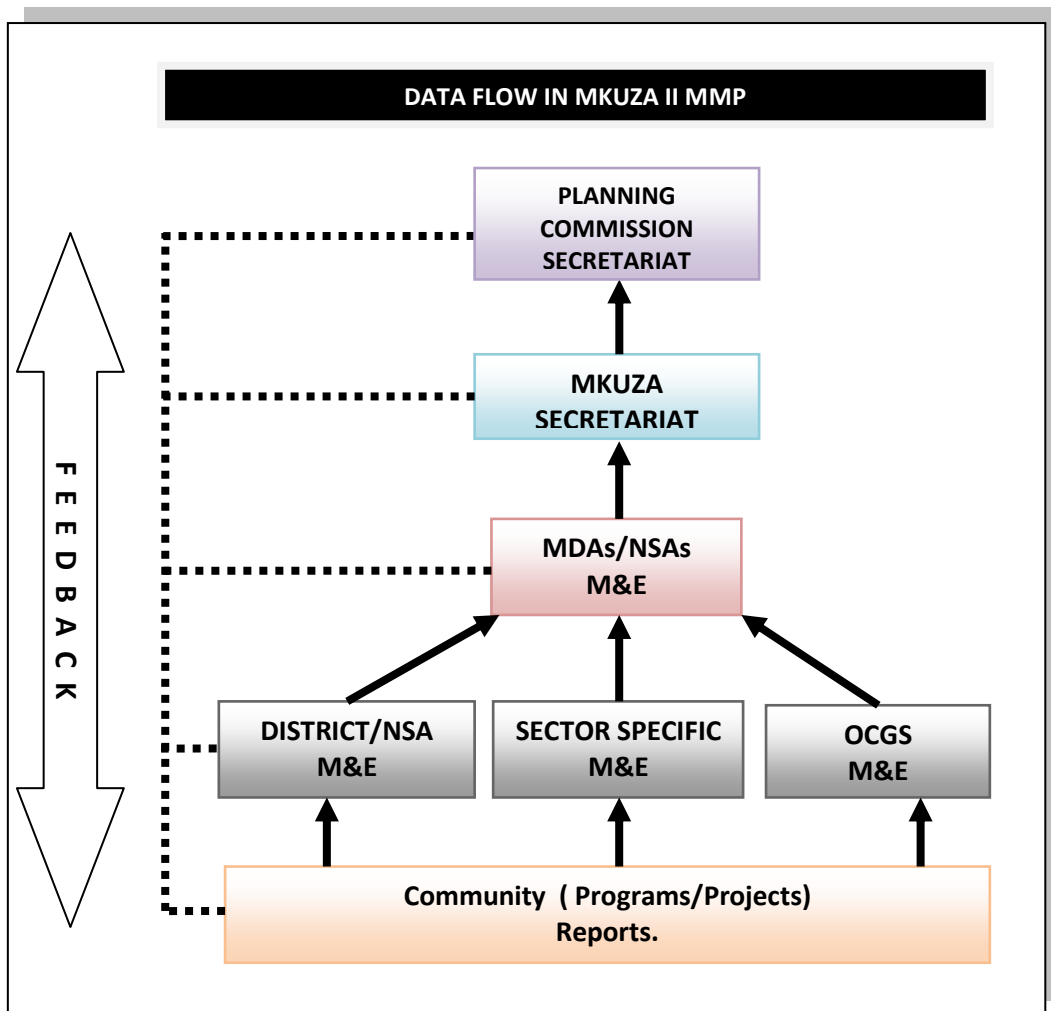
5.3.   Management Information System

MKUZA II is a large initiative, in terms of a number of participating projects and programmes with different types of activities and time frames. Proper documentation and information flow are needed as a foundation for interactive communication, transparency, consensus-building and continuity. Therefore, the development of an effective Management Information System (MIS) at MKUZA secretariat, MDAs and districts will harmonize the reporting process of the M&E information generated by M&E Units and Sub Units in the Ministries and Districts.

Planning Commission should foster for incorporating a computerised MIS database as it:

- Makes it necessary to define M&E indicators and variables in highly precise terms.
- Provide precise information with different levels of aggregation.
- Reduces the amount of time usually required to process data, so as to increase time available for analysis.
- Facilitate timely access to information by various groups and creates conditions necessary for improving those groups' analytical capabilities

Proposed measures to strengthen MIS in the implementation and coordination levels are more elaborated in chapter six.

5.4   Timing and Frequency of Reporting

The agreed frequency of the report is the minimum reporting that should be required for the implementers to be accountable. Reports will be prepared in the specified period by M&E Units and submitted to the higher level according to the following schedule:

Submission of MKUZA II MMP Reports		
Type of Report	**Submitted to[6]**	**Deadlines of Reports Submissions**
Project/program Monthly Progress Reports	District/NSA/ MDA M&E Unit	10th day of the proceeding Month
Project/program Quarterly Progress Reports		10th day of the proceeding quarter
Project/program Semi- Annual Progress Reports		The 10th day of January & July
Project/program Annual Progress Reports		The 10th day of July

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[6] Immediate cross-checking of submitted reports and feedback should be done

District/NSA/Sector Quarterly Progress Reports	MDA M&E Unit	15th day of the proceeding quarter
District/NSA/Sector Semi-Annual Progress Reports		The 15th day of January & July
District/NSA/Sector Annual Progress Reports		The 15th day of July
Ministry Quarterly Progress Reports	MKUZA Secretariat M&E Unit	The 20th day of the proceeding quarter
Ministry Semi- Annual Progress Reports		The 20th day of January & July
Ministry Annual Progress Reports		The 20th day of July
MKUZA Secretariat Quarterly Progress Reports	Planning Commission Secretariat	The 30th day of the proceeding quarter
MKUZA Secretariat Semi-Annual Progress Reports		The 30th day of January & July
MKUZA Secretariat Annual Progress Reports		The 30th day of July

Note:

1 *District, NSA, MDAs and MKUZA Secretariat M&E Units should produce Monthly Flash Reports.*

2 *In addition to above reports, a basic financial report should be made transparent to avoid accusation of mismanagement of funds. A summary of financial report should be included in the quarterly physical progress report.*

3 *Auditing reports should be made available on year basis.*

5.5   Data Verification and Analysis

Data verification entails checking or verifying whether or not the reported progress is accurate. This process should be done during workshops, meetings, field visits, spot-checks, surveys, research and external assessments to improve the quality of reports in MDAs and districts before submissions. Moreover, data collected should be analysed and interpretations made to be used to facilitate decision-making. In this case, therefore, simple explanatory analysis should be used to carefully present tabular materials, graphs or maps in place of complex statistical techniques. In any case, quality assurance relating to data capturing and storage will need to be an ongoing activity. All reports and M&E statistics should be subject to review by the peer-review as part of quality assurance before submissions.

