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# **Capacity Assessment and Capacity Building Plan for the Ministry of Labour, Empowerment, Elderly, Youth, Women and Children for the Delivery of Social Welfare Services in Zanzibar**

Capacity Assessment Report: Volume I – Main Report

January 2018

## Preface

This is the capacity assessment report for the project entitled 'Capacity Assessment and Capacity Building Plan for the Ministry of Labour, Empowerment, Elderly, Youth, Women and Children in Zanzibar' produced by Oxford Policy Management (OPM) in association with the Association of Schools of Social Work in Tanzania (ASSWOT). The report is presented in two volumes, of which this is the first. The second volume consists of Annexes to this main report.

The report consolidates the findings of the project's assessment phase, consisting of desk review of official documentation and consultations with key Ministry of Labour, Empowerment, Elderly, Youth, Women and Children (MLEEYWC) stakeholders undertaken in Zanzibar between 31 July and 10 August 2017 and the assessment of the Zanzibar schools of social work carried out between 4 and 8 September 2017. The final draft was supplemented by additional documentation and information gathered during supplementary consultations held with key Zanzibar stakeholders in October 2017.

This report was prepared by Andrew Wyatt, Denise Stuckenbruck, Søren Haldrup, Andrew Kardan, Paul Mwangosi and Liz Johnson. OPM and ASSWOT are grateful for the support received from MLEEYWC staff members and United Nations Children's Fund (UNICEF) officers during their field missions in both Unguja and Pemba islands, as well as from staff of the State University of Zanzibar (SUZA) and of Zanzibar University.

The team also thanks all the informants who volunteered their time and freely shared their experiences and ideas during the course of this exercise.

This assessment is being carried out by Oxford Policy Management and the Association of Schools of Social Work in Tanzania. The team leader is Andrew Wyatt and the project manager is Denise Stuckenbruck. The remaining team members are Andrew Kardan, Søren Haldrup, Paul Mwangosi and Mohammed Makame Mohammed. For further information contact Denise Stuckenbruck at [denise.stuckenbruck@opml.co.uk](mailto:denise.stuckenbruck@opml.co.uk).

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## Executive summary

### Introduction

The overall objective of this project is to support the Ministry of Labour, Empowerment, Elderly, Youth, Women and Children (MLEEYWC) in the delivery of social welfare services in Zanzibar by conducting an institutional capacity assessment and preparing a capacity building plan, in order to build the Ministry's capacity to meet its expected mandate in the coordination and delivery of social welfare services effectively to vulnerable populations. These obligations are as outlined in the Children's Act 2011 (and associated regulations), the Zanzibar Social Protection Policy (ZSPP) and the ZSPP Implementation Plan (2017–2022) and the National Plan of Action to End Violence against Women and Children (NPA-VAWC) (2017–2022). It also includes an assessment of the capacity of the higher learning institutions delivering social work education in Zanzibar.

OPM and ASSWOT started implementing the project in May 2017, approaching the assignment in three phases: first inception, second capacity assessment, and third, development of a costed capacity building plan.

This report presents the findings from the second phase, constituted of the assessment of the institutional capacity within MLEEYWC to deliver its mandate in relation to the coordination and delivery of social welfare services. It begins by laying out our understanding of what capacity is and our approach to assessing it. Capacity was broken down into three dimensions of individual skills and capability; organisational structures, processes and resources; and the formal laws, policies and coordination arrangements and informal structures which constitute the broader institutional setting. The specific focus of the assignment is to understand the current roles and responsibilities discharged primarily by the Department of Elders and Social Welfare (DESW), Department of Women and Children Development (DWCD) and Department of Planning, Policy and Research (DPPR) compared to their formal mandates and to identify capacity gaps to be addressed through the capacity development plan.

The capacity assessment involved an iterative process of documentation review, including published documents and data generated by government officers on OPM's request to inform this assessment, as well as field work. Primary data was collected through a significant number of key informant interviews (KIIs) and group interviews (GIs), focus group discussions (FGDs) and workshops held with a large number of MLEEYWC staff, lecturers and students of schools of social work and other key stakeholders. While the team has made great efforts to gain access to information through a wide range of means and sources, several limitations were faced during the assessment phase which must be taken into consideration when analysing the findings and recommendations of this report.

### The social and economic context

The population of Zanzibar has grown substantially in the last 50 years, trebling from 350,000 in 1967 to 1.3 million in 2012. The average annual population growth rate measured by the 2012 census is high and increased between the 1970s and 1990s, peaking at 3.1% per year in the 2002 census measurement, and had fallen back to 2.8% by 2012 (United Republic of Tanzania, 2013). If the current population growth rate continues, the population will double in the next 24 years, increasing the demand for services in a short space of time.

Zanzibar has experienced strong economic growth in the period 2005–2016 (Revolutionary Government of Zanzibar, 2011a). Over the last five years GDP growth has averaged at 6.5% per

annum with a peak of 7.2% recorded in 2013. The proportions of the population living below the basic needs poverty and food poverty lines both declined in the period 2009/10 to 2014/15. The HBS 2014/15 puts basic needs poverty rate at 30.4% (down from 34.9%) of the population and food poverty at 10.8 (down from 11.7%). Urbanisation is a continuing trend, with an increasing proportion of poor people living in urban areas.

While the socioeconomic context seems to provide opportunities for growth and enhanced implementation of social policy, a situation analysis carried out in 2016 to inform the development of the new Zanzibar Child Policy indicated that, although significant progress has been made to establish and strengthen the overarching legal and policy framework for the implementation of children’s rights, challenges remain across all sectors – especially in relation to the protection of women and children.

Under the leadership of the MLEEYWC, the NPA-VAWC provides a new framework for action, as it seeks to address the high prevalence of physical and sexual violence experienced by women and children. 14% of women aged 15–49 have experienced physical violence since the age of 15 and over 6% of girls and 9% of boys report experiencing at least one incident of sexual violence before the age of 18; 71% of boys and 62% of girls experienced physical abuse before turning 18 years and 3.5% of girls are married before the age of 15 and 18% are married before the age of 18.

## Legal and policy frameworks

The Revolutionary Government of Zanzibar, as a constituent part of the United Republic of Tanzania, is party to a wide range of international and regional human rights conventions and covenants, as well as sectoral policies and frameworks that underpin its social protection, gender and child protection policy direction. Zanzibar’s Constitution requires the Government to assist disadvantaged groups through policies that ensure access to adequate health care and equal opportunities to adequate education for every person. Zanzibar’s commitment to supporting vulnerable families and children is further outlined in its Vision 2020, a long-term development strategy that includes cross-sector policy objectives.

MLEEYWC’s current strategic plan describes its mandate as one to coordinate economic empowerment programs, promote, supervise, and strengthen cooperative societies, promote gender equity and equality and women’s empowerment, coordinate and safeguard the rights and welfare of youth, women, children, the elderly and other vulnerable groups, coordinate social protection programmes for vulnerable groups, coordinate and provide credit facilities and support services for micro entrepreneurs, coordinate child protection programmes, combat gender based violence, domesticate regional and international instruments related to youth, women, children and the elderly and coordinate social welfare services (Ministry of Empowerment, Social Welfare, Youth, Women, and Children 2014c: pp.53-54).

The 2014 Zanzibar Social Protection Policy aims “to improve the quality of life in Zanzibar by reducing poverty, vulnerability and deprivation, providing protection against shocks, improving access to essential services, enhancing social inclusion, and promoting equal rights and opportunities for all” (Ministry of Empowerment, Social Welfare, Youth, Women, and Children, 2014b: p.1). According to the ZSP, MLEEYWC is the Ministry responsible for social protection; as such, the Ministry is charged with a wide range of responsibilities for coordinating the activities of governmental and non-governmental actors and ensuring the implementation of the ZSP, as well as delivering its own services.

The Zanzibar Gender Policy mandates the Ministry to “develop and strengthen appropriate structures and systems for coordinating gender mainstreaming, organise capacity building and

other technical support services (...) to government sectors, Civil Societies and private sectors at different levels, develop and review guidelines for gender mainstreaming, women empowerment (...) monitor and evaluate (...) the policy impact to the Zanzibar development”, among others.

While Zanzibar has no specific legal framework to guide its response to the violation of women’s rights and in particular to violence against women, it relies on a robust set of laws and very detailed new regulations that determine the role of the Ministry and in particular that of the ‘Department of Social Welfare’ and of ‘welfare officers’ in the protection of children.

The Children’s Act (2011), is the principal law governing children in Zanzibar. It incorporates Zanzibar’s international obligations on children’s rights into domestic law and lays out a comprehensive legal framework addressing all aspects of children’s rights. The MLEEYWC has developed detailed regulations under the Children’s Act, focusing on children’s care and protection, foster care and guardianship and the registration and regulation of residential care institutions for children.

## **Structure of the Ministry**

The high-level structure of MLEEYWC is currently constituted of the Labour Commission, the Department of Administration and Civil Servants, the Department of Planning, Policy and Research, the Department of Labour, the Department of Occupational Safety and Health, the Department of Youth Development, the Department of Women and Children, the Department of Empowerment, the Department of Cooperatives, the Department of Elders and Social Welfare, the Empowerment Fund, the Youth Council and the Office in Pemba. The Ministry was reported to have, at the end of the 2016/2017 fiscal year, 514 staff.

Though the departments of Planning, Policy and Research; Women and Children Development; and Elders and Social Welfare relate to and are supported by other departments in the Ministry, these three departments are the focus of this assessment given their roles within the coordination and delivery of social welfare services in Zanzibar.

### **Department of Planning, Policy and Research (DPPR)**

According to interviews conducted by the OPM team and documentation reviewed, the DPPR is tasked with resource mobilisation, cross-ministerial coordination, policy development, planning, and monitoring and evaluation (M&E) against national development plans. The Department is presently divided in three sections and has 12 technical staff, of which 17% have an Advanced Diploma, 58% have a Bachelor’s degree and 25% have a Master’s degree.

The policy section of the Department coordinates all policy development processes for the Ministry, working closely with the Department responsible for eventually implementing the said policy for technical, sectoral inputs, by overseeing the policy drafting process.

The planning section is comprised of four units: the Planning Unit, the Programme Unit, the Information Communication Technology (ICT) and Communications Unit and the Unit for cross-cutting issues. The ICT and Communications Unit is effectively managed by the Department of Administration, while the cross-cutting Unit has no dedicated staff, as its functions are performed by the team working in the planning and programme units. These two units are responsible for consolidating all planning and reporting functions of the Ministry, by receiving and collating programme monitoring data from all other departments, in collaboration with the research section.

DPPR's research section is comprised of the Research and Statistics and the M&E Units. The Research Unit conducts investigation on how services are being offered and collecting views of stakeholders about services that are being offered by the Ministry, while the M&E Unit is tasked with creating and maintaining a monitoring and evaluation system within the Ministry.

## **Department of Women and Children Development (DWCD)**

According to interviews conducted with various members of the DWCD, its role can be summarised as the Department that promotes and raises awareness on children's and women's rights. More specifically, with regards to women, the DWCD promotes women's empowerment and income generating groups and provides legal and psychosocial support to women who experience distress due to marital conflicts and/or gender-based violence (GBV). When it comes to children, the DWCD carries out general children's rights awareness raising activities but is also often described as the Department responsible for 'child protection prevention' activities. The Department is presently divided in five sections at headquarters level and has a total of 30 technical staff of whom 21% have Form II-IV qualifications, 11% have a Certificate degree, 16% have a Diploma degree, 11% have an Advanced Diploma degree, 16% have a Bachelor's degree and 26% have a Master's degree. This includes technical staff working at headquarters, in Pemba and in the districts.

The women development section facilitates women economic empowerment activities. Its work is mostly related to fostering the creation of and training women's income generating groups across Zanzibar districts, building networks between these groups to promote exchange and increased number of opportunities for women and linking groups to government and private financial institutions that can provide them with access to credit and loans.

The role of the children development section is to raise awareness about children's rights at large, and more specifically on child protection issues. It works very closely with the department's District Women and Children Officers (DWCOs), who in turn collaborate with Women and Children Coordinators (WCCs) to disseminate knowledge and good practices related to children's rights across all levels of Zanzibar society. Specifically, the section coordinates national activities related to the prevention of violence against children (VAC), parenting and early childhood development, supports the establishment and functioning of children's councils, as well as is responsible for the operation of the Zanzibar Child Helpline, created as a channel to receive reports of child abuse cases. The helpline service has faced operational challenges since its inception in 2015, especially in securing volunteers to man the phone lines available, as the Department does not have enough staff to run the service as originally designed. Furthermore, the vast majority of the calls received by the service have been illegitimate. Legitimate calls included, in the period 2015-2016, reporting of cases related to VAC, sodomy and rape, as well as neglect, early marriage and child maintenance. The team believe that additional awareness raising and dissemination efforts will eventually lead to increased and more appropriate use of the service by community members.

The majority of the women's cases handled by the legal affairs and counselling section are related to maintenance and child custody, but also include GBV cases, issues of property and inheritance and land ownership disputes. The team provide legal and psychosocial support to women, accompanying them through the case proceedings and supporting them with counselling and referral to women's empowerment activities when relevant.

The M&E section is expected to compile information across the Department to produce monthly and quarterly reports for the Director, but is currently not fully functional. Similarly, the planning section, which is not yet operational, will be responsible for the coordination of Department plans, preparation of MTEFs and implementation reporting.

The DWCD is represented in Pemba by its Head of Department, who reports to the Ministry Officer in Charge in Pemba. In addition to the Head of Department, there are two DWCD officers at the Department headquarters in Pemba. The team provides the same services provided by the Department's headquarters sections to the population in Pemba.

The DWCD officially employs 11 DWCOs, one in each of the Zanzibar Districts, being seven in Unguja and four in Pemba. DWCOs are considered welfare officers in the Children's Act 2011 and therefore bear a host of statutory duties, including key responsibilities in child protection case management as detailed in the Child Care and Protection Regulations. Following the client-facing functions performed by the DWCD team at headquarters, DWCOs should spend the majority of their time promoting and supporting children's rights and child protection awareness raising activities and women's empowerment and GBV prevention activities. DWCOs are also responsible for overseeing and supporting the work of WCCs in every *shehia*. Despite undertaking all this work, many DWCOs report spending the majority of their time undertaking child protection case management, especially in relation to child custody and maintenance cases.

Women and children coordinators (WCCs) are volunteer community members based in each one of the 387 *shehias* across Zanzibar, 129 in Pemba and 258 in Unguja (one WCC per *shehia*). WCCs are appointed by the *sheha* (the chief of the *shehia*) in consultation with the DWCO and other members of the *shehia* council. They formally report to DWCOs, maintaining close relations with their *sheha* and *shehia* members. WCCs are the focal points and facilitators of all women's and children's issues and activities at community level, undertaking promotional and preventive work, as well as being the first point of reference to respond to cases of violation of women's and children's rights in their villages.

## Department of Elders and Social Welfare (DESW)

The main objective of the DESW is to promote social wellbeing for all people by improving sustainable access to and providing quality social welfare and protection services with an emphasis on the poor and most vulnerable members of society (Department of Social Welfare, 2016b). As a result, the DESW engages in a wide range of issues including the delivery of social protection services (e.g. the universal pension) and the coordination of the implementation of the social protection policy, the delivery of services to the elderly, compensation for workers and key child protection functions.

The Department is presently divided into four units at headquarters level and has a total of 34 technical staff of whom 6% have Form II-IV qualifications, 3% have a Certificate degree, 3% have a Diploma degree, 6% have an Advanced Diploma degree, 59% have a Bachelor's degree and 24% have a Master's degree. This includes only staff working at DESW headquarters and district levels, excluding staff in Pemba and in residential care facilities.