5.6   Modes of Communicating M&E Results

Communicating M&E findings in appropriate ways to key audience is critical if the findings are to lead to improved MKUZA II impact. This implies that the results / findings of the M&E should be communicated / reported to all stakeholders, timely and of good quality addressing their specific information needs. In any case, feedback sessions with stakeholders who can verify findings will be required and such sessions will be a good moment to analyse implications and agree on actions. Also the communication method to be used should be in line with stakeholders' background.

In this scenario, the review of the Communication Strategy, which operated during MKUZA I implementation is inevitable. The Communication Strategy for MKUZA II should seek to:

- Ensure clarity of message for specific audiences, knowing that the interests and concern of different stakeholders vary and will require adapted reports, both in terms of contents and language.

- Agree on the frequency for communicating information – this will often fit (*to concede)* the timing of decision-making sessions.

- Ensure timelines i.e. information should be presented while there is still momentum, in order to benefit from the feedback.

- Consider location and conduit of information e.g. audio, newsletter etc.

While Institutions of Higher Learning, Research, and the OCGS etc. will be involved in disseminating the information related to areas of their expertise whenever such needs arise, MKUZA Secretariat will take a lead role to communicate to the stakeholders the major outputs from the management information system through appropriate methods as proposed below:

Written Reports

M&E reports will vary from formal progress reports, to special studies or informal briefs highlighting a current issue etc. In MKUZA II MMP outputs, reports of major concern that needs to be shared and discussed during reflection sessions include MKUZA Annual Implementation Report (MKUZA AIR) and reports on HBS, MDG, HDR, PSDA, PER and Sector Reviews. Electronic sharing of reports provides to MKUZA Secretariat and other stakeholders a welcome alternative to printouts when resources are limited.

Verbal/Oral Presentations

M&E findings can be communicated more effectively verbally than by other means. This is because direct speaking to a target audience provides a quicker and more flexible way to convey M&E message. Since Radio broadcasts can be effective in this way, therefore, preparation of special documentaries related to MKUZA achievements and challenges should go on air periodically.

Visual Displays

Dramatic presentations, whether on video or live, can be another way to communicate insights with greater impact than on paper. Thus, Television documentaries will be required. Visual displays such as graphs or charts showing trends or maps, will help to illustrate and supplement data in reports or oral presentations. Photographs should also be used as they bring issues alive in a way not possible through words and diagrams.

Poverty Policy Week

National Poverty Policy Week will be a forum where dissemination and discussion of MKUZA II outputs will be discussed by stakeholders. The Poverty Policy Week deliberations will be an input into the Budget cycle, influencing resource allocation and budget guidelines accordingly.

Web-based Information

With the increasing technology of Information and Communication and ease availability of internet, internet-web provides a potential platform for sharing information among stakeholders. In view of MKUZA II Communication Strategy, MKUZA Secretariat will summarize M&E outputs from various submission reports from districts and MDAs and communicating with stakeholders online. Furthermore, awareness creation and updating with relevant information of websites belonging to institutions, like TSED, will be required for ease access by stakeholders.

CHAPTER SIX: PROPOSED CAPACITY REQUIREMENTS FOR THE NEW M&E ARRANGEMENTS OF MKUZA II

Zanzibar is starting from a low base in relation to monitoring and evaluation. The potential returns to capacity development are consequently high in the long run. Therefore, the difficulty of capacity building needs to be recognized by all institutions in order to promote the concept of M&E to assist the development of an evaluative culture and reporting. The requirement for the effective implementation of the new M&E structure for MKUZA II, that needs consideration, is categorized into human capacities, incentives, structures and responsibilities, information system, financial and other resources :-

6.1. Human Capacity

It has been observed that neither MKUZA secretariat nor the implementing parties have enough (in terms of number) and competent staff in M&E field. Acquiring of right M&E focal persons, who are self-motivated and with right skills and knowledge on M&E is a prerequisite for the propose M&E Plan. In meeting this demand, two proposals have been put forward:

i. Staffing:

LEVELS	Qualification Required	Number
Coordination Level		
MKUZA Secretariat M&E Department	Qualified M&E Officer	1
	Researcher/Statistician	2
	Economist/Planner	2
	IT personnel	1
	M&E Advisor	1
Implementing Level		
MDAs' M&E Unit	Qualified M&E Officer	1
	Researcher/Economist	1
	Planner	1
	Statistician	1
District/NSAs M&E Unit	M&E Officer	1
	Statistical Officer	1

ii. Training

Building capacity for M&E in MKUZA II involves external, internal and on-the-job training not only to the focal persons in the proposed M&E Units but also the high level government officials in the proposed institutional framework involved in day-to-day decision-making. This implies that the capacity building will cut across all levels of the framework, including the implementing partners in the community, whose major role is to assess the quality of service delivery from the public. In any case, the consultants to be contracted for M&E functions should be used strategically for M&E development in ways that build local capacity and build on existing M&E forms.

The Consulting Team recommends planning and implementation of an M&E training program should be done at three levels:

Training Level 1:

Short-term seminars and training workshops with participants being drawn from MKUZA Secretariat M&E Unit and Focal Persons of the proposed M&E unit in the Implementation Level.

A sequencing of training to meet the immediate demand of MKUZA II MMP is recommended as follows:

i. Provide 1-2 weeks' M&E training program to M&E focal persons in the M&E units. The selection criteria of those officers should base on the work performance, education qualification and they should be self-motivated to carry out M&E functions.

ii. Provide 1-2 weeks' M&E training to District Commissioners and Shehas with respect to MKUZA II implementation.

iii. Provide M&E Training of Trainers (ToT) to officers in MKUZA Secretariat M&E Unit and few selected staff from HLRI and OCGS for backstopping of M&E activities in MDAs and districts.

iv. Build M&E capacity of local institutions to train personnel for M&E by providing to the lectures the necessary knowledge and skills for M&E

Area of focus for the training should aim at enhancing skills and knowledge of the focal persons on:

i.   Data collection, collation, analysis, storage and reporting
ii. Participatory Planning, Monitoring and Evaluation, including Logical Framework Approach (LFA)and Result Based Management (RBM)
iii. Project Cycle Management (PCM)
iv. Research on Poverty Analysis
v.   Basic and intermediate computer training, including Information and Communication Technology (ICT).
vi. Report writing skills and presentation
vii. Second level analysis
viii. Designed Web-based database and Budget Allocation System/ZBAS
ix. Preparation of Strategic Plans, MTEF, Annual Work plans and Budget
x.   Management of Government and donor funded projects

Training Level 2:

Short-term seminars and workshops with participants (planners and managers) - being drawn from Planning Commission, Directorates of Policy, Planning and Research and HLRI including Commissioners from Ministries, Regions and Districts.

It is vitally important that management have a good understanding of the major objectives, tasks, outputs and outcomes of an M&E system and have a practical understanding of how to make use of it as a management tool. Thus, training program on the benefits and the actual methodology of M&E will strengthen the process of acceptance and use by planners and managers. The following training are recommended with the objective to provide a thorough foundation for understanding the nature and role of M&E and to demonstrate how it can contribute and enhance effective coordination and implementation of MKUZA II and for future long-term planning.