The DESW Child Protection Unit (CPU) started its operations in 2010 with the aim of coordinating and delivering child protection services. During interviews, the CPU was described as performing four key child protection functions: case management, probation, community rehabilitation and alternative care. The Unit also harbours functions related to Most Vulnerable Children (MVC) and Early Childhood Development (ECD) programming.

With regards to case management, the CPU child protection officers receive clients, listen to their grievances, support them to write letters to the DESW Director requesting support and later implement the decision made by the Director by managing the cases accordingly. As the vast majority of cases received relate to child custody and maintenance disputes, the officers provide frequent counselling support to clients with the expectation that mediation and conflict resolution

will lead to a consensual outcome, keeping the case out of the court system. When that is not possible, or in the few cases where criminal offences are reported, the CPU team of probation officers will support the clients through the legal procedures. The work of probation officers is to represent children and follow-up on children's cases in court, whether children are perpetrators (in conflict with the law), victims of violence or abuse or the subject of custody and maintenance disputes.

The CPU runs a rehabilitation programme, which aims at diverting children who have committed criminal offences from detention by referring them to a rehabilitation centre instead of being deprived of their liberty in a remand home. The programme is run by a local Non-Governmental Organisation (NGO) with whom the DESW has a partnership, and aims to provide life skills and psychosocial support for children and their families.

One child protection officer of the CPU is dedicated to providing and supervising alternative care services. The main role of this dedicated officer is to provide technical support and guidance to all such facilities in Zanzibar, monitoring their compliance with the quality standards prescribed in the recently approved Residential Care Regulations. The officer works closely with the team of the Mazizini Children's Orphanage which is run by the DESW.

The DESW has been implementing the National MVC Programme since 2002. The programme is funded and implemented by a wide range of government departments and civil society organisations who coordinate their actions to improve service delivery to MVCs. In 2017, in 16 *shehias* 991 children were identified. It is currently active in six *shehias* of the Urban District, where 93 families are enrolled. The programme is currently focused on the development of a strong Monitoring and Evaluation system with the support of MEASURE Evaluation Tanzania. The role of the CPU MVC officers is to keep a record of the number of MVCs identified, plan, monitor and report nationally on MVC activities.

The CPU team includes one ECD officer whose activities have focused on initiating a mapping of all day care centres in Unguja, conducting a literature review to develop ECD rules and regulations for Zanzibar and developing a project funding proposals.

The DESW Social Protection Unit (SPU) was established in 2013 and was then tasked with the following core activities: development of implementation plans, coordination of social protection activities with other stakeholders, and implementation of the Universal Pension (UP) that was inaugurated in April 2016. However, it is now apparently occupied only with implementation of the UP. As of October 2017 there were 27,466 registered beneficiaries, of which 17,383 were in Unguja.

The processes involved in administering the UP are related to identification, registration and payment of for those who are or are thought to be 70 years of age and above, as well as regularly updating the registry of beneficiaries. The identification step includes visits from SPU officers to *shehias* to interview and verify applicants without ID or whose ID is doubtful, after application forms have been submitted by *shehas* to the SPU with support from District Welfare and Social Welfare Officers (DSWOs). The registration process is continuous; *shehas* can bring in application forms at any time, but there is a cut-off date for registration to secure payment that month. New beneficiaries are added to the register monthly. After the forms received from districts have been checked for eligibility, eligible applicants are registered in an Excel database maintained by the SPU. After registration, the SPU informs *shehas*, who then notify the beneficiaries of their eligibility, the relevant payment post and the two days each month which are their payment dates. Every month, before payments begin, the SPU produces a report for the DESW Director and District Commissioners to notify them of new beneficiary registrations. Between the 15<sup>th</sup> and 24<sup>th</sup> of every month, cash payments of 20,000 Tanzanian Shillings (TShs) per month are made to beneficiaries



at payment posts located across districts in Unguja and Pemba. There is a single cashier for a payment post for less than 600 payees, and a DSWO to help with verification; there are two cashiers and two DSWOs for a post with more; a typical rural post has about 400 payees. Around 20-25 staff are drawn in from DESW and other departments (Cooperatives and Empowerment) to act as cashiers and help with verification. The head of the SPU supervises the overall process, while the other SPU staff work as cashiers at payment points.

SPU staff estimate that identifying and registering eligible elders occupies 20% of their time, payment takes 35% and updating the register 40%. The remaining 5% is taken up with communications activities, which are carried out as and when resources permit; these take the form of presentations to District Commissioner, *shehas* and other stakeholders. The UP has been running for less than two years and despite some challenges it is now generally accepted.

There was some uncertainty amongst staff as to whether the Compensation Unit should or should not be regarded as part of the Social Protection Unit. The sole function of the Compensation Unit is payment of workers' compensation in case of death or injury at work, in accordance with the Worker's Compensation Act No.15 of 1986, as amended by the Worker's Compensation (Amendment) Act No. 5 of 2005. This only applies to workers in formal employment.

According to interviews with staff, the Statistics Unit is composed by one statistics officer who is responsible for reviewing the reports submitted monthly to the Director by the district officers, the residential care facilities and to keep track of staff movement.

In addition to these four headquarter units, the DESW maintains and manages four residential care facilities, consisting of three for the elderly (two in Unguja, Sebleni and Welezo, and one in Pemba, Limbani) and one for children (Mazizini State Orphanage).

The DESW is represented in Pemba by its Head of Department who reports to the Ministry Officer in Charge in Pemba. In addition to the Head of Department, there are three DESW officers at the Department headquarters in Pemba, known as the Pemba Child Protection Unit. The team provides the same services provided by the Department's headquarters sections to the population in Pemba.

The DESW employs a cadre of 11 DSWOs, seven in Unguja and four in Pemba, all of whom are social work graduates and report directly to the DESW Director. This group of DSWOs is often referred to as the 'new DSWOs' as they were recruited by the Department between 2015 and 2016 with UNICEF's support. Previously, each district already counted on one DSWO employed by President's Office – Regional Administration, Local Government & Special Departments (PO-RALG&SD), reporting to the District Commissioner. Despite the differences in mode of employment, our assessment indicates that in practice the two groups of DSWOs work together closely and seamlessly, and also closely with the DWCOs. In interviews, very little distinction in the tasks of PO-RALG&SD and DESW DSWOs was made.

DSWOs reported spending the majority of their time undertaking child protection case management work, in particular of cases related to child maintenance and custody. They work very closely with the gender and children desks at police stations, one-stop centres and children's courts in following-up child protection cases. DSWOs spend two full days every month verifying the identity of UP beneficiaries and supporting their payment and facilitate the registration of new beneficiaries into the pension scheme by regularly receiving applications from *shehas*, reviewing documentation and delivering the same to the SPU.

Based on a broad analysis of several data sources (which do not include actual caseload records as these were not available), the estimated child protection caseloads at district level in Zanzibar

suggests that, due to the high proportions of child population and of most vulnerable children within that population, as well as the documented high prevalence rates of violence against women and children in Zanzibar, the suppressed demand for child protection services is very high, reaching the extraordinary ratio of over 50,000 cases per district officer in the case of Magharibi district. In the lower end of the scale, Kusini district officers have potentially to face ten times fewer cases, with an average of 5,200 child protection cases per officer at any given time.

While not all children who experience violence and abuse will seek child protection services, and perhaps not all who do will need full-fledged case management services, the estimated demand for such services cannot be managed by Zanzibar district officers alone. Further investigation is needed to better understand what is the size and scope of the suppressed demand for child protection services in Zanzibar, and how the child protection system, including its formal and informal actors, can be best organised and staffed to respond to such demand at different levels.

### **Decentralised structures**

The MLEEYWC DESW and the DWCD operate in Pemba through their respective Heads of Department and at district level through DSWOs and DWCOs, respectively. The latter in turn coordinate a much larger body of volunteer WCCs at *shehia* level. In principle there are supposed to be two DSWOs and one DWCO per district, and one WCC for each *shehia* in every district across Zanzibar.

MLEEYWC governance arrangements at district level in Pemba differ from those in Unguja. Rather than reporting directly to the national level, district officers in Pemba report to their respective Pemba Head of Department. The Heads of Department report to the MLEEYWC Pemba Officer in Charge, who in turn reports to the Principal Secretary at the national level.

MLEEYWC staff and WCCs work closely with the structures and staff of the regional and district administrations, with whom they also maintain coordination and reporting lines. These multiple levels of geographic representation require different layers of internal and external MLEEYWC coordination, within each Department, between Departments of the Ministry and between Ministries.

### **Cross-sectoral coordination**

The coordination of social protection programmes for vulnerable groups is a core component of MLEEYWC's mission. Its current Strategic Plan recognises the role it has in the coordination of stakeholders across a wide range of issues. In addition to leading high-level cross-sectoral steering committees, MLEEYWC leadership participates in other national coordination mechanisms led by other sectors. National committees are broken down into lower-level coordination mechanisms at Pemba, regional, district and *shehia* levels, which MLEEYWC technical staff are expected to either coordinate or participate in.

The approach to the implementation of both the NPA-VAWC and the new Zanzibar Child Policy is to mainstream and integrate coordination structures at all levels, a process which is yet to begin. Persisting challenges in effective multi-sectoral coordination by the Ministry at all levels are frequently cited in the literature reviewed and were mentioned by several stakeholders during our interviews.

## **Current performance, challenges and capacity gaps**

### **Institutional aspects of MLEEYWC capacity**

The main findings of the assessment regarding the institutional aspects of capacity are:

#### **At national level**

There has been an intensive period of policy-making in the field of social protection and of primary and secondary legislation around child protection. However, this has not extended to providing a clear mandate or legal framework for the Ministry's responsibilities regarding violence against adult women. In addition, there is no definitive statement of precisely what services constitute 'social welfare' services, although the term forms the title of one of the MLEEYWC's principal departments and is used prominently in the Children's Act 2011 and recent associated regulations.

MLEEYWC is tasked under the ZSPD with the coordination of the activities of governmental and non-governmental actors to ensure the implementation of the policy, as well as delivering its own services, but has neither the formal powers nor, arguably, the informal authority, influence and convening power to compel other actors to cooperate with this supposed leading role. The Ministry does not play a dominant role in the delivery of social protection programmes, which may impact on its credibility as the lead coordinating body, though it may have a relatively high profile amongst citizens as the provider of a range of social welfare services. Development of its M&E capability might reinforce its credentials as the ministry responsible for social protection, and its authority as coordinator.

Progress in activating the institutional machinery for coordinating and steering implementation of the ZSPD has been slow, but the launch of the NPA-VAWC offers another opportunity to strengthen the Ministry's convening and coordination role in relation to the delivery of prevention and response services for women and children.

#### **Relationships between national and district level**

The relationship between MLEEYWC's departments at national level and the work of social welfare and women and children's officers at district level is complicated by the fact that DWCOs and one group of DSWOs are employed directly by the Ministry, and a longer-established group of DSWOs are employed within the structure of regional and district administration. The two groups of DSWOs typically work closely together and with the DWCO, and the DSWOs and DWCOs cover each other's duties when necessary, so there is in effect an integrated team of three officers delivering social welfare services in the district. The Decentralisation by Devolution strategy offers the opportunity – and makes it imperative, if the Ministry is to be able to discharge its statutory duties – to construct a new institutional basis (perhaps through a memorandum of understanding) for the Ministry to provide policy direction and technical supervision and support to district officers, on the assumption that they will in due course become employees of district and municipal councils.

Social welfare officers at regional level do not appear to play a direct part in case management processes or exercising a managerial or supervisory role; they may represent an underused professional resource which could strengthen currently weak arrangements for supportive supervision of caseworkers at district level, but further investigation of their skills and qualifications is needed.

## Organisational aspects of MLEEYWC capacity

The main findings of the assessment regarding the organisational aspects of capacity are:

### At national level

The lack of clarity in the division of roles and responsibilities between DESW and DWCD is a source of tension and difficulty; DWCD has struggled to define a distinctive role for itself. The characterisation of the division of labour between the two departments as being between prevention and response does not reflect the actual functions performed, at headquarters or by district officers, and is not consistent with the definition of DESW's responsibilities in recent regulations.

The options for rectifying the imbalance between the departments, and eliminating the scope for duplication and overlap between them, are limited. One solution would be to reallocate functions between departments to make DWCD, DWCOs and WCCs more clearly and exclusively responsible for preventive activities with regard to women and children, and DESW and DSWOs responsible for all responsive services. Another would be a merger of the two current departments, to eliminate the present artificial division and to support the joined-up working between DSWOs and DWCOs that is the norm at district level. However, any merger or redistribution of functions between departments will involve potentially protracted formal approval processes, and will make considerable demands on the time and attention of senior management.

There are considerable affinities between the economic empowerment functions of DWCD and the work of the departments of Cooperative Development, Economic Empowerment and Youth Development, all of which are concerned in various ways with improving livelihoods. As well as ensuring there are clear referral pathways between DWCOs and these departments, there may be scope for reorganising the Ministry's economic empowerment functions to optimise the use of resources and maximise impact at community level.

The Ministry's strategy is to strengthen the capacity of DSWOs to undertake case management so that the casework load of the CPU can be progressively transferred to districts, allowing the national unit to focus primarily on provision of technical guidance to and oversight of all child protection service providers in Zanzibar, provision of specialised case management services for very complex child protection cases, and a specialised knowledge management function for child protection.

There is no fundamental problem with the division of labour between DPPR and other departments regarding policy development, provided it is understood that this should always be a collaborative joint effort. DPPR plays a role in coordination and communication with the centre, with functional departments involved and contributing expert knowledge to the development process, and implementing the policy once agreed. The simple distinction between development and implementation is not tenable and does not reflect actual practice, but the intended division of roles needs to be clearly expressed and better understood.

There is an urgent need for the Ministry to develop DPPR's capacity in monitoring and evaluation (M&E), and the capacity of the officers designated to support M&E in departments, as the basis for government-wide coordination of social protection, the strategic direction of the Ministry's work, and performance management and staff appraisal across the organisation.

## **At district level**

In practice, the distinction between the roles of the DSWO and the DWCO is quite artificial; there is a great deal of similarity in the pattern of time use between the two groups of officers, although for DWCOs work on women's economic empowerment is a significant part of the job and shows that social welfare and other aspects of social protection cannot easily be disentangled.

It is unclear whether the current allocation of tasks makes the best use of qualified social workers, with DSWOs spending a significant portion of their time on essentially administrative tasks connected with the Universal Pension.

Because of the lack of an information management system to support the follow-up and assessment of cases the child protection system is fragile; the potential case load per officer is also huge, and varies massively between districts, but there is also suppressed demand for both child protection and GBV case management services, the extent of which is unknown.

District officers have to contend with significant shortages of material resources. Generally they do not have access to all the resources required by the job when they need them, and the lack of transport is particularly critical to the discharge of many functions.

WCCs are potentially a great asset of the child protection system, but are under-supervised, under-supported and under-recognised. More needs to be done to ensure both their continuing motivation and the appropriateness of their interventions.

## **Management systems and processes**

The scarcity of reliable and consistent documentation about staff numbers, functions and the allocation of staff to departments and units is itself an indication of a fundamental capacity weakness in MLEEYWC, which can be characterised as a lack of management orientation in thinking and work practices. Existing systems do not compel managers to think in terms of what their key tasks and objectives for the year are, what staff and other resources they have at their disposal to carry out these tasks, and to whom they are immediately accountable for their performance.

There is no culture of delegation, with undue reliance being placed on the personal authority of the PS or directors, while procedures that would enable case-working decisions to be taken by officers at lower levels on their behalf are underdeveloped. Development of strong and appropriately trained tier of middle managers with adequate delegated authority will be necessary to underpin any creation a larger merged department.

Zanzibar is on the verge of introducing the Open Performance Review and Appraisal System (OPRAS), which will force many management weaknesses to be addressed, but will be challenging to implement. It provides an opportunity and a context for the introduction of management training for middle and senior managers which could help to remedy many of these problems.

The preparation of good-quality job descriptions would help to clarify roles and functions, provide a basis for job redesign where needed and any structural reorganisation that is decided on, and a starting-point for the introduction of staff appraisal.

## **Workforce strengthening**

MLEEYWC does not appear to have any strategy for the development and strengthening of the social welfare or social protection workforce across the sector. Once progress has been made on

other aspects of strengthening management systems and processes, it will be important for the Ministry to launch a process to formulate a workforce strengthening strategy. This should provide guidance on both the numbers of professional staff required to carry out essential social welfare and social protection functions over the next five to ten years, and of the skills and qualifications they will need to have. It will have to take account of a wide range of issues, including current child protection and GBV caseloads, suppressed demand for case management services, the potential impact on caseloads of more effective preventive measures, an analysis of which kinds of intervention require management by professional social workers and which can be satisfactorily dealt with by other staff, and consideration of the likely future fiscal space for increased staffing to meet caseload demand, and of the political will to support the expansion of social welfare and social protection services.

Such a strategy might be developed by MLEEYWC in collaboration with the schools of social work in Zanzibar, both as an additional source of relevant professional expertise and as the likely suppliers of recruits to meet any increased demand for social workers across the sector.

### **Financial capacity**

MLEEYWC accounts for only 1.3% of the Revolutionary Government of Zanzibar's total budget. A large part of the apparent increase in MLEEYWC's budget since 2014/15 is accounted for by the costs of implementing the Universal Pension, although the budget for the Ministry's other functions has also increased in cash and real terms.

There is not currently a process for setting departmental budget ceilings, within the total available to the Ministry, on an empirical, objective basis which commands the confidence of managers. It is also not clear that the Ministry is able to deploy the best possible evidence about the performance of its programmes to reinforce its case during the budget process.

The budget allocated to the Improving Gender Equality and Women's Progress programme, administered by the DWCD, has reduced dramatically in recent years. This decline may be linked to weaknesses in budget execution in previous years, but is not compatible with the resource needs identified for the NPA-VAWC for the current year.

The Ministry as a whole has a creditable record on budget execution, disbursing 97% of the cash released to it in 2016/17. However, different departments have shown differing abilities to spend their budget allocation; the reasons underlying areas of relative weakness in budget execution need to be better understood, but the Ministry also needs to be sure that its procedures for determining the apportionment of cash releases between programmes enable minimum levels of activity to be sustained across the board.

Given the uncertainties surrounding staffing figures for the different departments and units of the Ministry, and the difficulties of reconciling different versions, it is unclear on what basis the estimates for the salaries component of the annual budget are compiled, or how the payroll can be verified against the actual number of staff working.

Around 13.5% of the Ministry's budget is development expenditure, representing its own and donors' contributions to development projects. Donor funding accounts for some 60% of the development budget, or 8% of the total budget. The amount budgeted for donor funding is consistent with what is known of development partners' work plans.

### **Capacity at the level of individual competencies**

The main findings of the assessment regarding the individual aspects of capacity are:

## **Social work qualifications**

Staff with bachelors or masters degrees in social work are considered to be professional social workers. DPPR has no social workers amongst its staff, while DWCD has one and DESW has six on their headquarters staff; amongst district officers, all of the DSWOs on the MLEEYWC payroll, and three of the 11 DWCOs, are qualified social workers, but none of the older-established DSWOs employed within the district administration structure is. As a matter of good practice, all workers undertaking case management with vulnerable populations should ideally have social work qualifications. While recent progress has been made in the recruitment of professional social workers, currently staff at both headquarters and district levels who do not have social work qualifications are responsible for undertaking case management with vulnerable populations.

### **At national level**

It is not possible to ascertain the number and location of jobs at national level in which it would be preferable to have qualified social workers, until more work has been done to create, review and refine job descriptions. It is apparent, however, that the CPU has a greater need for this level of professional qualification than the SPU with its current functions, which is where this expertise is concentrated at present.

There is a desire for training in specific specialist skills such as counselling in parts of both DWCD and DESW, though training needs can only be determined after decisions about structure and the location of functions have been taken, and the extent to which it is feasible to ensure that casework is to a greater extent than now is handled at district rather than national level. There is also a need, identified by this assessment, for more in-depth training on child protection case management for the CPU.

There is a need for a senior management and leadership development programme, and a complementary middle management training programme, to strengthen the management orientation and associated skills in the Ministry and prepare the way for a transition to a performance management approach.

### **At district level**

All of the DSWOs on the MLEEYWC payroll, and three of the 11 DWCOs, are qualified social workers. However, only one of the older-established DSWOs employed within the district administration structure has a bachelor's degree, which is not in social work. This means that of the 32 district officers identified by this assessment, all of whom carry out case management functions, only 14 have formal social work qualifications.

District staff are generally highly experienced, with 65% of survey respondents having more than 10 years of service in MLEEYWC, but for 43% their highest level of qualification is a certificate. Newer entrants are more highly qualified, with almost all of those with less than three years of experience having a degree in social work.

Officers' levels of confidence in their ability to carry out their tasks are generally high, but there is a need for significant improvement around M&E activities, reflecting the fact that these are not yet fully systematised or embedded in the daily routines of the Ministry.

Specific training needs were identified, in particular on legislation pertaining to the rights of women and children, case management, referrals to courts and counselling. Some training to improve understanding of the design and implementation of non-contributory social protection programmes would also be beneficial.

Self-reported levels of motivation and job satisfaction were generally high amongst district staff, though there were also some indications of staff feeling under-supported and under-recognised by headquarters.

## Capacity assessment of the schools of social work

### Introduction

The capacity assessment of the MLEEYWC was complemented by a brief assessment of the main higher-level institutions providing academic qualifications for social work in Zanzibar. This part of the assignment was led by ASSWOT with OPM's technical support, and focused primarily on two institutions – Zanzibar University (ZU) and State University of Zanzibar (SUZA). Supplementary information was sought from members of the Zanzibar Association of Social Workers (ZASWA) and from a small group of social workers employed by MLEEYWC's CPU.

Our analysis of social work education in Zanzibar has been guided by the global definitions and professional guidance set out by the two main international social work professional bodies, i.e. the International Association of Schools of Social Work (IASSW) and the International Federation of Social Workers (IFSW). IASSW and IFSW together produced the *Global Standards for the Education and Training of the Social Work Profession* (Sepal and Jones, 2004), which we have used as a broad framework against which to conduct our analysis.

This brief exercise did not aim to be a full-fledged or academic capacity assessment of the schools of social work in Zanzibar. Given the limited resources available to undertake this task within the scope of the wider project, ASSWOT and OPM adopted a pragmatic approach with a view to offering a snapshot of the current situation in the two main universities providing formal social work education in Zanzibar, aiming primarily at discussing whether and how these institutions can contribute to the MLEEYWC's capacity to best deliver social welfare services.

### Main findings

Social work as a profession is very new and not yet regulated in Zanzibar. Social work education, which has been offered in Zanzibar since 2012/2013, is presently provided through two academic institutions, SUZA and ZU, which offer a Diploma and a Bachelor of social work programme each, respectively. For the first time, there now exists a significant cadre of graduates with social work qualifications in Zanzibar: 171 students have graduated from SUZA's social work Diploma course since 2012 and 127 social workers graduated from ZU's Bachelor of Social Work (BSW) programme's first cohort in 2016. A new professional association, ZASWA, was formed in 2016 to raise awareness about the role of social workers in society.

SUZA Diploma and ZU Bachelor Social Work graduates are relatively well prepared: they portray a good understanding of basic social work concepts, are exposed to several areas of social policy and understand the responsibilities of social workers toward vulnerable groups in the context of wider social welfare and social protection policies and programmes. The challenges in the delivery of social work education at ZU are very similar to those faced by SUZA, namely: an insufficient number of qualified lecturers, insufficient facilities (including lecture rooms) which can accommodate the number of students, limited availability of and access to social work literature, including local literature, and limited access to student loans. The supervision for student placements can be improved both in terms of academic supervision and orientation to field supervisors in both programmes. Key strengths of both courses include good admission rates, commitment from the existing social work lecturers and relatively well structured curricula.



A key concern for the development of the profession in Zanzibar is, however, that there appear to be very limited professional opportunities in the labour market for social work graduates to put their learning into practice. The MLEEYWC presently employs a very small number of social workers and there are no expectations that this number will increase exponentially in the short term. Our interviews indicate that a large number of government officers tasked with executing social work functions do not have any formal social work training, which is a reflection of the lack of understanding about the role of professional social workers and the fact that the profession is not formally regulated in Tanzania.

## Recommendations

This section moves from the findings to some specific recommendations for action to be taken by the Ministry, with the support of its development partners, to address its principal capacity problems. The number of recommendations has been kept as small as reasonably possible, in recognition of the resource constraints facing the Ministry and to try to present the basis for a practicable plan of action.

A small number of recommendations are also presented, arising from the findings in Chapter 5, regarding the schools of social work and their relationship with the Ministry.

### At the institutional level

- i. MLEEYWC should seize the opportunity provided by decentralisation by devolution to clarify, perhaps through memoranda of understanding, the institutional linkages between the Ministry at headquarters level and the work of the district officers, which are at present clouded by the different bases of employment of two groups of DSWOs.
- ii. MLEEYWC should seek an opportunity (for example during the development of its next strategic plan) to formulate an authoritative definition of the scope of 'social welfare' services, to complement the definition of 'social protection' in the ZSPP.
- iii. The Revolutionary Government of Zanzibar should streamline the various actual and proposed social protection coordination mechanisms and structures to limit duplication and ensure the more effective operation of the remaining ones, and clarify the role and mandate of MLEEYWC in each.
- iv. MLEEYWC should strengthen its M&E capability both to improve the performance of its own internal management and to reinforce the Ministry's credibility as the national social protection coordinator.
- v. MLEEYWC and PO-RALGS&D should review the role of social welfare officers at regional level, and whether they constitute a professional resources that could be utilised to better effect.

### At the organisational level

- i. MLEEYWC should develop proposals for restructuring the organisation of the social welfare function at national and district level. Two options have been identified in this assessment:
  - a. Reallocate functions to make DWCD, DWCOs and WCCs more clearly and exclusively responsible for preventive activities with regard to women and children, and DESW and DSWOs responsible for all responsive services;

- b. Merge the functions of the current DESW and DWCD into a single new department, and integrate DSWOs and DWCOs into a single team at district level.
- ii. MLEEYWC should prepare and issue a guidance note for staff explaining the division of labour between DPPR and other departments with regard to policy development.
- iii. MLEEYWC should review the roles and mandates of the Ministry's various departments with regard to economic empowerment.
- iv. MLEEYWC should take steps to develop or procure an adequate information management system to support the follow-up and assessment of child protection cases.
- v. MLEEYWC should review the current roles and capabilities of WCCs, and develop a plan to strengthen their capacity as the frontline workers of the Zanzibar child protection system and link to formal child protection system.
- vi. MLEEYWC should take steps to ensure that there is consistent, up to date and accessible information about the allocation of staff to units, the functions of units, their expected and actual performance, and the extent of the delegated authority of managers.
- vii. MLEEYWC should initiate a process to ensure that up-to-date and meaningful individual job descriptions are developed for all technical staff.
- viii. MLEEYWC should commence development of a workforce strengthening strategy, addressing both the numbers of staff and the skills and qualifications required across the sector, as a guide to recruitment and training and to help ensure the continued provision of relevant professional education in the field.
- ix. MLEEYWC should ensure that the strongest possible and most relevant performance information is available to support its advocacy in the budget process.
- x. MLEEYWC should review the root causes of the differential performance of departments in budget execution and take steps to equalise performance across the Ministry.
- xi. MLEEYWC should ensure that its staffing figures are reliable and accurate enough to provide a sound basis for the projection of salary costs in the budget.

### **At the individual level**

- i. MLEEYWC should ensure that in future information about the qualifications of technical staff at national and district levels should be readily available to support workforce development.
- ii. MLEEYWC should adopt a definite policy that all officers with case-working or case-worker supervisory responsibilities, at district or national level, should have a Bachelors in Social Work degree as a minimum qualification, and that recruitment will be on this basis as posts fall vacant.
- iii. In the meantime MLEEYWC should ensure that all DSWOs and DWCOs receive training in case management, with enhanced training required for those who are not qualified social workers.

- iv. MLEEYWC should develop a plan for a short-course training programme to meet urgent specific needs identified in this assessment, after decisions have been made about reorganisation, reallocation of functions or the redesign of some jobs.
- v. MLEEYWC should take steps to strengthen its general management capabilities, through the establishment of a senior management and leadership development programme and a complementary middle management training programme, in preparation for a transition to a performance management approach.

## **The schools of social work**

### **Key recommendations**

- i. Social work departments at SUZA and ZU should develop strategies to attract a higher level of investment for the delivery of their social work programmes.
- ii. SUZA, ZU, the MLEEYWC and social work professional bodies such as ZASWA should work together to promote the regulation of the social work profession in Zanzibar.
- iii. Formal mechanisms of collaboration should be established between the MLEEYWC and the schools of social work to encourage joint initiatives related to the formulation of social welfare laws, policies and practice standards, as well as research.

### **Additional recommendations**

- iv. Social work departments of both SUZA and ZU should review the curricula of their social work programmes to align their academic content on child protection to the Child Care and Protection, the Foster Care and the Approved Residential Establishment Regulations added to the Zanzibar Children's Act 2011 in 2017 and to the National Child Protection Training Manual currently being finalized by the Department of Elders and Social Welfare.
- v. SUZA, ZU and ZASWA should collaborate to undertake a mapping of existing positions and opportunities for the employment of professional social workers across the main social policy stakeholders in Zanzibar.
- vi. The government should review its position vis-à-vis provision of loans to social work students in Zanzibar to avoid a drastic reduction in the number of students interested and able to pursue BSW qualifications in the coming years.