<ol type="i" start="1">
Participatory planning, monitoring and Evaluation, including Result-Based Management (RBM), Logical Framework Approach (LFA) and Managing for Impact (MfI) of Programs and projects.
Leadership and management skills
Management of government- and donor-funded projects

Training Level 3:

Workshop and/ or seminar with participants being drawn from members of the House of Representative and Principal Secretaries.

Informed result-based decision making is vital for the successful implementation of MKUZA II MMP. Therefore, members in the decision making level requires to have general overview of MKUZA objectives and the overall goal of M&E in achieving tangible results. The proposed workshop/seminar should focus on 'The role of M&E and the alignment of MDAs' annual plans and budgets with respect to MKUZA II objectives and targets'. The interpretation of Data, Lobbying and Advocacy, Result Based Planning and Management, Leadership for Results and Challenge Model will also be vital in such workshops.

For sustainability of MKUZA Monitoring System, the government should consider to introduce relevant short courses or modules on M&E to selected Institute(s) of Higher Learning. The government in the long-run should also explore the possibility to introduce postgraduate M&E related degrees. In addition, a consultant/competent person can be hired to guide the M&E efforts in a specified period.

iii. Reflection Sessions:

A learning environment should be scheduled and encouraged in which M&E staff/stakeholders will regularly meet to openly and critically reflect on and discuss expected and unexpected issues, problems, and lessons learned for future improvements. This process will help documentation of lessons and provide critical feedback to the stakeholders. Thematic workshops on M&E at least twice a year will be critical to the focal persons in the proposed M&E Units.

6.2.   Incentive Strategy to Promote Information Production and Utilization

The incentive for M&E activities offers stimuli that encourage staff to perceive the usefulness of the M&E function to see that the system is not as a bureaucratic task, but as an opportunity to discuss problems openly, reflect critically and criticise constructively in order to learn what changes are needed to enhance impact. It involves implementing encouragements and removing disincentives. In this regard, therefore, the focal persons in the proposed M&E Units should work under National M&E policy guideline.

The review of MKUZA I MMP has shown that there are no rewards and sanction modalities or framework to guide implementation of M&E practices especially in major public institutions. Current M&E process seems to be supply driven as well as top down. The effective M&E system requires the demand to arise from the stakeholders, understanding that credible evidence is indispensable for policy and program decision making.

The Planning Commission should provide positive encouragement and rewards for MDAs, NSAs and Districts to implement M&E and utilize their findings. The PC should provide public recognition as well as financial incentives in an appropriate manner in line with Government policies. There should also be penalties for those who fail to perform. Lesson learned from other country (Tanzania Mainland) that could also be applicable to Zanzibar is that the Parliamentary Committee for Local Government Authorities Expenditure has started to institute salary deductions for none performing Council Management Teams.

Good incentives for M&E are also closely linked to general management efforts to improve overall performance. In this regard, the Consulting Team also propose to consider the following incentives:

i.   Clarity of M&E responsibility in job descriptions and work plans;
ii. Appropriate salaries and other rewards;
iii. Allocate financial and other resources, for carrying out required M&E activities

iv. Provide training/external learning opportunities to listen to and present M&E experiences

v. Recognition of and acting on staff recommendations and encourage staff to present M&E experiences in public

vi. Introduction of performance appraisal process with respect to staff capacity to learn and become innovate

vii. Showing the use of M&E data by making the data explicit and interesting by displaying them on public boards and in newsletters

viii. Professional development for career advancement.

ix. Prize for innovative and well performing staff

In order to arrive at a particular incentive structure that best fits the situation in Zanzibar, Planning Commission needs to commission a study to develop an incentive-based strategy for strengthening M&E utilization and advancing its institutionalization as a required component in policy and program decision making.

6.3. Information System

In reference to section 5.2 on Management Information System, the following recommendations needs immediate attention:

i. A computer Software with macro-module for POFEDP and micro-module for projects/programs, districts and MDAs is required to facilitate budget allocations to MDAs. Therefore POFEDP should resort to revamp ZBAS.

ii. Connected to number (i) above is the development of Planning and Reporting Database to control divergence from approved Annual Workplans and Budgets during the implementation. The system will assist not only physical and financial planning process in projects, Districts and MDAs but also will provide appropriate mechanism for alignment of SPs and MTEF to MKUZA II interventions. It is expected that the database to be developed will provide flexible information system that can provide easy access for data entry, analysis and retrieval of usable information and reduce the amount of time usually required to process data.

iii. As an internet facility becoming more accessible and affordable all institutions, particularly Ministries and Districts should now be connected to internet to ease information flow. In this regard, important documents should not wait for print outs. Likewise, non-confidential reports and other documents should go online for timely accessibility (e.g. Zinduka, MKUZA AIR) though authentication may be required.

iv. A web-based database system should be developed, centred at and coordinated by MKUZA II Secretariat M&E Unit. The system will be used as a tool to facilitate electronic reporting and retrieval of information by MKUZA II stakeholders on MKUZA II achievements based on the objectives and targets. Based on summaries of quarterly and annual submissions from MDAs and Districts, MKUZA II Secretariat M&E Unit will compile and upload on the web relevant information to meet MKUZA II Stakeholders' information needs. In this front, all implementing parties will be required to adhere and comply with agreed upon reporting template and schedules.

v. MKUZA II Secretariat under the guidance of the Planning Commission should develop Terms of Reference(s) and procure appropriate consultant(s) to develop database system above.

While in the process of developing the proposed database systems, the Consulting Team propose a data collection template (annex 1 and 2), that can be transformed into Excel Format, where the stakeholders in the implementation level will be required to report to MKUZA II secretariat M&E Unit quarterly on their attributions in achieving MKUZA II objectives and targets. The template is designed to store information on the progress of MKUZA II goals, outcomes and outputs for the different activities in terms of the expected targets achieved (several quantifiable indicators), and the underlined risks and assumptions. In future, the proposed reporting template should be transformed into a web-based format to facilitate a quick and reliable means of information accessibility among different stakeholders.

6.4.   Financial and other resources

The M&E units (MKUZA Secretariat and implementing parties) need to be supported with timely and realistic and clear budget allocations to run its activities in transparent and value for money expenditures of the allocated funds as per existing Financial Rules and Regulations. It is recommended that these financial requirements should be planned and taken care during the preparation of MTEF and Annual workplans and budgets. Depending on sector ministries, a 3-10 percent of the total budget of annual workplan is recommended for M&E and MIS activities.