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## List of abbreviations

ASSWOT	Association of Schools of Social Work in Tanzania
BSW	Bachelor of Social Work
CPO	Child Protection Officer
CPU	Child Protection Unit
DC	District Commissioner
DCPO	District Child Protection Officer
DESW	Department of Elders and Social Welfare
DPP	Department of Public Prosecution
DPPR	Department of Planning, Policy and Research
DSWO	District Social Welfare Officer
DWCD	Department of Women and Children's Development
DWCO	District Women and Children's Officer
DZI	Department of Zanzibar Identification
ECD	Early Childhood Development
FGD	Focus Group Discussion
FRA	Fiduciary Risk Assessment
GBV	Gender-Based Violence
GI	Group Interview
HQ	Headquarters
IASSW	International Association of Schools of Social Work
IFSW	International Federation of Social Workers
ICT	Information Communication Technology
ID	Identification Document
IT	Information Technology
KII	Key Informant Interview
M&E	Monitoring and Evaluation
MLEEYWC	Ministry of Labour, Empowerment, Elderly, Youth, Women and Children
MOFP	Ministry of Finance and Planning

MSW	Master of Social Work
MTEF	Medium Term Expenditure Framework
MVC	Most Vulnerable Children
NGO	Non-Governmental Organisation
NPA-VAWC	National Plan of Action to End Violence against Women and Children
OPM	Oxford Policy Management
OPRAS	Open Performance Review and Appraisal System
OSC	One Stop Centre
OUT	Open University of Tanzania
PF3	Police Form number three
PO-RALG&SD	President's Office – Regional Administration, Local Government and Special Departments
PS	Principal Secretary
PSSN	Productive Social Safety Net
RGZ	Revolutionary Government of Zanzibar
SPU	Social Protection Unit
SUZA	State University of Zanzibar
TASAF	Tanzania Social Action Fund
TCU	Tanzania Commission for Universities
TShs	Tanzanian Shillings
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UP	Universal Pension
VAC	Violence against Children
VAWC	Violence against Women and Children
WCC	Women and Children Coordinator
ZASWA	Zanzibar Association of Social Workers
ZSPP	Zanzibar Social Protection Policy
ZSPSC	Zanzibar Social Protection Steering Committee
ZSSF	Zanzibar Social Security Fund

# 1 Introduction

## 1.1 Scope of the project

The overall objective of this project is to support MLEEYWC in the delivery of social welfare services in Zanzibar by conducting an institutional capacity assessment and preparing a capacity building plan, in order to build the Ministry's capacity to meet its expected mandate in the coordination and delivery of social welfare services effectively to vulnerable populations. These obligations are as outlined in the Children's Act 2011 (and associated regulations), the Zanzibar Social Protection Policy (ZSPP) and the ZSPP Implementation Plan (2017–2022) and the National Plan of Action to End Violence against Women and Children (NPA-VAWC) (2017–2022).

The project was conceptualised as a combination of desk review and field work with both MLEEYWC stakeholders and the main schools of social work in Zanzibar, aiming to gauge their existing capacity and propose a plan to further enhance their ability to deliver the government's social protection and child protection goals.

OPM and ASSWOT started implementing the project in late May 2017, approaching the assignment in three phases.

The first phase covered project inception. An inception visit was carried out between 31 May and 2 June as the first activity, and was immediately followed by a desk review of relevant literature and data supplied to the team by MLEEYWC and UNICEF. Based on this review, the team designed an initial capacity assessment methodology and field research plan that were included in the inception report finalised in early July 2017. This methodology and plan eventually evolved into the final approach described in the present report.

The assignment's second phase, which constitutes the capacity assessment described in this report, equally included a mix of desk based and field work. The phase started with the team's second visit to Zanzibar in early August 2017 and was concluded in November 2017. This report describes the process for completing this phase; it summarises its main findings and makes recommendations for consideration during the assignment's third phase.

The third phase of the project will focus on the development of a costed capacity building plan. Informed by data collected during the project's second phase, the team will limit consultations in phase three to the MLEEYWC at headquarters level. Following this further round of consultations and analysis of the data collected during phase two, the team will develop and submit a costed capacity building plan. Validation of this plan and orientation of stakeholders will constitute the final activities of this project.

## 1.2 Structure of this report

The remainder of this document is structured as follows:

**Chapter 1** provides an introduction to the assignment and its scope;

**Chapter 2** explains the methodology utilised for the assessment of the MLEEYWC's capacity;

**Chapter 3** describes our understanding of the Ministry's mandate, scope of work and structure;

**Chapter 4** analyses current challenges and capacity gaps impacting the MLEEYWC's performance;



**Chapter 5** describes our findings from the capacity assessment of the Zanzibar schools of social work; and

**Chapter 6** puts forward a set of recommendations based on the findings of the assessment.

## 2 Methodology

This chapter describes how OPM carried out its assessment of the capacity of the MLEEYWC. The first section provides a discussion of the conceptual framework underpinning the assessment; the subsequent sections present an overview of the key research questions and the data collection methodology. The final section discusses the limitations of this approach. The methodology utilised for the capacity assessment of the schools of social work is described in Chapter 5.

### 2.1 Conceptual framework

In our research methodology we distinguish between individual-level, organisational-level and institutional-level capacity. Individual-level capacity reflects the competencies of people in the organisation, including skills, knowledge and attitudes. The organisational level comprises the structures, processes and procedures of the organisation, while the institutional level encompasses the broader environment of institutions, laws, policies and regulations within which it operates. The framework covers technical as well as functional capacities; in this context, technical capacity refers to the specific technical capabilities required to discharge the Ministry's distinctive tasks, whereas functional capacity embraces the more generic and cross-cutting skills and processes required by all organisations to function effectively.

Our research has taken into consideration the need for hard as well as soft skills among MLEEYWC staff. Furthermore, we remain cognisant of how other factors such as politics, culture and informal arrangements constrain and/or enable the exercising of different types of capacity in a given context. Our conceptual framework is summarised in Figure 1.

**Figure 1: Conceptual framework for capacity**



### 2.2 Research questions

This assignment seeks to identify the capacity needs in the MLEEYWC to deliver social welfare services effectively to vulnerable populations and to coordinate and implement key policies effectively.<sup>1</sup> To achieve this, the assignment has sought to answer the following questions:

1. **The formal mandate:** What responsibilities does the MLEEYWC have under the existing policy and legislative framework as coordinator and service provider in the area of social

<sup>1</sup> Namely, the ZSP and Policy Implementation Plan (2017–2022) as well as the NPA-VAWC (2017–2022).

protection and in addressing violence against women and children? What are the roles and responsibilities for key personnel<sup>2</sup> at national, district and *shehia* level (the lowest level of local government in Zanzibar) under the current policy and legislative framework (including the performance formally required/expected of key personnel)? What capacity is required (of key personnel individually, the organisation as a whole and the institutional framework within which it operates) for the Ministry to deliver on its mandate in the area of social protection and violence against women and children?

2. **The actual situation:** What roles and responsibilities are key staff actually discharging, and what level of performance are they achieving, at national, district and *shehia* level? What is the existing capacity of the MLEEYWC to deliver on its expected mandate and responsibilities as coordinator and service provider in the area of social protection and in addressing violence against women and children?
3. **The gap:** Is there a mismatch between formal/expected performance and behaviour and actual practice? Is there a mismatch between actual and required capacity in the MLEEYWC? If so, what factors are causing these? What impact do capacity gaps have?

The next phase of the project will seek to answer the following questions:

4. **Capacity development plan:** What interventions are required to develop the necessary capacity of the MLEEYWC to implement the ZSP Implementation Plan and NPA-VAWC, as well as the new Integrated Child Policy? What are the staff requirements in relevant departments and units in MLEEYWC? What are the staff requirements in districts and *shehias*? What organisational restructuring is required, if any? What are the specific job descriptions for key positions?

## 2.3 Sampling and interviewees

In line with our technical proposal, during the project assessment phase we consulted with both service providers and service users. At MLEEYWC headquarters level we met with the principal secretary, deputy principal secretaries and director-level staff. For the DESW and DPPR we met with heads of units as well as technical staff. These informants were selected to provide a clear and full picture of the institutional relationships between the MLEEYWC's different departments and units as well as the roles and responsibilities within them. Specific questionnaires were sent to UN Women and to the United Nations Population Fund (UNFPA) to learn more about their relationships with the Ministry.

Consultations in districts in Unguja covered North A, Central, and West B. In Pemba, we visited Micheweni and Mkoani districts. These districts were selected in consultation with UNICEF and MLEEYWC during the inception phase based on two criteria: 1) the inclusion of districts that have received prior support from UNICEF as well as those that have not; and 2) the inclusion of districts with both a primarily rural and a primarily urban population. It was assumed that districts that have received ongoing UNICEF technical and financial support would display higher levels of capacity at all levels than those that have not.

In each of the five districts visited we met with a selection of both government service providers and service users, including district commissioners, directors of district councils, District Women

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<sup>2</sup> Key personnel at headquarters level: principal secretary; deputy principal secretaries; directors of the Department of Elders and Social Welfare, Department of Women and Children's Development and Department of Planning, Policy and Research; heads of unit in DESW, DWCD, DPPR, and key staff in units. Key personnel at district level: district women and children's officers (DWCOs), district social welfare officers (DSWOs) and women and children coordinators (WCCs).

and Children's Officers (DWCOs), District Social Welfare Officers (DSWOs) and Women and Children Coordinators (WCCs), and women and pensioner service users.

## 2.4 Sources of evidence and data collection tools

We conducted **individual and group semi-structured interviews** with various stakeholders operating in the social protection sector in Zanzibar, aiming to gather evidence on the efficacy of MLEEYWC operations and their wider impact on vulnerable populations. These interviews were semi-structured following a topic guide developed prior to data collection (see Annex B). A total of 31 key informant interviews (KIIs) were conducted with national and district-level MLEEYWC staff and other Revolutionary Government of Zanzibar (RGZ) authorities (i.e. targeting one key interviewee, who was, in a few cases, accompanied by colleagues who provided minor inputs). In group interviews (GIs), we elicited inputs from a predefined group of individuals, either working in similar capacities or accessing services for similar reasons. Semi-structured GIs were conducted with a total of 109 individuals (see Annex A for a list of informants). Detailed tools (questionnaires and guides) were shared with UNICEF for review prior to the assessment mission. The interviews were conducted by members of our team, sometimes with support from a Swahili-speaking interpreter.

In addition, we conducted **focus group discussions** (FGDs) with the aim of getting a sense of the diversity of situations and views as well as consensus on common or shared experiences with purposively selected groups of people with some common characteristics. Four FGDs were held with the following groups:

- DSWOs (seven from Unguja; four from Pemba);
- DWCOs (six from Unguja; four from Pemba).

FGDs were facilitated by OPM in collaboration with a Swahili-speaking interpreter. Thorough notes were taken during all FGDs and they were also recorded (with the consent of the participants) for reference.

We also distributed simple **self-administered questionnaires** in Kiswahili to all DWCOs and DSWOs who attended FGDs. The questionnaires captured basic relevant background information from DWCOs and DSWOs, the level of effort that officers expend on different work tasks and an indication of prior training. Questionnaire answers were translated into English by the team's Kiswahili-speaking consultants. A total of 23 questionnaires were collected from DSWOs and DWCOs in Unguja and Pemba, representing nearly 70% of existing DSWOs and DWCOs. The questionnaires as well as the interview guides for semi-structured and group interviews were field tested with one Mjini DSWO and one Mjini DWCO prior to their application. Slight changes were made in wording based on this feedback.

Lastly, we ran a **1.5-day workshop** with key stakeholders in the MLEEYWC during the August assessment mission. The workshop aimed to shed light on the structure and accountability lines at department and unit level and downwards and, by extension, to answer research questions 1–3 above. Supplementary information was harnessed through a second, one-day workshop with MLEEYWC staff held in October, with the objective to validate the first set of recommendations of this report (see Annex D and section 4.2 for further details).

The primary data collection and analysis in this assignment were supplemented with ongoing review of relevant literature and data supplied by the MLEEYWC, UNICEF and other stakeholders. A list of documents consulted is available under the Bibliography section of this report. The team

commissioned the translation of some documents received in Kiswahili into English. The qualitative information obtained during the field work was analysed in the field using a simple coding template and supplemented with insights from the literature review and the self-administered questionnaires. The team also analysed budgetary data and financial and administrative records to the extent that these were provided by the MLEEYWC.

## 2.5 Limitations

While the team has made great efforts to gain access to information through a wide range of means and sources, several limitations were faced during the assessment phase which must be taken into consideration when analysing the findings and recommendations of this report.

Despite the diversity of districts and interviewees covered in this study, the findings from the assignment at the local level do not constitute a representative sample of capacity needs and service users' viewpoints across all of Zanzibar. We are, however, confident that with careful and critical handling of the evidence we harnessed we have been able to gain valuable insights into the perceived performance and capacity of MLEEYWC. Nevertheless, these data limitations should be kept in mind when the assignment's findings and recommendations are considered.

Obtaining documentation related to the Ministry's administrative and financial procedures was particularly challenging. A selection of documents was eventually received, but these were not always complete or updated. Data obtained from such documents was often not consistent with information obtained through interviews and it was often challenging to ascertain which was the most accurate. In some cases, informants provided rather different descriptions of existing MLEEYWC structures and functions, some of which we remain unable to clarify completely. As a result, a few gaps remain in our understanding of the prescribed functions of the Ministry's departments and units, as well as in the expected performance of its staff as almost no job descriptions were found.

Despite the abundance of routine monthly and quarterly reports produced across the organisation, we have not been able to identify any form of summary reporting of performance against planned activities, objectives or targets which would make this information easily accessible to senior officials for performance management, and provide a starting point for the identification of critical bottlenecks and challenges. Similarly, we were unable to locate consolidated data about the individual cases routinely managed by the DESW and DWCD at both national and district levels, making it impossible to estimate the exact size and scope of the caseload typically managed by technical professionals responsible for Gender-Based Violence (GBV) and child protection services. In the absence of such data, background information has been used to provide a generic estimate of approximate caseloads, which should be read with caution.

Nevertheless, we believe that the evidence collected from a wide range of interlocutors through key informant and group interviews and focus group discussions, in addition to the review of available documents, has enabled us to present a reasonably coherent, consistent and robust picture of the current position.

### 3 MLEEYWC mandate, scope of work and structure

Meetings with senior MLEEYWC officials and other stakeholders during the inception and capacity assessment visits provided considerable insight into the Ministry's role in the provision of social services in Zanzibar and the structure of the wider social protection sector,<sup>3</sup> supplementing the documents reviewed by the team. This chapter provides an overview of the Ministry's mandate and the responsibilities of its key departments at the national and district levels for the delivery of social protection and child protection services, as well as the social and economic context within which its work is performed. As earlier noted in this report, significant gaps in information and inconsistencies between data sources remain, despite persistent efforts from the consultants to reconcile information obtained through interviews and documentation. Information about the Ministry's official mandate, structures and staff were particularly challenging to reconcile; documents shared by Ministry officials were often fragmented, incomplete, outdated and contradictory. As a result, the OPM team presents below a snapshot of what it understands to be the MLEEYWC's current mandate, organisational structure and staffing based primarily on interviews it conducted between July and October 2017. We are aware that the information presented may not necessarily correspond precisely to all documentation consulted, for the reasons described above.

#### 3.1 The social and economic context within which MLEEYWC operates

The Vision 2020 and the Zanzibar Strategy for Growth and Reduction of Poverty 2016-2021 (MKUZA III) provide the overall strategic policy framework within which the Revolutionary Government of Zanzibar (RGZ) is implementing its sector policies. These documents also outline key priorities for the RGZ when it comes to the discharge of its social protection responsibilities to its poorest and most vulnerable citizens. In addition, the RGZ has embarked on a decentralisation agenda which will entail a transfer of some responsibilities, including of MLEEYWC, from the national to the lower levels of government.

The population of Zanzibar has grown substantially in the last 50 years, trebling from 350,000 in 1967 to 1.3 million in 2012. The average annual population growth rate measured by the 2012 census is high and increased between the 1970s and 1990s, peaking at 3.1% per year in the 2002 census measurement, and had fallen back to 2.8% by 2012 (United Republic of Tanzania, 2013). If the current population growth rate continues, the population will double in the next 24 years, increasing the demand for services in a short space of time. The age composition of the population continues to be characterised by a high proportion of youth, though the 2014/15 Household Budget Survey (Office of the Chief Government Statistician, 2016) revealed a slight increase in the proportion of the working age population (aged 15-64). Over 43% of the population is below 15 years of age, while only around 3% are 65 years or older.

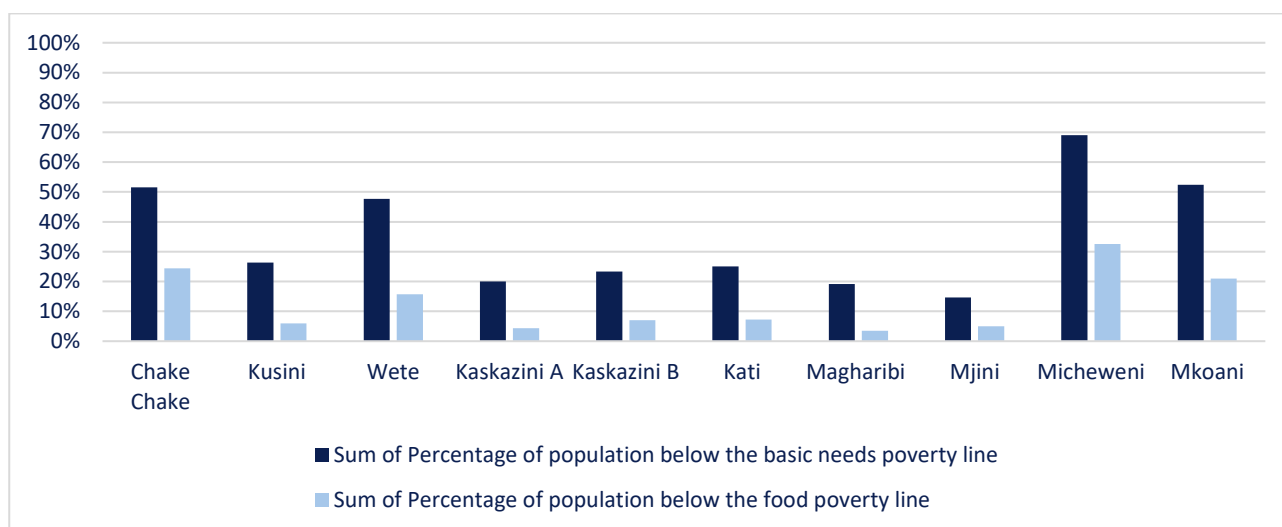
Zanzibar has experienced strong economic growth in the period 2005–2016 (Revolutionary Government of Zanzibar, 2011a). In 2016 the annual growth rate was recorded at 6.8% compared to 6.5% in the previous year. Over the last five years GDP growth has averaged at 6.5% per annum with a peak of 7.2% recorded in 2013. Economic growth has traditionally been reliant on agriculture (spices and a few crops such as cassava and bananas) and fishing. This is changing, with an average of 3.5% decrease over the past 7 years. The service sector accounts for the

<sup>3</sup> This refers to the set of programmes, implemented by a range of institutions, covered by the ZSPPI Implementation Plan.

largest share of GDP (around 45%) – a considerable share of which is driven by tourism (Ministry of Finance and UNICEF, 2017).

The proportions of the population living below the basic needs poverty and food poverty lines both declined in the period 2009/10 to 2014/15. The HBS 2014/15 puts basic needs poverty rate at 30.4% (down from 34.9%) of the population and food poverty at 10.8 (down from 11.7%). However, due to population growth, the absolute number of people below the basic needs poverty line declined by only 400 in this period. Poor households tend to be larger in size and poverty remains particularly pervasive in rural areas (Office of the Chief Government Statistician, 2016). Most children living below the food poverty line are located in rural areas. Figure 2 provides an overview of basic needs and food poverty rates in Zanzibar.

**Figure 2: Shares of population living below basic needs and food poverty lines**



Source: Office of the Chief Government Statistician (2016) Household Budget Survey 2014/15, Income and Non-Income Poverty: Preliminary Results. Revolutionary Government of Zanzibar. Zanzibar.

Districts in Pemba are generally poorer than districts in Unguja. Micheweni district is the poorest with an estimated 69% of the population living below the basic needs poverty line. The districts of Kusini (Unguja), Micheweni (Pemba), Chake Chake (Pemba) and Mkoani (Pemba) all experienced an increase in food poverty and basic needs poverty between 2009 and 2014.

Urbanisation is a continuing trend, with an increasing proportion of poor people living in urban areas (this is still a relatively small proportion to the rural poor). The main drivers of poverty and vulnerability – the risk of falling into poverty – are income insecurity (resulting from unemployment and high levels of informal employment, among other causes), vulnerability to shocks (linked to the low coverage of social security, and other risk factors), and low utilisation of basic services (partially because of social exclusion).

If economic growth continues there is possibility for improved fiscal space to translate the government's policy commitments into expanded social welfare and protection programmes. At present, sector budget allocations as share of total government spending has remained stable. The "governance" sector (covering administrative costs of government – including pension payments) consumes the largest share of the budget (35%). Education spending is currently set to be 18% of total government expenditures, close to the international target of 20%, while health spending will make up only 8% of total expenditures, much lower than the international target of 15% (Ministry of Finance and UNICEF, 2017).

The social welfare and protection sector operates in a context of very constrained financial and human capacity, as well as in the face of substantial and multi-dimensional social problems.

Though revenue forecasting and budgeting performance in ministries, departments and agencies has improved, uncertainty around the timing of disbursements remains a challenge and obstacles to planning and implementation in line ministries. It is also the case that many different entities have a part to play in the provision of social protection programmes or in incorporating social protection principles into their service delivery, which both spreads the load of implementation and increases considerably the complexity of management and coordination.

While the socioeconomic context seems to provide opportunities for growth and enhanced implementation of social policy, a situation analysis carried out in 2016 to inform the development of the new Zanzibar Child Policy indicated that, although significant progress has been made to establish and strengthen the overarching legal and policy framework for the implementation of children’s rights, challenges remain across all sectors – especially in relation to the protection of women and children. Under the leadership of the MLEEYWC, the NPA-VAWC provides a new framework for action, as it seeks to address the high prevalence of physical and sexual violence experienced by women and children. 14% of women aged 15–49 have experienced physical violence since the age of 15 and over 6% of girls and 9% of boys report experiencing at least one incident of sexual violence before the age of 18; 71% of boys and 62% of girls experienced physical abuse before turning 18 years and 3.5% of girls are married before the age of 15 and 18% are married before the age of 18. The majority of children who experienced violence did not receive any services for their experiences. Household wealth and the attendance of girls at school have a significant link with marital status. 25% of girls married before the age of 15 are illiterate and 29% of girls married before the age of 18 are illiterate. Girls in the poorest households are significantly more likely to be married at a young age compared to those in the wealthiest households.<sup>4</sup>

### 3.2 Legal and policy frameworks

The Revolutionary Government of Zanzibar, as a constituent part of the United Republic of Tanzania, is party to a wide range of international and regional human rights conventions and covenants, as well as sectoral policies and frameworks that underpin its social protection, gender and child protection policy direction.<sup>5</sup> In this section we provide a brief overview of the main national legal and policy instruments from which the MLEEYWC draws its mandate in these two sectors.

Zanzibar’s Constitution requires the Government to assist disadvantaged groups through policies that ensure access to adequate health care and equal opportunities to adequate education for every person. Zanzibar’s commitment to supporting vulnerable families and children is further outlined in its Vision 2020, a long-term development strategy that includes cross-sector policy objectives, for example, on child protection, maternal and child care and education. Recognizing poverty as a major determinant of a child’s welfare and development, successive strategies for economic growth and the reduction of poverty (MKUZA I 2007–2010, MKUZA II 2010–2015 and the newly adopted MKUZA III 2016-2021) have integrated children’s issues (Ministry of Labour, Empowerment, Elderly, Youth, Women and Children, 2017b: p.22).

The Ministry’s current strategic plan describes its own mandate as one to (Ministry of Empowerment, Social Welfare, Youth, Women, and Children 2014c: pp.53-54):

<sup>4</sup> Data from several sources quoted in Ministry of Labour, Empowerment, Elderly, Youth, Women and Children (2017a): pp.14–18.

<sup>5</sup> A comprehensive overview of these is available in Ministry of Empowerment, Social Welfare, Youth, Women, and Children (2014b) *The Zanzibar Social Protection Policy*, for social protection issues and in Ministry of Labour, Empowerment, Elderly, Youth, Women and Children (2017b) *Zanzibar Child Policy*, Draft available on November 13, 2017, for all child rights issues, including child protection.



- Coordinate economic empowerment programs.
- Promote, supervise, and strengthen cooperative societies.
- Promote gender equity and equality and women empowerment.
- Coordinate and Safeguard the rights and welfare of youth, women, children, the elderly and other vulnerable groups.
- Coordinate social protection programs for vulnerable groups.
- Coordinate and provide credit facilities and support services for micro entrepreneurs.
- Coordinate child protection programs.
- Combating gender based violence.
- Domestic regional and international instruments related to youth, women, children and the elderly.
- Coordinate social welfare services.

In order to discharge this mandate, for the period 2015-2018 the plan includes seven objectives, as follows:

1. Socio – Economic status of youth, women, children, elderly, vulnerable groups and community at large enhanced;
2. Access to quality care, prevention and social protection services for children, women, youth, elderly, and vulnerable groups improved;
3. Gender equality promoted and combating gender based violence;
4. Cooperative movements transformed to become viable economic entities;
5. Priority gaps in national policies and legislation pertaining to children, women, youth, the elderly, vulnerable groups, and empowerment issues addressed;
6. Policies, programs and Plans on Ministry's mandates are effectively coordinated, monitored and evaluated; and
7. Ministry's capacity to fulfil its mandate enhanced.

The 2014 Zanzibar Social Protection Policy aims “to improve the quality of life in Zanzibar by reducing poverty, vulnerability and deprivation, providing protection against shocks, improving access to essential services, enhancing social inclusion, and promoting equal rights and opportunities for all” (Ministry of Empowerment, Social Welfare, Youth, Women, and Children, 2014b: p.1). According to the ZSPP, MLEEYWC is the Ministry responsible for social protection; as such, the Ministry is charged with a wide range of responsibilities for coordinating the activities of governmental and non-governmental actors and ensuring the implementation of the ZSPP, as well as delivering its own services.

The Zanzibar Gender Policy mandates the Ministry ‘responsible for gender issues’ to “develop and strengthen appropriate structures and systems for coordinating gender mainstreaming, organise capacity building and other technical support services on Gender Mainstreaming to the central and local government sectors, institutions, Civil Societies and private sectors at different levels, enforce principles, develop and review guidelines for gender mainstreaming, women empowerment, resource allocation, dissemination and monitoring of the policy interventions, monitor and evaluate the Gender Policy responsiveness and the policy impact to the Zanzibar development”, among others. One of the policy strategies to address a “weak institutional capacity for coordinating and monitoring the promotion of gender equity, equality and empowerment of women” is to prescribe the “establishment and strengthening [of] national structures and institutional mechanisms by establishing the Ministry responsible for gender with specific department to coordinate monitor and evaluate the implementation of Gender Policy” (Ministry of Labour, Empowerment, Elderly, Youth, Women and Children, 2016b: pp. 25,31). Previous frameworks and coordination structures to prevent and respond to gender-based violence are being progressively replaced by the

mechanisms being put in place to implement the NPA-VAWC, under which the MLEEYWC has leading responsibilities.

The NPA-VAWC determines that “The National Committee on Violence against Women and Children will be the highest national level coordination mechanism mandated to supervise the implementation of the National Plan of Action. The Committee is chaired by the Minister Responsible for Legal Affairs and co-chaired by the Minister responsible for Women and Children. The Principal Secretaries of the Ministries responsible for Women and Children and Legal Affairs will form the secretariat of the Committee.” (Ministry of Labour, Empowerment, Elderly, Youth, Women and Children, 2017a: p.55). The plan bestows on the Ministry the responsibility to oversee and monitor its implementation by coordinating a wide range of stakeholders across different policy sectors in government and civil society.

While Zanzibar has no specific legal framework to guide its response to the violation of women’s rights and in particular to violence against women, it relies on a robust set of laws and very detailed new regulations that determine the role of the Ministry and in particular that of the ‘Department of Social Welfare’ and of ‘welfare officers’ in the protection of children.

The Children’s Act (2011), is the principal law governing children in Zanzibar. It incorporates Zanzibar’s international obligations on children’s rights into domestic laws, enshrining the core principles of the Convention on the Rights of the Child and the African Charter on the Rights and Welfare of the Child, and lays out a comprehensive legal framework addressing all aspects of children’s rights. Under the Children’s Act, the RGZ developed and gazetted Children’s Court Rules which provide detailed guidance on the standards and procedures to be followed in dealing with children’s cases. The MLEEYWC has also developed important regulations under the Children’s Act, focusing on children’s care and protection, foster care and guardianship and the registration and regulation of residential care institutions for children (Ministry of Labour, Empowerment, Elderly, Youth, Women and Children, 2017b: p.23-24). These regulations have recently been approved by the Attorney General’s Office and are soon expected to be gazetted.

The Children’s Act 2011 and its associated regulations place a significant responsibility on the MLEEYWC for the delivery of statutory child protection services. The Child Care and Protection Regulations define the ‘Department of Social Welfare’ as “a Department under the Ministry responsible for children affairs” (Revolutionary Government of Zanzibar 2017b, S.2). Part III of these Regulations place a general duty on the ‘Director of Social Welfare’ to ensure all necessary measures to protect children from all forms of harm. In fulfilling this obligation the Director of Elders and Social Welfare is required to, for example:

- a) investigate and assess the situation of children in need of protection;
- b) take such action as is appropriate to protect children who are suffering or who are at risk of suffering significant harm;
- c) progressively develop a range of appropriate services for children in need of protection, including community based family support, preventative, rehabilitation and reintegration, counselling and emergency services;
- d) establish and maintain the delivery of fostering services and organise the recruitment, training and monitoring of foster parent or families in accordance with the Foster Care Regulations;
- e) ensure adequate alternative family care, including foster care and approved children’s homes and institutions to meet the needs of children temporarily or permanently deprived of their families in accordance with the Approved Residential Home Regulations and the Foster Care Regulations;
- f) reduce criminal offending by children through the progressive development of:-
  - (i) preventive services and programmes for children;

- (ii) services to advise and assist parents in managing the behaviour of their children;
- (iii) services and accommodation for children who would otherwise be placed in pre- and post-trial detention;
- g) produce an annual child protection plan; and
- h) report to the Minister each year on the implementation of the annual child protection plan.

According to the Regulations, the Director also has the power to establish District Child Protection Units or such other bodies as may be necessary to undertake social welfare functions.

This list of responsibilities, and other duties further detailed in the Regulations, effectively mandate the 'Director of Social Welfare' to develop both preventive and responsive child protection services, putting into question the current role of the Department of Women and Children, as will be discussed in Chapter 4 of this report.

The Children's Act 2011 defines a 'welfare officer' as "a person appointed to render social welfare services including social welfare officers and women and children officers" (Revolutionary Government of Zanzibar 2011a, S.2), effectively equating the district social welfare officers and district women and children officers in their duties and responsibilities. This, as will be described in later sections and chapters of this report, has direct implications on how these two cadres divide their roles and responsibilities and is one source of confusion and tension between the DESW and DWCD.