6.5.   Risk/Condition for MKUZA II MMP to be operational

The following risks, if they are not contained, will adversely affect the implementation of the proposed MKUZA II MONITORING MASTER PLAN to achieve its objective. These risks are:

i.   Non matching skilled manpower at MDA and district levels to manage SPs, M&Es and MISs. The DPPR sections in the MDAs, NSAs and Districts should have staff with skills on   these aspects.

ii.   Insufficient skills in data analysis at the coordination level will also affect noticing changes in outcome indicators. Thus, these skills may be sourced as needed to complement this shortfall.

iii.   Untimely production of information to feed into MKUZA Secretariat, MKUZA TC and the decision-making level such that the information from MKUZA monitoring system is of use in influencing informed planning and decision-making the system. Otherwise the value for money of the MKUZA II MMP will not be justifiable.

iv.   Insufficient financial resources to sufficiently run the system

v.   Poor coordination and linkages between MKUZA II Result Matrix with MDAs, NSAs and District Logical Frameworks or Result matrices

vi.   Failure to align sector with MKUZA II indicators and targets that might lead to inadequate information that can track progress towards achieving MKUZA II goals

vii. Inadequate working facilities like computers and its accessories at MDAs, NSAs and Districts.

viii. Lack of dialogue structure or fora for stakeholders to discuss planning, budgeting and implementation progress.

ix. Less enthusiasm for MDAs, NSAs and Districts to mainstream MKUZA II objectives and outputs in their plans, strategies and execution

x. Non institutionalisation of reporting of routine data from MDAs, NSAs and Districts to the Secretariat.

xi. Lack of a decentralized structure in the government system

xii. Internal political instability, global crisis (like price increase of oil), natural hazards (like draughts, hunger) and other disasters.

xiii. Accessibility and the availability of internet.

CHAPTER SEVEN: MKUZA II MMP INDICATOR FRAMEWORK

7.1. INTRODUCTION

Indicators in MKUZA II MMP are used to provide the basic skeletons of evidence of changes in outcomes and impact for economic growth, well-being, governance and national unity as per MKUZA II three clusters. However, the challenge is how to align all MKUZA II cluster objective indicators and targets such that adequate information is available to enable tracking of progress towards achievement of MKUZA II cluster goals.

The interventions and strategies outlined in MKUZA II will actually be implemented by MDAs, NSAs and Districts through the national budget and support from both bilateral and multilateral development partners. Policies, programmes and projects implemented must necessarily relate to a specific MKUZA II policy objective. Within this framework, MDAs and districts need to revise their Strategic Plans to properly align to MKUZA II operational objectives and targets. This implies that the indicators in MDAs' and districts' Strategic plans must also align to those in MKUZA II. Their annual work plans must define the activities to be undertaken in order to attain the objectives set in the MKUZA II policy framework.

There are mainly two categories of indicators, namely, implementation performance (process) indicators and outcome/impact indicators. Implementation performance indicators are largely based on the Annual Work Plans and Budget (AWPB), giving a picture on physical performance and resource use, including financial expenditure. The AWPB are based on the milestones set for each year applicable in MDAs, NSAs and Districts' Strategic Plans (SPs). The aim of monitoring implementation performance is to track realization of targets set for a certain period against inputs and outputs of physical output and financial expenditure. While process indicators help to monitor how milestones are being attained at implementation level, the outcome/impact indicators gauge changes that occur as a result of various development interventions.

The list of indicators provided comprises outcomes indicators that are needed to track poverty reduction, welfare development, good governance and national unity. MKUZA II MMP indicators have included only outcome indicators. Input, process and output indicators will be tracked by MDAs, NSAs and districts through their SPs and accompanying M&E. Since MKUZA has an outcome-based orientation, then appropriate indicators need to have similar orientation. In view of information flow, the M&E units in MDAs, NSAs and Districts will be tracking and reporting to the respective line ministries inputs, process and outcome indicators

7.2.   CRITERIA FOR SELECTION OF INDICATORS

In the process of formulating and scrutinizing MKUZA II MMP indicators, the following were taken into consideration:-

   i.   All the outcome indicators mentioned in the MKUZA II document with their baselines and targets have been included in the MKUZA II indicator system. These are outcome indicators that provide clear link to MKUZA clusters, Goals, and Targets; found either in the main body or in the result matrix.

   ii.   The team also looked at each cluster objective, and agreed on outcome indicator(s) suitable for that objective. In each cluster, the objectives were first turned into fulfilled situations and the relevant outcome indicator was identified.

  iii.   MDG indicators that have not been included in (i) and (ii) above were added in their respective cluster objectives.

   iv.   Outcome indicators mentioned in the revised Zanzibar Development Vision 2020

In addition, considerations were on whether the outcome indicators had:

   i.   Direct linkage to intervention

   ii.   Several level of disaggregation (rural, urban, gender,)

  iii.   Baseline and target values,

iv.   Data sources and

v.   Reporting frequency.

7.3.   INDICATOR FRAMEWORK MATRIX

The proposed MKUZA II MMP indicator framework is shown in matrix below:-

CLUSTER I: GROWTH AND REDUCTION OF INCOME POVERTY

BROAD OUTCOME 1: ACHIEVED AND SUSTAINED EQUITABLE PRO-POOR GROWTH

Operational Objectives	Outcome Indicators	Indicator Definition	Baseline Value	Target Value by 2015	Data Source & Frequency	Responsible Institution
GOAL 1.1: CREATE AN ENABLING ENVIRONMENT FOR GROWTH						
Stable macroeconomic environment achieved and maintained by 2015	Inflation rate	Overall upward or downward price movement of goods and services in the economy. *It measures change of the cost of fixed market basket of goods and services consumed by households over a period of a year to enable `comparison of purchasing power from year to year.*	6.1% (2010)	5.0%	Economic Survey, Price Statistics. Annually	BoT OCGS, POFEDP
	GDP growth rate	The growth of total market value of all final goods and services produced in a country in a given period	6.5 % (2010)	10%	Statistical Abstract Annually	OCGS, POFEDP

Operational Objectives	Outcome Indicators	Indicator Definition	Baseline Value	Target Value by 2015	Data Source & Frequency	Responsible Institution
	GDP per Capita	Total income divided by total population	Tsh. 783,000 (US$ 522) (2010)	Tsh. 1,135,000 (US$ 709.41)	Statistical Abstract Annually	OCGS
	Gini Coefficient	This is a measure of income inequality of the population obtained through the use of The Lorenz Curve. The Gini Coefficient is a number between 0 and 1 where 0 corresponds to perfect equality and 1 corresponds to perfect inequality. It Measures the Situation of income distribution in the country	0.30 HBS 2009/10	TBD	HBS, Periodically	OCGS
Aid effectiveness improved by 2015	Aid policy in place	Aid policy that provide guidelines on how to mobile more mobilize external resource			AMP/MDAs Monthly	POFEDP

Operational Objectives	Outcome Indicators	Indicator Definition	Baseline Value	Target Value by 2015	Data Source & Frequency	Responsible Institution
GOAL 1.2: PROMOTE SUITABLE AND EQUITABLE PRO-POOR AND BROAD BASED GROWTH						
Transform smallholder agriculture and increase growth of Agricultural Sector from 4.4% in 2009 to 10% by 2015	Percentage of smallholder farmers accessing formal credit for agriculture	Number of smallholder farmers who borrowed from formal credit facilities for agricultural purposes as a percentage of all smallholder farmers who borrowed in a year.	4.4 % (2009)	10%	Bank records, Agriculture sample survey. Periodic	OCGS, POFEDP
	Percentage of smallholder farmers using modern farming technologies (irrigation, fertilizer, pesticides, and improved seeds)	Number of smallholder farmers using modern farming technologies (irrigation, fertilizer, pesticides, and improved seeds) in a year as a percentage of all smallholder farmers	TBD	TBD	Agriculture census, Periodically	OCGS
	Number of hectares of arable land under	Area in hectares of arable land which uses irrigation for	640 ha (2010)	2550 ha	Agriculture census,	OCGS

Operational Objectives	Outcome Indicators	Indicator Definition	Baseline Value	Target Value by 2015	Data Source & Frequency	Responsible Institution
	irrigation	production			Periodically	
Conservation management and sustainable utilisation of forests and marine resources strengthened by 2015	Proportion of households whose livelihoods depends upon forests and marine resources	Number of households in Zanzibar depending upon forest and marine resources for their living as a proportion of all households in Zanzibar	▪ Forest (TBD) ▪ Marine 6.8% (2010)	5% (forest) (Marine) TBD	HBS, Agriculture census, Periodically	OCGS
Export to GDP ratio increased from 4% in 2009 to 10% by 2015	Export to GDP ratio	The ratio between export value of goods exported to the total value of goods produced in Zanzibar	4% (2009)	10%	Economic survey, Annually	OCGS
GOAL 1.3.: REDUCE INCOME POVERTY AND ATTAIN OVERALL FOOD SECURITY RATIO						
Reduced population below	Proportion of Households below the	Number of Households with incomes below the basic need	44.41% (2010)	25%	HBS, periodically	OCGS

Operational Objectives	Outcome Indicators	Indicator Definition	Baseline Value	Target Value by 2015	Data Source & Frequency	Responsible Institution
basic needs poverty line from 49% in 2005 to 25% in 2015	basic needs poverty line	poverty line compared to all households in the population				
Reduced population below food poverty line from 13% in 2005 to 7% by 2015	Proportion of Households below food poverty line	Number of Households with incomes below food poverty line compared to all households in the population	13% (2010)	7%	HBS, periodically	OCGS
	Overall food security ratio	Value of domestic food production compared to gross domestic food requirements. Measures the extent to which annual local food production satisfies food requirements in the country	TBD	TBD	HBS, Agriculture Sample survey, periodic and annual	OCGS, Ministry of Agriculture
Regular food security and early warning system	Percentage of Households affording	Number of households which take no more than one meal per day out of all households. It			HBS, periodically	OCGS

Operational Objectives	Outcome Indicators	Indicator Definition	Baseline Value	Target Value by 2015	Data Source & Frequency	Responsible Institution
strengthened by 2012	only one meal per day	measures food insecurity and vulnerability at household level	0.4% (2010)	TBD		
	Percentage of under five children malnourished	Number of children aged 0-59 months who are malnourished as percentage of total number of children aged 0-59 months in the population	TDHS	TDHS	TDHS periodically	OCGS
Decent work for young women and men promoted by 2015	Unemployment rate for youth aged 15-24 years	The proportion of youths aged 15-24 years who are unemployed	12% (2009/10)	11.4%	LFS, HBS periodically	OCGS
	Unemployment rate for youth aged 17-24 years	The proportion of youths aged 17-24 years who are unemployed	TBD	TBD	LFS, HBS periodically	OCGS
Reduce population growth rate from the	Population growth rate	Rate of increase in total population in a country at a particular time	3.1% (2002)	2.8%	Census, periodically	OCGS

Operational Objectives	Outcome Indicators	Indicator Definition	Baseline Value	Target Value by 2015	Data Source & Frequency	Responsible Institution
current 3.1% in 2002 to 2.8% per annum by year 2015						

GOAL 1.4: CREATE A VIBRANT PRIVATE SECTOR FOR ECONOMIC GROWTH

Operational Objectives	Outcome Indicators	Indicator Definition	Baseline Value	Target Value by 2015	Data Source & Frequency	Responsible Institution
Vibrant Private Sector developed by 2015	Number of people employed in the private sector	The number of people employed in the private sector as well as in SMEs	11,827 (2008/09)	21,000	LFS, periodically	OCGS
	Proportion of credits for productive activities (versus services) to private sector	Credit value that went to the production of goods compared to the total credit value	TZS 43.2 billion (2009)	TZS 86.9 billion	Bank Records, BOT, OCGS, periodically and annually	OCGS
	Proportion of households with	Number of households with access to telephone services	59% (2010)	TBD	HBS, Consumer	OCGS

Operational Objectives	Outcome Indicators	Indicator Definition	Baseline Value	Target Value by 2015	Data Source & Frequency	Responsible Institution
	access to telephone services	whether handsets or landline compared to total number of households			surveys periodically and annually	
	Proportion of households with access to internet services	Number of households with access to internet services compared to total number of households	TBD	TBD	HBS, Consumer surveys	OCGS

CLUSTER II: WELL BEING AND SOCIAL SERVICES

BROAD OUTCOME 2: IMPROVED SOCIAL WELL-BEING AND EQUITABLE ACCESS TO QUALITY SOCIAL SERVICES

Operational Targets	Outcome Indicators	Indicator Definition	Baseline Value	Target Value by 2015	Source & Frequency	Responsible Institution
GOAL 2.1: ENSURE GENDER RESPONSIVE AND EQUITABLE ACCESS TO QUALITY EDUCATION						
Increased completion rate of basic education by 2015	Completion rates of full course of primary Schooling	% Children completing STD 7 of primary education.	80.0%	100%	MoEVT, EMIS, Annually	OCGS, MoEVT
Increased overall literacy rate from 75.8% in 2005 to 90% in 2015	Literacy rate	Proportion of Person above 14 years who can read and write meaningfully with understanding in any language. *[The proportion of the adult population aged 15 years and over that is literate].*	82.3 % (2010)	90%	HBS, CENSUS, periodically	OCGS

Operational Targets	Outcome Indicators	Indicator Definition	Baseline Value	Target Value by 2015	Source & Frequency	Responsible Institution
	Transition rate of primary to secondary education	The ratio of pupils who graduated to join secondary education in a year.	70.0%	100%	MoEVT EMIS, Statistical Abstract, annually	OCGS, MoEVT
Increased completion rate of secondary education by 2015	Completion rates of full course of secondary Schooling	% students in the cohort who have completed form IV compared to those who joined form I four years ago	30.0%	50.0%	EMIS, Statistical Abstract, annually	OCGS, MoEVT
General performance of "O" and "A" levels students, especially	Transition rate of "O" level to "A" level	% of students who have completed form IV joining form V.	23.3% (2009)	50%	EMIS, Statistical Abstract, annually	OCGS, MoEVT