Part four of the Child Care and Protection Regulations provide detailed guidance on how welfare officers must handle reports of child protection violations and lists many duties of the 'district welfare officers' including, for instance:

- a) Receiving child protection referrals and within 24 hours deciding whether there is a cause for concern and whether the matter should be investigated further;
- b) Where there is cause for concern the welfare officer is responsible for undertaking an initial risk assessment to determine whether the child is suffering or at risk of suffering significant harm. Where there is an immediate risk to the child the welfare officer is required to complete the risk assessment within 24 hours;
- c) In all other cases the risk assessment is required to be initiated within 72 hours and be completed no later than 14 days following the referral;
- d) Following the initial risk assessment the welfare officer can decide that there is no risk of significant harm and no further action should be taken; there is no risk of significant harm but the family should be referred for support services; or that there are reasonable grounds for concern that that child is at risk of significant harm;
- e) Where there are reasonable grounds for concern the welfare officer is required to conduct a full social investigation report within 14 days of the completion of the initial risk assessment;
- f) Where no court order is necessary but there is a reasonable cause to believe the child is suffering or at risk of suffering significant harm the welfare officer is required to convene a case conference within 10 days of the completion of the social investigation report. The purpose of the conference shall be to enable professionals involved with the child and family to review all relevant information and to plan how to support the family to care for the child, to safeguard the child and to promote the child's welfare;
- g) Welfare officers also have statutory duties in relation to children without parental care to provide assistance and accommodation and determining what intervention is required to safeguard the welfare of the child including placement with relatives with the consent of

- parents, admission in voluntary care and applying for a court order for the care and supervision of a child;
- h) In addition to their ordinary child protection duties the Department of Elders and Social Welfare and welfare officers have a wide range of responsibilities to children in conflict with the law. In particular, welfare officers are responsible for undertaking a first assessment of a child who is arrested and for providing a pre-sentence social inquiry report to the Court where child is convicted of a crime.

The Children’s Act 2011 Foster Care and Residential Care Regulations place additional responsibilities on welfare officers in the operation of foster care services and the regulation of residential care homes.

The following sections of this chapter will describe how the three MLEEYWC departments primarily involved in the implementation of these social protection, gender and child protection laws and policies are currently organised and discharging these duties in practice. A discussion of the challenges and capacity gaps faced by the Ministry in meeting these expectations is the subject of Chapter 4.

### **3.3 Structure of the Ministry**

The high-level structure of MLEEYWC, as it is currently constituted following the most recent addition of the Labour Commission and its departments, is reflected in the Ministry’s organogram, available in Figure 3.

At headquarters level the structure is fairly clear and straightforward, although it shows a large number of elements reporting directly to the Principal Secretary. The relationship between some of these bodies (such as the Empowerment Fund and the Zanzibar Youth Council) and the functional departments with which they are associated has not been fully explored, and falls outside the scope of this assessment. Different formal and informal documents<sup>6</sup> describe the mandate and responsibilities of the departments that have been selected as a primary focus of this assignment. Though the departments of Planning, Policy and Research; Women and Children Development; and Elders and Social Welfare relate to and are supported by other departments in the Ministry, these three departments are the focus of this assessment given their roles within the coordination and delivery of social welfare services in Zanzibar.

The 2015-2018 strategic plan mentions that in March 2014 the Ministry had approximately 400 staff, of which 20% had a degree or higher qualification, 17% had a diploma and 63% had educational qualifications below the diploma level (Ministry of Empowerment, Social Welfare, Youth, Women, and Children, 2014c: p.88). According to a recent report, the Ministry had, in November 2017, a total of 514 staff, distributed across 13 departments and sections as follows:<sup>7</sup>

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<sup>6</sup> The latter category includes presentation materials shared with the OPM team.

<sup>7</sup> The numbers included in this table do not always tally with disaggregated figures per Department presented within the same report. The figures also do not match with information OPM obtained through interviews with MLEEYWC staff. In all cases we have opted to cite the source of data used, mentioning greater discrepancies in the text when these have been found to be relevant to the analysis.

**Table 1: Number and gender of MLEEYWC staff per Department or Section, November 2017**

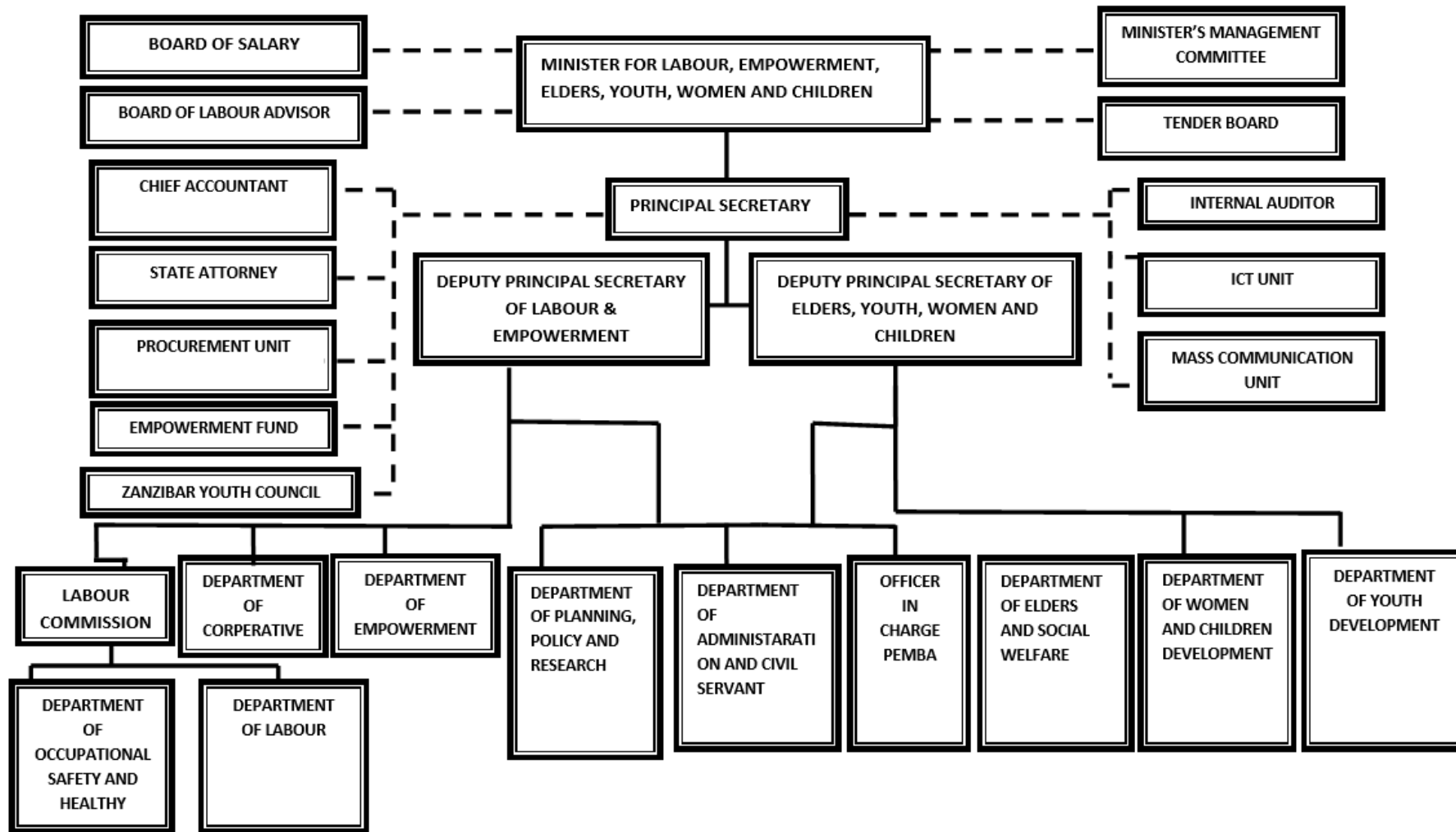
Official Title	Men	Women	Total
Labour Commission	14	19	33
Department of Administration and Civil Servants	63	43	106
Department of Planning, Policy and Research	5	6	11
Department of Labour	3	4	7
Department of Occupational Safety and Health	7	2	9
Department of Youth Development	7	9	16
Department of Women and Children	4	18	22
Department of Empowerment	3	4	7
Department of Cooperatives	27	17	44
Department of Elders and Social Welfare	31	96	127
Empowerment Fund	5	8	14
Youth Council	1	0	1
Office in Pemba	63	54	117
<b>TOTAL</b>	<b>234</b>	<b>280</b>	<b>514</b>

Source: Ministry of Labour, Empowerment, Elderly, Youth, Women and Children (2017d) *Ripoti Ya Utumishi Wa Umma Ya Mwaka 2016/2017*.

Several attempts were made, with support from UNICEF, to obtain updated Ministry staff lists including information about the educational qualifications of current staff, in particular of the technical staff in the three departments which are a priority for this assessment.<sup>8</sup> Different lists were received at different points in time, and despite several rounds of review, they remain incomplete and irreconcilable with other sources of information, including interviews and other Ministry documents. The latest lists received from the three departments covering technical staff can be found at Annex E and remain the primary source of information regarding the qualifications of technical staff working in Department headquarters and districts discussed in this and the following chapter, however fragmented and inconsistent they may be.

<sup>8</sup> For the purposes of this assessment we have adopted a simple working definition for 'technical staff', meaning all those who discharge a professional function that directly relates to the delivery of the Ministry's mandate, while considering all other administrative staff to occupy 'operational support' functions.

Figure 3: MLEEYWC Organogram



Source: Ministry of Labour, Empowerment, Elderly, Youth, Women and Children (n.d. a). Muundo Wa Wizara Ya Kazi, Uwezeshaji, Wazee, Vijana, Wanawake Na Watoto. Unpublished, MLEEYWC. Zanzibar.

### 3.3.1 Department of Planning, Policy and Research (DPPR)

According to interviews conducted by the OPM team with the DPPR Director and documentation reviewed, the DPPR is tasked with resource mobilisation, cross-ministerial coordination, policy development, planning, and monitoring and evaluation (M&E) against national development plans.

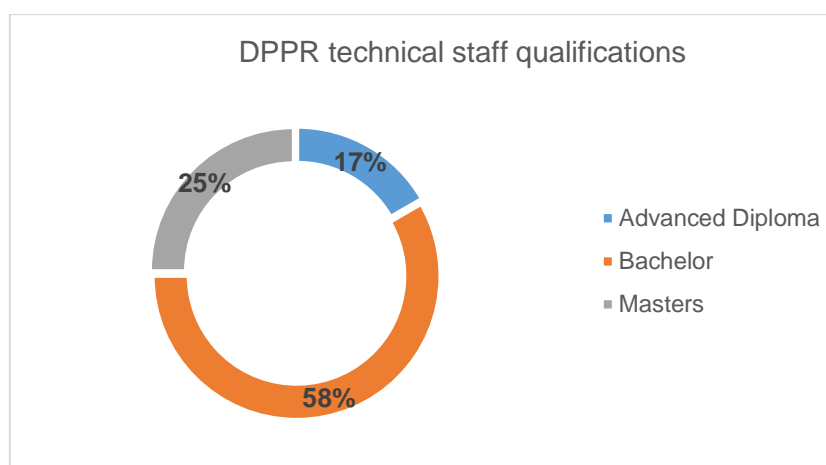
As mentioned earlier, information collected through interviews and documentation produced by the MLEEYWC regarding numbers and qualification of staff members was often contradictory and inconsistent. After a thorough analysis of all data received, we present below the figures we believe to be closest to the real situation at the time of writing this report.<sup>9</sup>

**Table 2: Number of DPPR technical staff and their educational qualifications**

Qualification	Form II-IV	Certificate	Diploma	Advanced Diploma	Bachelor	Masters	PHD	TOTAL
Staff numbers	0	0	0	2	7	3	0	12

Source: Department of Planning Policy and Research (n.d.). *Staff at Department of Planning, Policy and Research.*

**Figure 4: Educational profile of DPPR technical staff**



Source: Department of Planning Policy and Research (n.d.). *Staff at Department of Planning, Policy and Research.*

The following components are described in a document entitled “Duties and qualifications of officers in the Department of Planning, Policy and Research” (department of Planning Policy

<sup>9</sup> For instance, during interviews, the Department was described as having 17 technical staff members, of which six (the three IT and three communications officers) are ‘shared’ with the Department of Administration, which would mean that the remainder technical staff number would tally with the number of 11 listed in Table 1. However, in a DPPR staff list received by OPM from the MLEEYWC in early November 2017, 12 staff are listed as members of the department, which is also the number listed in the ‘Ripoti Ya Utumishi Wa Umma Ya Mwaka 2016/2017’ (Ministry of Labour, Empowerment, Elderly, Youth, Women and Children 2017d: p.6). Furthermore, the educational qualifications of DPPR staff are presented rather differently in these two documents; we have opted to utilise the information provided in the former rather than the latter document, presented in Table 2 and Figure 4. At this stage we have been unable to reconcile these lists to ascertain exactly how many staff are presently operational under each section and unit.

and Research (n.d)), which appears to be issued by the Zanzibar Planning Commission to all DPPRs across the Government:

1. Director
2. Chief/Principal Planning Officer
3. Monitoring and Evaluation Unit, (Headed by Principal Economic Officer).
4. Policy Development Unit (Headed by Principal Economic Officer)
5. Research Unit (Headed by Principal Economic Officer)
6. Sector Plans And Development Unit Headed by Principal Economic Officer)
7. Communications Unit (Headed by Principal Information Officer)
8. Project Design Section (Headed by Principal Economic Officer)
9. Planning Budget and Coordination of Donor Support Section (Headed by Principal Economic Officer).
10. Statistics Section (Headed by Principal Statistics Officer)

However, following information obtained through interviews, we have designed the DPPR organisational chart available in Figure 5, briefly summarising the roles and responsibilities of its three sections and seven units, which we describe in more detail below.

The **policy section** of the Department has one policy and law unit, staffed by one legal advisor and one policy advisor, which coordinates all policy development processes for the Ministry, working closely with the ‘user department’ (or the Department responsible for eventually implementing the said policy) for technical, sectoral inputs, by overseeing the policy drafting process. It liaises with development partners who may be funding policy development initiatives, drafts terms of reference to hire consultants and supervises the process until completion. Once the policy is finalised, the DPPR hands-over the policy to the user Department for implementation, but continues to monitor progress towards policy implementation through its reporting function.

The **planning section** of the DPPR is its largest section and is comprised of four units, the planning unit, the programme unit, the ICT/communications Unit and the Unit for cross-cutting issues. It seems that in practice, the ICT/communications Unit, which has six staff, is managed by the Department of Administration, while the cross-cutting Unit has no dedicated staff, as its functions are performed by the team working in the planning and programme units, who work very closely together. These two units are responsible for consolidating all planning and reporting functions of the Ministry, by receiving and collating programme monitoring data from all other departments, in collaboration with the research section. The DPPR requests that each Department of the Ministry appoints a planning, M&E and/or statistics focal point with whom it coordinates all its planning and reporting responsibilities.

On the planning side, the DPPR is responsible for preparing the MLEEYWC’s annual plan and its medium term strategic development plan, as well as all other organisational development and development partner collaboration plans. On the reporting side, it leads the preparation of monthly, quarterly, and annual departmental and Ministerial reports, as well as of the Medium Term Expenditure Framework (MTEF), the budget speech and the report on implementation of the election manifesto. The DPPR is also responsible for coordinating the production of all international human rights monitoring reports from Zanzibar to be incorporated into the official United Republic of Tanzania reports, such as periodic reporting on the implementation of the Convention on the Elimination of all Forms of Discrimination Against Women, the Convention on the Rights of the Child (CRC), the International Labour Organisation conventions, etc. The DPPR’s role is to coordinate the production of all these reports by facilitating the technical inputs from the respective departments and overseeing



the process following prescribed formats and timelines. The planning unit has one senior planning officer and one planning and budgeting officer, who reports to the senior officer.