Operational Targets	Outcome Indicators	Indicator Definition	Baseline Value	Target Value by 2015	Source & Frequency	Responsible Institution
girls and CWD improved by 2015	Transition rate of "A" Level students to tertiary education	% of students who have completed form VI joining Universities and Higher learning and Research Institutions	50% (2009)	65%	EMIS, Statistical Abstract,, annually	OCGS, MoEVT
	Pupils per classroom ratio.	Number of pupils per one classroom.	72%(2011)	40%	ZEDP,EMIS, Statistical Abstract,, annually	OCGS, MoEVT
GOAL 2.2: IMPROVED HEALTH DELIVERY SYSTEMS PARTICULARLY TO THE MOST VULNERABLE GROUPS						
Reduce infant and under five mortality by 2015	Infant mortality Rate (MDG)	Number of infants dying in a year per 1000 live births	51/1000 live births (2010)	48/1000 live births	Census & Periodic National survey	OCGS

Operational Targets	Outcome Indicators	Indicator Definition	Baseline Value	Target Value by 2015	Source & Frequency	Responsible Institution
	Incidence rate of malaria cases	Number of new cases attributed from malaria per 100 population	0.9% (2008)	0.5%	Periodic National surveys & HMIS bulletin, Annually	OCGS, MOH
	Under-five mortality rate	Number of children 0 – 59 month olds dying in a year per 1000 live births	73/1000 live births (2010 TDHS)	50/1000 live births	Census & national surveys	OCGS
	Immunization Coverage	Proportion of children who have received three doses of vaccine against Diphtheria, Pertussis, Tetanus, Hepatitis B and Haemophilus Influenza B before their first birthday.	94.6% (2010)	100%	HMIS , annually TDHS, periodic	MOH OCGS

Operational Targets	Outcome Indicators	Indicator Definition	Baseline Value	Target Value by 2015	Source & Frequency	Responsible Institution
	Life Expectancy at Birth	Number of years a person born is expected to live.	60 years (2010) .projection from 2002 census	**TBD**	**Census**	OCGS
	Measles Vaccination coverage	Proportion of children under one year of age who have received measles vaccination	77.7% (2010)	100%	HMIS Annually	MOH
Improve Maternal and Reproductive Health	Proportion of births attended by skilled health personnel (MDG)	Number of births attended by skilled Health personnel compared to total births in a year	49.2% (2010)	90%	TDHS (periodically) HMIS (annually	OCGS, MOH
	Maternal mortality ratio	Number of mothers dying during birth per 100,000 births	278/100,000 live births (2009)	170/100,000 live births	Census & HMIS (annually)	OCGS, MOH

Operational Targets	Outcome Indicators	Indicator Definition	Baseline Value	Target Value by 2015	Source & Frequency	Responsible Institution
			facility base			
	Total fertility rate	Average number of children a woman would have by the end of her child bearing age (15-49 years)	5.1 children (2010	4.6 children	TPHC & TDHS	OCGS
HIV prevalence rate among 15-24 years pregnant women reduced from 0.6% in 2008 to 0.3% by 2015.	HIV prevalence rate among 15-24 years pregnant women	% of pregnant women aged 15-24 who are HIV +	0.3% (2010)	0.1%	ZACP periodically	MOH
HIV prevalence rate among general population maintained below 1%	HIV prevalence rate among general population	% of the general population who are HIV +	0.6% (2008)	<1%	Periodic National surveys	OCGS

Operational Targets	Outcome Indicators	Indicator Definition	Baseline Value	Target Value by 2015	Source & Frequency	Responsible Institution
GOAL 2.3: IMPROVED ACCESS TO WATER, ENVIRONMENTAL SANITATION AND HYGIENE						
Access to clean and safe water in rural and urban areas improved	Proportion of population using improved drinking water sources	Number of the population who use any of the following types of water supply for drinking as compared to total population: piped water into dwelling, plot or yard; public tap/standpipe; borehole/tube well; protected dug well; protected spring; rainwater collection and bottled water (if a secondary available source is also improved).	Rural: 60% (2010) Urban: 75% (2010)	Rural: 80% Urban: 95%	HBS, Periodic	OCGS
	Proportion of population using an improved sanitation	Number of households with access to facilities that hygienically separate human excreta from human contact	83% (2009) Rural:	90% (2015) Rural:TBD	HBS, Periodic	OCGS

Operational Targets	Outcome Indicators	Indicator Definition	Baseline Value	Target Value by 2015	Source & Frequency	Responsible Institution
	facility	compared to all households	Urban:	UrbanTBD		
Capacity to mitigate and adapt impact of climate changes enhanced by 2015	Temperature rise	Temperature that contribute to global warming	7.9 Centigrade UNFCCC	1.50 Centigrade	UNFFCCC, Annually	FVPO
The level of environmental degradation and pollution reduced by 2015	Clean environment	An environment with reasonable biodiversity and less health risk	-Coral - 500 ha -Solid wastes 40% -Waste water- 22,000 qm	300 ha; 60% -Reduced by 10%	DoE – every 5 years; ZMC periodically	FVPO; HBS

Operational Targets	Outcome Indicators	Indicator Definition	Baseline Value	Target Value by 2015	Source & Frequency	Responsible Institution
GOAL 2.4: PROVIDE DECENT AND ADEQUATE SHELTER AND SUSTAINABLE HUMAN SETTLEMENT						
Increased and ensured access to affordable housing	Proportion of households living in decent houses	Number of households with decent houses (walls of brick, foundation of cement, floor, and roof frame of timber and roof of tiles or corrugated iron sheets) compared to total number of households in the population	Floor : Wall 55.3% (2010), Roof: 75.6 % (2010),	TBD	HBS, periodic	OCGS
	Average number of persons per sleeping room	Average Number of people sleeping in a room	2.2 person	2 person	HBS, periodic	OCGS
	Rate of rural-urban migration	The annual rate of migration from rural to urban areas	TBD	TBD	Baseline Study, periodic	OCGS

Operational Targets	Outcome Indicators	Indicator Definition	Baseline Value	Target Value by 2015	Source & Frequency	Responsible Institution
GOAL 2.5: IMPROVE NUTRITIONAL STATUS OF CHILDREN AND WOMEN, WITH FOCUS ON THE MOST VULNERABLE GROUPS						
The prevalence of malnutrition in children and women reduced	Proportion of under-fives moderately or severely stunted (height for age)	Number of children under-five years of age moderately or severely stunted compared to total number of under five children measured	30.2 % (2010)	24.8%	Periodic national surveys	OCGS
	Proportion of underweight for age children aged 6-59 months (weight for age)	Number of children under-fives moderately or severely underweight compared to total number of under five children weighed	19.9% (2010)	19.5%	National periodic surveys & HMIS (annually)	OCGS & MOH
	Incidence of anaemic pregnant women aged 15-49 years	Number of new cases of anaemic pregnant women aged 15-49 years	63% (2010)	40%	THMIS (periodically)	MOH, OCGS

Operational Targets	Outcome Indicators	Indicator Definition	Baseline Value	Target Value by 2015	Source & Frequency	Responsible Institution
GOAL 2.6: IMPROVED SAFETY NETS AND SOCIAL PROTECTION FOR POOR AND VULNERABLE GROUPS						
The quality of life for MVC/OVC, PLHIV, people with disabilities and elders by 2015 improved	Proportion of children in child labour	Number of children in child labour compared to all children in a sample. TBD		TBD	ILFS, Every 4 years	OCGS
	% of population (MVC/OVC, PLHIV, people with disabilities and elders) reporting satisfaction with government social services	The number of people that accessed and were satisfied with government services as a percentage of the total number that accessed the services	TBD	TBD	Perception surveys, periodically	OCGS

Operational Targets	Outcome Indicators	Indicator Definition	Baseline Value	Target Value by 2015	Source & Frequency	Responsible Institution
GOAL 2.7: PROMOTE SPORTS, CULTURE AND PRESERVE HISTORICAL, CULTURAL AND NATURAL HERITAGE						
Conservation and sustenance of both cultural and historical heritage sites increased by 2015	Number of people visiting cultural and historical heritage sites		TBD	TBD	Ministry of Culture	OCGS
Sports clubs and cultural groups at all levels promoted by 2015	Percentage of international tournaments won in a year	International tournaments won compared to all tournaments that Zanzibar has participated	0%	TBD	**Sports council**	MICTS
	Number of medals by category (gold, silver & Bronze) won in the international tournaments.	Number of medals by category (gold, silver & Bronze) won in the international tournaments.	0%	TBD	**Sports council**	MICTS

Operational Targets	Outcome Indicators	Indicator Definition	Baseline Value	Target Value by 2015	Source & Frequency	Responsible Institution
Kiswahili promoted in Africa and globally for education and commerce by 2015.	Number of international conferences using Kiswahili as a means of communication	Number of International conferences where Kiswahili has been used	TBD	TBD	Ministry for International Relations	BAKIZA

CLUSTER III: GOOD GOVERNANCE AND NATIONAL UNITY

BROAD OUTCOME 3: ENHANCED DEMOCRATIC INSTITUTIONS AND PROCESSES, RULE OF LAW AND NATIONAL UNITY

Operational Targets	Outcome Indicators	Indicator Definition	Baseline Value	Target Value by 2015	Source & Frequency	Responsible Institution
GOAL 3.1: ENSURE GREATER CITIZENS PARTICIPATION IN DEMOCRATIC GOVERNANCE						
Participation of citizen in election increased by 2015	Voter registration rate	Proportion of people aged 18 years and above who registered as voters compared to eligible voters	TBD	100%	Election register periodically	Election Commission
	Voter turn-out rate	Proportion of people who actually voted as compared to all who registered	TBD	100%	Election register periodically	Election Commission, OCGS
Participation of women in policy and decision	Percentage of seats held by women in the House of	Number of seats held by women as percentage of all seats in House of	30% (2010)	50%	HoR	OCGS.

Operational Targets	Outcome Indicators	Indicator Definition	Baseline Value	Target Value by 2015	Source & Frequency	Responsible Institution
making organs increased from 30% to 50% by 2015	Representatives	Representatives				
	Percentage of women in decision-making positions in MDAs, districts and community levels	Women in decision making bodies compared to all persons in these decision making bodies	30% (2010)	50% (2015)	PoPSGG	PoPSGG
Public Private Policy engagement promoted by 2015	Number of public-private enterprises established	Number of public-private venture enterprises established	TBD	TBD	MIT	OCGS
	Percentage of	Number of employees in	TBD	TBD	MIT	OCGS

Operational Targets	Outcome Indicators	Indicator Definition	Baseline Value	Target Value by 2015	Source & Frequency	Responsible Institution
	employees in public-private enterprises	public-private joint ventures compared to all employees in the country				
GOAL 3.2: STRENGTHEN THE RULE OF LAW, RESPECT FOR HUMAN RIGHTS AND ACCESS TO JUSTICE						
Legal Sector Reform Program implemented by 2015	Crime rate	Number of recorded crimes per 100,000 population by type	TBD	TBD	MoHA, annually	OCGS
	Government legal services satisfaction rate	Number of people that accessed government legal services and reporting satisfaction compared to the total number that received the services.	TBD	TBD	Perception surveys, periodically	OCGS

Operational Targets	Outcome Indicators	Indicator Definition	Baseline Value	Target Value by 2015	Source & Frequency	Responsible Institution
Human rights awareness and observance enhanced by 2015.	Number of cases filed on infringement of human rights	Total number of cases handled in a year by the Human Rights Commission and Good Governance on human rights	TBD	TBD	Human Rights Commission, annually	MOPSGG, VPO2, AGC, DPP, Judiciary, LGAs, PO, CSOs, POPSGG, CHRAGG.
Enhanced equity and fairness in society	Prison Population Rate	Number of prisoners as Percentage of total population	TBD	TBD	MoHA	OCGS
	Percentage of people who agree that a husband is justified in wife	Number of people who agree that a husband is justified in wife beating compared to total number	Women: 24 % (2010) Men: 15.3%	Women: TBD Men: TBD	Perception surveys, TDHS	OCGS

Operational Targets	Outcome Indicators	Indicator Definition	Baseline Value	Target Value by 2015	Source & Frequency	Responsible Institution
	beating for whatever the reason	of people interviewed	(2010)			
	Percentage of court cases outstanding for two or more years	Number of cases in court that have not been concluded for more than two years as a percentage of total cases in court	TBD	TBD	High Court, annually	OCGS, MJCA
	Number of cases filed on infringement of human rights	Total number of cases handled in a year by the Human Rights Commission and Good Governance on human rights	TBD	TBD	Human Rights Commission, annually	OCGS, POPSGG

Operational Targets	Outcome Indicators	Indicator Definition	Baseline Value	Target Value by 2015	Source & Frequency	Responsible Institution
	Percentage of prisoners in remand for two or more years	Number of prisoners in remand for two or more years compared to all prisoners in a given year	TBD	TBD	MoHA, annually	OCGS, Prisoners
	Proportion of MDA with clean financial reports issued by Controller and Auditor General	Number of MDAs with clean financial records as a ratio of all MDAs	TBD	TBD	Controller and Auditor General, annually	OCGS, POPSGG
	Number of reported election disputes	Number of reported election disputes	TBD	TBD	High Court, periodically	OCGS, VP2

Operational Targets	Outcome Indicators	Indicator Definition	Baseline Value	Target Value by 2015	Source & Frequency	Responsible Institution
	Percentage of MDAs complying with public procurement procedures	Number of MDAs that have complied to Public Procurement procedures divided by number of all MDAs multiplied by 100.	TBD	TBD	Controller and Auditor General	OCGS, POFEDP
	Detained juveniles accommodated in juvenile remand homes	Number of juveniles accommodated in juvenile remand homes as a percentage of all juveniles remanded	TBD	TBD	MoHA	OCGS, PO
	Cases of sexual abuse reported that resulted in a conviction	The number of sexual abuse cases filed at District, High Court or Court of Appeal that resulted into conviction as a percentage of all sexual abuse filed cases.	TBD	TBD	High Court	OCGS

Operational Targets	Outcome Indicators	Indicator Definition	Baseline Value	Target Value by 2015	Source & Frequency	Responsible Institution
Absence of corruption and other vices	Corruption rate	Percentage population who report having to pay a bribe to a politician or a public servant to obtain a service	TBD	TBD	PCCB, perception surveys	OCGS
	Corruption conviction rate	The number of corruption convicted cases as a percentage of all corruption investigated cases sanctioned for prosecution by the DPP.	TBD	TBD	High Court	OCGS
Reduce number of substance users among general population	Recovery addict	Number of individuals who was dependent of drugs and remain sober, improve quality of life and participate in productive activities	0.9% of general population (UNODC report 2002)	0.5% of general population	ZACP/CNCDC annually	CNCDC

CHAPTER EIGHT: CONCLUSION AND RECOMMENDATION

8.1.   CONCLUSION

In conclusion this setup will work properly provided the mentioned risk factors are mitigated and adequate resource are allocated to MKUZA II MMP. TSMP is expected to avails resources that will facilitate capacity building and data management. At the same time, TSED will stores accurate data from different sources that will be used for second level analysis by HLRI and academia.