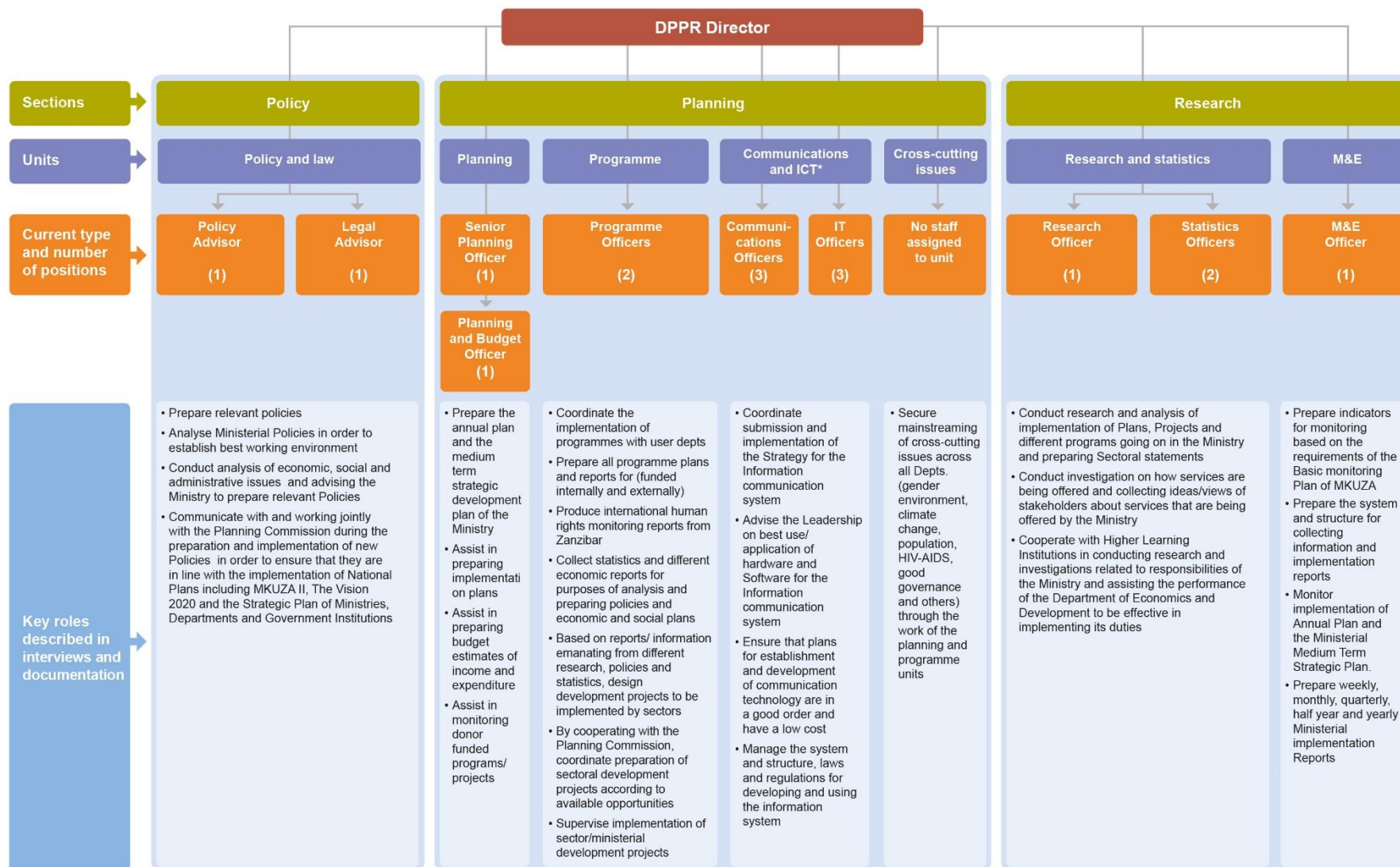
The Programme Unit, which is staffed by two programme officers, coordinates the implementation of the Ministry's five main programmes with user departments. They prepare plans and reports for all these programmes (funded internally and externally).

The Unit for cross-cutting issues is not staffed, but its function is to ensure a wide range of issues, such as gender, environment, climate change, population, HIV-AIDS, good governance (and others) are well covered across the work of all Ministry departments. This work is effectively undertaken by the planning and programme teams, as part of their routine planning and reporting roles. The Director of the DPPR facilitates a 'Cross-cutting Committee' where two representatives from each Department participate to discuss how the cross-cutting issues are being integrated in the Ministry's work. The Committee meets and reports quarterly on its work.

Clarifying a previous misunderstanding, the Director of the DPPR confirmed that the Department does not have a 'gender unit' per se, but that gender is one of the cross-cutting issues under the DPPR's responsibility; its role being therefore to ensure that a 'gender lens' is applied across all MLEEYWC work, while the DWCD is the lead implementer of the gender policy.

Finally, the DPPR's **research section** is comprised of the Research and Statistics and the M&E Units. According to the document mentioned above, the Research and Statistics Unit, which has one research and two statistics officers, is expected to conduct research and analysis of implementation of plans, projects and different programmes being implemented by the Ministry, conducting investigation on how services are being offered and collecting views of stakeholders about services that are being offered by the Ministry. It is also tasked with cooperating with higher learning institutions in conducting research related to responsibilities of the Ministry. The same source lists the main responsibilities of the M&E Unit, which has one M&E officer, as creating a monitoring and evaluation system within the Ministry, including the development of indicators for monitoring based on the MKUZA monitoring requirements, preparing the system and structures for collecting information across the Ministry, establishing a learning system by creating a good system of information, exchange of ideas and collection of monitoring and evaluation results, amongst others. This section maintains the system and generates the data used by the Planning section to produce its routine plans and reports.

Figure 5: DPPR organisational chart and main functions



\*The management of this unit was described by the DPPR Director as being shared with the Department of Administration.

### 3.3.2 Department of Women and Children Development (DWCD)

According to interviews conducted with various members of the DWCD, its role can be summarised as the Department that promotes and raises awareness on children's and women's rights. More specifically, with regards to women, the DWCD – being the Department responsible for leading on the implementation of the Zanzibar Gender Policy – promotes women's empowerment and income generating groups and provides legal and psychosocial support to women who experience distress due to marital conflicts and/or gender-based violence (GBV). When it comes to children, the DWCD carries out general children's rights awareness raising activities but is also often described as the Department responsible for 'child protection prevention' activities. A Ministry PowerPoint presentation shared with our team lists the following issues as being the responsibility of the DWCD: public education against all forms of violence, development of policy to eliminate GBV and improve the child-friendly environment, and development of a sensitisation programme for women and men around women's participation in decision-making, among others (Ministry of Social Welfare, Youth, Women and Children Development, n.d.).

Considerable overlap in formal responsibilities, under the MLEEYWC's strategic objectives 1 and 2, exist between the DWCD, on the one hand, and the DESW and the Department of Youth Development on the other.<sup>10</sup> The overlap in mandate between the DWCD and DESW also arises from legal provisions of the Children's Act 2011 and the Care and Protection Regulations, as seen in section 3.2. This overlap, in particular between the roles of the DWCD and the DESW, is source of confusion and tension between departments, and was often referred to during our consultations across the Ministry.

Despite requests, no additional formal documents specifically describing the mandate, role or functions of the DWCD were received by the consultants for this assessment, why all the findings described in this section are the result of a series of interviews undertaken with the department's Director and staff members.

The Director, who is relatively new to the Department and to its policy sectors, recognises that the DWCD is expected to lead thematic policy development, implementation and reporting, as well as national-level, cross-sectoral coordination and public mobilisation in all matters related to children and women in Zanzibar, coordinating closely with the DESW on issues related to child protection. She acknowledges that these functions are not being currently actively performed, mostly due to limited staff numbers and capacity. Plans appear to be underway to restructure Department sections and adjust responsibilities of staff members, but the persisting lack of clarity in the DWCD's mandate in relation to child protection was often cited by staff as a source of frustration.

As previously mentioned, information collected through interviews and documentation produced by the MLEEYWC regarding numbers and qualification of staff members was often contradictory and inconsistent. After a thorough analysis of all data received, we present below the figures we believe to be closest to the real situation at the time of writing this report.<sup>11</sup>

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<sup>10</sup> Strategic Objective 1: 'Socio-economic status of youth, women, children, elderly, vulnerable groups and community at large enhanced'; Strategic Objective 2: 'Access to quality care, prevention and social protection services for children, women, youth, elderly and vulnerable groups improved' (Ministry of Empowerment, Social Welfare, Youth, Women, and Children, 2014c: pp. 61 and 71).

<sup>11</sup> The Department was described in interviews as having 26 technical staff members, including staff working in Pemba and across all Districts of Unguja and Pemba, but this number does not correspond with the number of 30

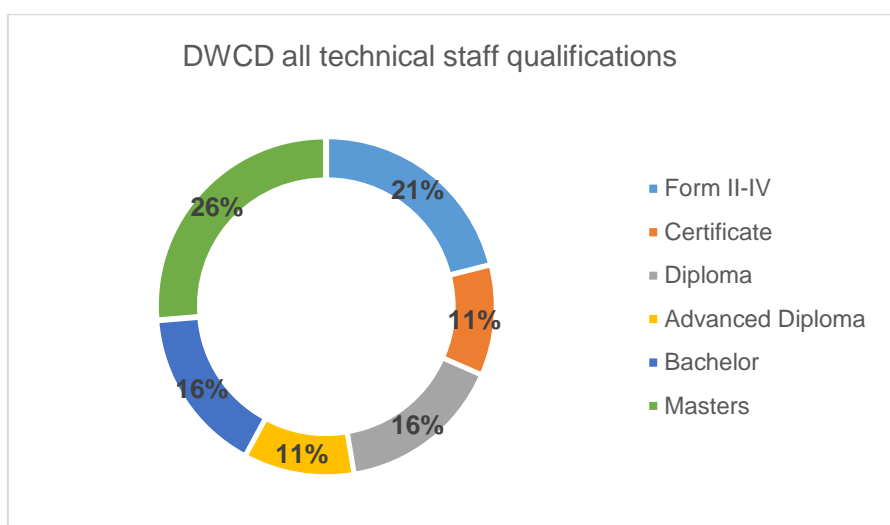
All staff based at the headquarters and DWCOs in Unguja report directly to the Director, while all the staff in Pemba, including DWCOs, report to the DWCD Pemba Head of department, who in turns reports to the Director. The MLEEYWC district reporting lines in Unguja and Pemba are depicted in Figure 17 in section 3.3.4.

**Table 3: Total number of DWCD technical staff and their educational qualifications**

Qualification	Form II-IV	Certificate	Diploma	Advanced Diploma	Bachelor	Masters	PHD	TOTAL
Staff numbers	6	6	4	2	7	5	0	30

Source: Department of Women and Children Development (n.d.) *List of Staffs of Women and Children Development*.

**Figure 6: Educational profile of all DWCD technical staff**



Source: Department of Women and Children Development (n.d.) *List of Staffs of Women and Children Development*.

A DWCD organisational chart is available in Figure 9, briefly summarising the roles and responsibilities of its sections, which we describe in more detail below. The work of the five headquarter sections is complemented by the work of the DWCD team in Pemba and that of its District Officers.

### 3.3.2.1 Headquarter sections

The **women development section** has three women officers and coordinates and facilitates women economic empowerment activities. The work is mostly related to fostering the creation of and training women's income generating groups across Zanzibar districts, building networks between these groups to promote exchange and increased number of opportunities for women and linking groups to government and private financial institutions

included in a DWCD staff list received by OPM from the MLEEYWC in early November 2017. Furthermore, 22 staff are listed as members of the Department in the 'Ripoti Ya Utumishi Wa Umma Ya Mwaka 2016/2017' (Ministry of Labour, Empowerment, Elderly, Youth, Women and Children, 2017d: p.6). As is the case with other departments, the educational qualifications of DWCD staff are presented rather differently in both documents; we have opted to utilise the information provided in the former rather than the latter, presented in Table 3 and Figure 6 below. At this stage we have been unable to reconcile these lists to ascertain exactly how many staff are presently operational under each Department section; the numbers appear to fluctuate on account of staff who have been recently transferred to other Ministry departments or government functions or are presently on long-term leave.

that can provide them with access to credit and loans. Through the work of the department's women officers at headquarters (HQ) level both in Unguja and Pemba, in collaboration with the District Women and Children Officers (DWCOs), women's groups are also offered access to a variety of skills trainings and other avenues for accessing economic opportunities, especially by collaborating with the work of the Ministry's empowerment, cooperatives and credit departments.

Through the same type of collaboration between HQ and district teams, the women development section also promotes and supports awareness-raising work against GBV, which includes training and technical support for the establishment of *shehia* level GBV committees, facilitated by WCCs. National campaigns and days of awareness combatting violence against women are coordinated by the HQ team, in close collaboration with development partners who support the department's women's rights work, most notably UNFPA and UN Women.

Staff members working in the section claim that most women who seek support from the Department do so as a result of marital disputes which often leave them financially destitute, without access to property and land, without their own source of income and unable to sustain the children who are often left in their care when a marriage breaks down. The work of the women's empowerment section is also to counsel women and support them to increase their own self-esteem and resilience, so they can join empowerment groups and learn about opportunities to become financially independent. When marital disputes require legal action, including when women have been victims of gender-based violence (GBV) the section refers the cases to the department's legal affairs and counselling section. When cases involve disputes about children's custody and maintenance, they are referred to the Child Protection Unit of the Department of Elders and Social Welfare.

Currently, the senior woman officer in the section is also responsible for collecting data across the whole Department at HQ and district levels on all issues to produce monthly and quarterly reports to the Director.

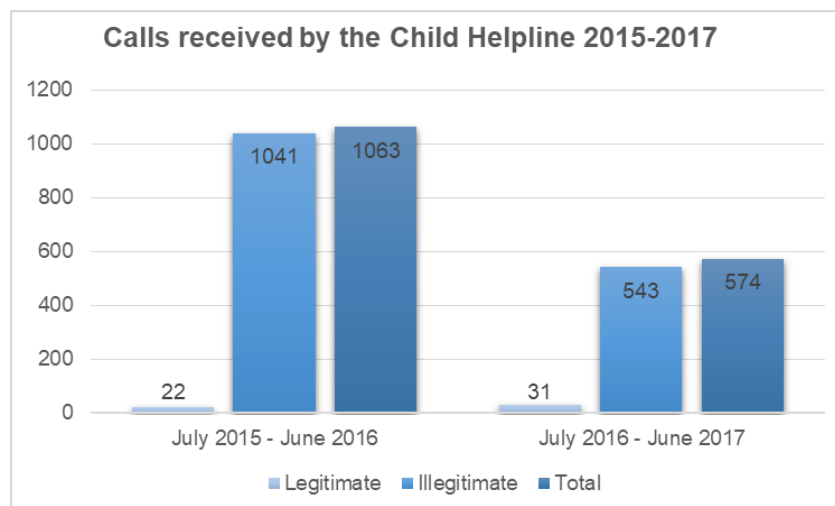
The **children development section** counts on two children officers and one helpline officer. The team describes its role as one of raising awareness about children's rights at large, and more specifically on child protection issues. It works very closely with the department's DWCOs, who in turn collaborate with WCCs to disseminate knowledge and good practices related to children's rights across all levels of Zanzibar society. Specifically, the section coordinates national activities related to the prevention of violence against children (VAC), parenting and early childhood development, supports the establishment and functioning of children's councils, as well as is responsible for the operation of the Zanzibar Child Helpline.

With support from UNICEF, the section coordinates the implementation of the NPA-VAWC across Zanzibar with all key stakeholders, especially in relation to prevention activities. It coordinates the national NPA technical committee and supports the cross-sectoral committees from Unguja and Pemba. Its work is to raise awareness about child protection issues across Zanzibar, in particular related to violence, and to promote strategies and interventions that prevent violence against children from occurring, such as parenting programmes (involving men and women) and early childhood development initiatives. While the work with parenting groups is actively supported by Save the Children, it is less clear what activities are presently undertaken by the DWCD in matters of early childhood development, an area into which the DESW is seeking to expand its work. All this work is done in close collaboration with DWCDs and WCCs, to reach children and families at village level.