The proposed institutional arrangement for MKUZA II MMP requires a quick response whereby all stakeholders should mount their efforts in addressing the current problems in MKUZA monitoring system. While the accountability should prevail, roles and responsibilities proposed in this structure should be taken seriously.

Data is like any other commodity; it has to be produced, consumed preferably starting at the place of production. Therefore, there is need of having an incentive structure for the production, analysis, interpretation and use of information in planning and evidence based decision making. It has been noted that MDAs objectives and their MTEFs are not properly align to MKUZA strategic objectives

8.2.   RECOMMENDATION

Based on the findings from reviews and interviews the following recommendations are proposed:-

   i.   The data from diverse sources has to be centralized at the OCGS (TSED)
   ii.   Implementing parties should adhere to quarterly submission of report to the secretariat so as to enhance timely availability of information for decision-making and feedback

iii.   MKUZA II MMP should adequately be funded. At least 5% of the total MKUZA II funding to be allocated for MKUZA II MMP implementation

iv.   Quarterly reflection forums should be institutionalized for stakeholders to deliberate reports and feedbacks. Thematic workshops for M&E focal persons are essential.

v.   The incentive structure should be developed for data production, analysis and interpretation in order to facilitate use of information in planning and evidence-based decision making

vi.   The communication strategy should be revised and be implemented under the leadership of MKUZA secretariat to disseminate MKUZA II outcomes using appropriate/modern media technology

vii.   The Planning Commission needs to develop M&E guidelines for districts and MDAs as well as build their capacity and coordinate at national level

viii.   The Planning Commission needs to identify think tanks, research institutions, academia and civil society organisation with whom to collaborate.

ix.   The Planning Commission has to mainstream participatory planning, monitoring and evaluation approaches (perception surveys) in order to develop time series of household access, use and service satisfaction indicators

x.   Efforts should be taken to strengthen House of Representatives capacity in conducting its functions in conformity with MKUZA II objectives.

xi.   During the course of implementing MKUZA II, all stakeholders should be transparent and accountable

xii.   For successful data decentralization, there is a need to build M&E capacities of district practitioners to perform effectively and efficiently.

Glossary of Key Terms

Accountability is an agency's, organization's or individual's obligation to demonstrate and take responsibility for performance in light of agreed expectations. (The functions of M&E promote accountability.)

Efficiency assesses the output s in relation to inputs, looking at costs, implementing time, and economic and financial results.

Effectiveness measures the extent to which an objective has been achieved or how likely it is to be achieved.

Evaluations are systematic and independent assessment of ongoing or completed projects or programs, their design, implementation, and result with the aim of determining the relevance of objectives, development efficiency, effectiveness, impact and sustainability.

Impacts are the positive and negative, and foreseen and unforeseen, changes to and effects caused by the projects pr programs under evaluation.

Indicators are quantitative or qualitative statements that can be used to describe situations which exist and measure changes or trends over a period of time. (In the context of the logical framework approach, an indicator defines the performance standard to be reached in order to achieve an objective.)

Inputs are the funds, personnel, material etc., necessary to produce the intended outputs.

Lessons Learned are the lessons based on the findings of one or more evaluations, which are presumed to apply to ongoing or future projects, and which often form a specific section of an evaluation report.

Logical Framework Approach is the tool for developing and monitoring the logical relationship between inputs, outputs, and objectives/goals that

determines the implementation of a project via identification, formulation, appraisal, implementation, monitoring and evaluation.

Monitoring is the continuous or periodic process of collecting and analyzing data to measure the performance of a program, project, or activity. (As an integral and continuing part of project/program management, it provides managers and stakeholders with regular feedback on implementation and progress towards the attainment of global environmental objectives.)

Objectives/goals are the ultimate and long-term development impact that is expected to be attained after the project purpose is achieved. (Objectives or goals define a project's success.)

Outputs are the planned results that can be guaranteed with high probability as a consequence of project activities.

Programs are groups of related projects or services directed towards the attainment of specific (usually similar or related) objectives

Projects are planned undertakings designed to achieve certain specific objectives within a given budget and specific period of time, and implemented in one or more sites.

The Project Cycle forms the stages of "life" of a project: concept development, preparation, appraisal, approval, implementation, monitoring and evaluation.

Relevance is the degree to which a project or program can be justifies within the local and national development priorities.

Reviews are comprehensive assessments of the progress of a program or component during implementation

Stakeholders are people, groups, organizations, or other bodies with "stake" or interest in the area or filed where interventions and assistance are directed.

Sustainability is the ability of a project or program to deliver benefits to the target group for an extended period of time after completion

Validity is the extent to which the information measures what it is intended to measure.

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PRESIDENT'S OFFICE, FINANCE, ECONOMY AND DEVELOPMENT PLANNING
QUARTELY REPORTING FORMAT FOR MONITORING IMPLEMENTATION

Reporting Period:		From:		To:						
Outcome:										
Objective:										
OUTPUT BREAKDOWN					**MONITORING PLAN**					
Output Number	**Output Name**	**Annual Activities Planned to produce the outputs**		**Annual Activities Implemented to produce the outputs**	**Indicator Name**	**Baseline Value**	**Current Value**	**Target**	**Comments**	
GOAL 1:										
1.1	[Enter first output here]	1.1.1	[enter first activity here]							
		1.1.2	[enter second activity here]							
		1.1.3	[etc.]							
1. 2	[Enter second output here]	1.2.1								
		1.2.2								

Note: To be filled by Implementing Institutions and submitted to the MKUZA Secretariat and OCGS (TSED) on Quarterly Basis.

THE REVOLUTIONARY GOVERMNET OF ZANZIBAR
PRESIDENT'S OFFICE, FINANCE, ECONOMY AND DEVELOPMENT PLANNING

ANNUAL OUTCOME INDICATORS REPORTING FORMAT

Reporting Period:	From:		To:			
Cluster Number and Description:						
Indicator Number	**Indicator Name**	**Baseline Value**	**Current Value**	**Target**	**Comments**	
GOAL 1:						
1.1						
1.2						
Goal 2:						
2.1						
2.2						
etc						

Note: To be sent to Planning Commission Secretariat by the MKUZA Secretariat