With technical and financial support from Save the Children, the DWCD has facilitated the creation of 235 *shehia*-level children's councils and three district-level children's councils as well as the production of manuals that describe how to establish and facilitate the councils locally. The main purpose of these councils, which are comprised of local girls and boys, is to raise awareness on children's rights and create channels for child participation and reporting on child rights violations in accordance with the Children's Act 2011 (Save the Children, 2016: p.13). DWCD staff at HQ level provide technical support to DWCOs who work closely with WCCs who facilitate the councils at *shehia* level. DWCD staff at HQ also manage the collaboration with Save the Children.

The Zanzibar Child Helpline has been operational since July 2015 and was created primarily as a channel to receive reports of child abuse cases. It was established with technical and financial support from C-Sema, a child-focused Tanzanian Non-Governmental Organisation (NGO) which operates a similar helpline in the Mainland, and UNICEF. The Zanzibar helpline operates through a free, three-digit phone number ('116') which can be reached from any phone in the country. C-Sema and UNICEF supported the development of technical guidelines for the running of the service, purchased initial equipment and provided initial training for DWCD staff. C-Sema continues to sponsor the attendance of the Zanzibar team in helpline network meetings and is reportedly committed to supporting the Ministry to maintain the helpline until 2020. Despite all these efforts, the helpline service has faced operational challenges since its inception, especially in securing volunteers to man the phone lines available, as the Department does not have enough staff to run the service as originally designed (it was expected to operate in two shifts with three staff in each, every day of the week). As a result of these limitations, presently the helpline is only operational during the working hours of the DWCD, from Monday to Friday, between 7:30am and 3:30pm. Recent efforts have succeeded in mobilising a new group of young, volunteer social work and counselling graduates and students, who have been trained to operate the phone lines during office hours. One DWCD helpline officer oversees the service and supports the volunteers operating the phone lines, but she has recently been re-assigned as a 'statistics officer' for the department, supporting the senior women's officer to gather data for the production of monthly and quarterly reports. As the statistics function was very new for the officer at the time of our interview, and she had not yet received any orientation or training to perform this role, she was unable to confirm whether this means she will cease to work with the helpline in the near future.

The Ministry advertises the services of the helpline on the media when it is able to secure free space in newspapers and radio programmes, but most of the awareness raising carried-out about the service is done through the regular activities of the DWCD, disseminating the phone number in meetings, trainings, community activities, etc. The team overseeing the work of the helpline recognise that these efforts have proven insufficient to create enough and adequate public awareness about the existence and purpose of the service. Figure 7 summarises the number of calls received by the helpline between July 2015 and June 2017, revealing the striking proportion of illegitimate calls received.

**Figure 7: Calls received by the Zanzibar Child Helpline 2015-2017**

Source: National Child Helpline Zanzibar Call Centre (2016) and correspondence between UNICEF and OPM, November 10, 2017.

The team explains that illegitimate calls are often pranks, requests for information unrelated to the purpose of the service, including requests for support during emergencies such as fires or household accidents. Legitimate calls included, in the period 2015-2016, reporting of cases related to VAC, sodomy and rape, as well as neglect, early marriage and child maintenance.<sup>12</sup> When legitimate calls are received, the helpline team links the caller with appropriate services, by noting down as many details as possible about the case and providing the caller with information about where he/she should go for support. The helpline operator then informs both the service provider and the respective DWCO about the case, requesting that they follow-up directly with the caller to ensure services are provided. The lack of resources for transport limits their ability to follow-up on cases in person, so helpline staff rely on phone calls to monitor progress of cases.

The team is aware of the high proportion of illegitimate calls being received by the helpline but believe that additional awareness raising and dissemination efforts will eventually lead to increased and more appropriate use of the service by community members.

The **legal affairs and counselling section** counts on two lawyers and one counsellor. The section's primary focus is to support women in distress who need legal and psychosocial support. The cases often arrive at the DWCD headquarters and are first seen by a woman officer, who refers the more complex cases to the section. The majority of the cases handled by the team are related to maintenance and child custody, but also include battering, issues of property and inheritance and land ownership disputes. Cases related to divorce and inheritance within Muslim families are referred to Khadi's Courts and Muftis; criminal GBV cases (such as rape, sodomy, battering, and abduction) are managed following the provisions of penal law. The lawyers and the counsellor work together to provide legal and psychosocial support to women, accompanying them through the case proceedings and supporting them with counselling and referral to women's empowerment activities when relevant. The lack of resources for transport limits their ability to physically accompany women to a police station, to Court or to visit them at home to follow-up on their psychosocial wellbeing. All the services are therefore provided at the DWCD headquarters, where no

<sup>12</sup> We have not seen an analysis of the 2016-2017 data beyond the total numbers for the year.

specific office exists to counsel women on sensitive issues, raising staff concerns for the confidentiality of their clients.

The team of the section expressed concern with the need to ‘split’ the protection cases of women and children, as often these cases are in fact one and the same, making reference to the fact that they have been instructed to refer all children’s cases to the DESW. Women who arrive at the DWCD seeking support for the issues described above often have children who are also being impacted by the situation they are experiencing, either because, for example, the father of the children is not providing for their maintenance, or because the children are witnessing, or also experiencing, violence and abuse in the household. The DWCD team understand they must refer all child protection cases to the Child Protection Unit of the DESW, but they expressed concern about this separation of cases, since they continue to support the woman and mother with her issues, while another team is expected to support the child, who is dependent of the mother whose case is being followed-up by the DWCD. Cases of pregnant women who have other children seemed particularly challenging to divide, given the impact on both the born and unborn children. This situation was confirmed by the CPU team through interviews, and both teams recognise that there are presently no formal mechanisms for coordination and exchange of information between them, so they rely on informal phone calls to follow-up on cases which impact women and children of the same family.

We did not identify any formal peer-support or case-conferencing mechanism within the DWCD that would allow staff members from the three sections described above directly dealing with difficult individual cases to obtain advice and support from colleagues for their own work. During interviews, staff revealed that they have received very little on-the-job training to perform their duties and count on minimal supportive supervision to guide them, especially when it comes to case management and counselling. Another common hindrance frequently referred to by officers involved in this type of work is the absence of funds for transportation, which severely limits their ability to regularly follow-up on cases.

The **M&E section** of the DWCD has two positions, but the main M&E officer is reportedly on leave until January 2018. The assistant M&E officer was until recently a children officer but has been re-assigned to be an M&E officer without having received any orientation or training to perform this new role yet. The section is expected to compile information across the Department to produce monthly and quarterly reports for the Director, but is currently not fully functional. As earlier noted, one of the women’s officer and the helpline officer are both performing data collection roles with that purpose. The assistant M&E officer claims she is expected to verify the accuracy of the data reported by DWCOs to the headquarters, but since she has no training or resources to visit the districts to review the data, she is unable to carry-out that task. In the meantime, she performs other clerical functions for the department, especially in relation to organisation of events, meetings and outreach activities.

Similarly, the Director made reference to the existence of a **planning section** in the DWCD, whose role she is still determining, but indicated it should be responsible for the coordination of Department plans, preparation of MTEFs and implementation reporting. This seems to correspond to a function that the DPPR expects to exist in all Ministry departments. There appeared to be no staff dedicated to the section at the time of interviews.

### **3.3.2.2 DWCD in Pemba**

The DWCD is represented in Pemba by its Head of Department, who reports to the Ministry Officer in Charge in Pemba. In addition to the Head of Department, there are two DWCD



officers at the Department headquarters in Pemba, one being a children officer and the other a new counselling officer. All four DWCOs in Pemba report to the Head of Department in Pemba, while the 129 WCCs (one per *shehia*) report to their respective DWCO. The MLEEYWC district reporting lines in Unguja and Pemba are depicted in Figure 17 in section 3.3.4.

The DWCD Head of Department in Pemba is responsible for overseeing and coordinating all Department activities in the island and in practice also operates as a senior women officer. She attends weekly meetings with the Ministry's officer in charge in Pemba, participates in Pemba inter-ministerial committees and meets quarterly with the Director of the department. She is responsible for producing all Department plans, budgets and reports for Pemba. In addition, she leads and supports the department's work for women's empowerment and provides counselling to women in distress, similarly to the women officers at DWCD headquarters. She provides training for the establishment and running of GBV committees in *shehias*.

The role of the Pemba children officer resembles that of the HQ children officers, as she works closely with DWCOs to raise awareness on child rights and child protection issues. She trains and facilitates children's councils and parenting groups but also receives and supports individual clients – both women and children – when needed. She refers child protection and maintenance cases to the respective DSWO, but can also follow-up on children's Court cases when needed.

At the time of interviews, a new counselling officer had just joined the team in Pemba, after the position had been vacant for a long period of time. Her primary role will be to provide counselling to women in distress, much like the counsellor at the HQ level. However, all team members claim to provide counselling to clients and maintain that even after the arrival of the counselling officer they will all continue to do so, as they work in a team and 'everyone does everything'.

The Department has four DWCOs in Pemba, who work closely with 129 WCCs. Their roles will be further described in the section below, as they are the same in Unguja and Pemba.

### **3.3.2.3 District women and children officers and women and children coordinators**

The DWCD officially employs 11 DWCOs, one in each of the Zanzibar Districts, being seven in Unguja and four in Pemba.

As discussed in section 3.2, DWCOs (and DSWOs) are considered welfare officers in the Children's Act 2011 and therefore bear a host of statutory duties, including key responsibilities in child protection case management as detailed in the Child Care and Protection Regulations.

A job description issued to a DWCO in February 2017 was shared with the consultants. Interestingly, only one of the DWCOs interviewed had this job description, all others did not recall having ever received one. The DWCO job description reviewed consists of a list of the following nine responsibilities (Department of Women and Children Development, n.d. a):<sup>13</sup>

1. Involving the community in planning and devising different development projects.

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<sup>13</sup> The original document is in Kiswahili and was translated by the consultants for this assessment.

2. Educating the shehia development committees, religious leaders and leaders of Non-Governmental Organizations about different policies of the Ministry.
3. Educating and cooperating with the citizens, the shehas and officers of district councils in finding solutions to problems that are confronting the people in relation to activities taking place in different sectors.
4. Coordinating the implementation of district plans and projects on the basis of gender, children's rights and opportunities.
5. Keeping, translating, and disseminating statistics on different recorded data for community utilization.
6. Managing and coordinating women, children and gender development activities in the district.
7. Submitting reports on implementation of work to the district and regional leaders.
8. Providing education on gender issues and on children's rights
9. Performing any other duties related to your responsibilities as you will be assigned by your immediate head.

As the list above is very generic, information gathered through FGDs and interviews allows us to describe the tasks DWCOs presently undertake with more detail below.

DWCOs implement the department's functions at district level, being a critical link between the higher-level policy development and coordination activities undertaken at headquarters level and the service delivery to community members in *shehias*. Following the client-facing functions performed by the DWCD team at headquarters, DWCOs should spend the majority of their time promoting and supporting children's rights and child protection awareness raising activities (such as children's councils and parenting groups) and women's empowerment and GBV prevention activities. DWCOs refer GBV cases for legal and counselling support to specialised local NGO partners with whom they maintain close working relations, such as the Zanzibar Legal Service Centre. DWCOs are also responsible for overseeing and supporting the work of WCCs in every *shehia* (the work of WCCs will be discussed further below). Despite undertaking all this work, many DWCOs report spending the majority of their time undertaking child protection case management, especially in relation to child custody and maintenance cases.<sup>14</sup> As a result of the heavy caseload to be managed in districts, in practice, as prescribed by law, most DWCOs share the child protection case management function with DSWO, especially where and when DSWOs are for whatever reason not available.<sup>15</sup>

Several DWCOs consulted during this process reported that the DWCD wants them to cease working with child protection case management to focus primarily on their other duties. While DWCOs claim that they are mandated by the Children's Act 2011 and its associated regulations to undertake child protection case management and that they have been actively performing this function for a long time, they acknowledge that they have not been trained on child protection case management as well as DSWOs have. DWCOs perceive the DESW to be a stronger Department than the DWCD and understand that DSWOs have been formally designated as the main professionals responsible for child protection case management. In general, both DWCOs and DSWOs interviewed reported having a good, collaborative relationship at district level, often sharing offices and counting on each other for daily support with their workloads. However, the debate as to whether DWCOs should be involved in child protection case management remains a central topic of discussion at the Ministry's central

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<sup>14</sup> For further information and discussion about the qualifications and use of time of District Officers, please refer to sections 4.2.2 and 4.3.3.

<sup>15</sup> See Annex F for more details about how child protection cases are managed at district level.

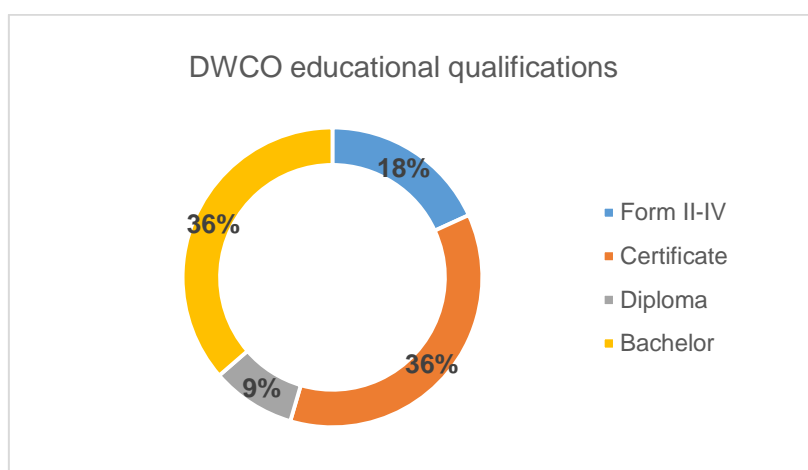
level, in particular because only three of the 11 DWCOs have formal social work qualifications. While only some DWCOs expressed strong views about wishing to remain involved in case management, the main agreement amongst all DWCOs consulted was that they would appreciate receiving clearer guidelines on how to undertake their work and updated job descriptions clearly detailing all their roles and responsibilities, whatever these may ultimately be.

All DWCOs meet quarterly with the DWCD Director at headquarters, which they expressed as being insufficient. They coordinate closely with District Commissioners and *shehas* and find them helpful in daily problem-solving. DWCOs submit monthly reports and quarterly summaries to the Director. The report includes information on activities around women's rights (empowerment and GBV), children's rights awareness raising and children's councils only. Information regarding child protection cases handled by DWCOs is shared monthly with DSWOs, who include this information in their monthly reports to the DESW Director.

DWCOs claim to have received significant on-the-job training from Save the Children and UNICEF on various matters related to children's rights.

Figure 8 shows the qualifications of the 11 DWCOs, based on information provided by the DWCD. Three DWCOs have Bachelor degrees, all in social work.

**Figure 8: Educational profile of DWCOs**



Source: Department of Women and Children Development (n.d.) *List of Staffs of Women and Children Development.*

Women and children coordinators (WCCs) are volunteer community members based in each one of the 387 *shehias* across Zanzibar, 129 in Pemba and 258 in Unguja (one WCC per *shehia*). There being only 11 DWCOs to support them, it is presumed that, on average, each DWCO in Unguja supervises 37 WCCs, while each DWCO in Pemba supervises approximately 32 WCCs.

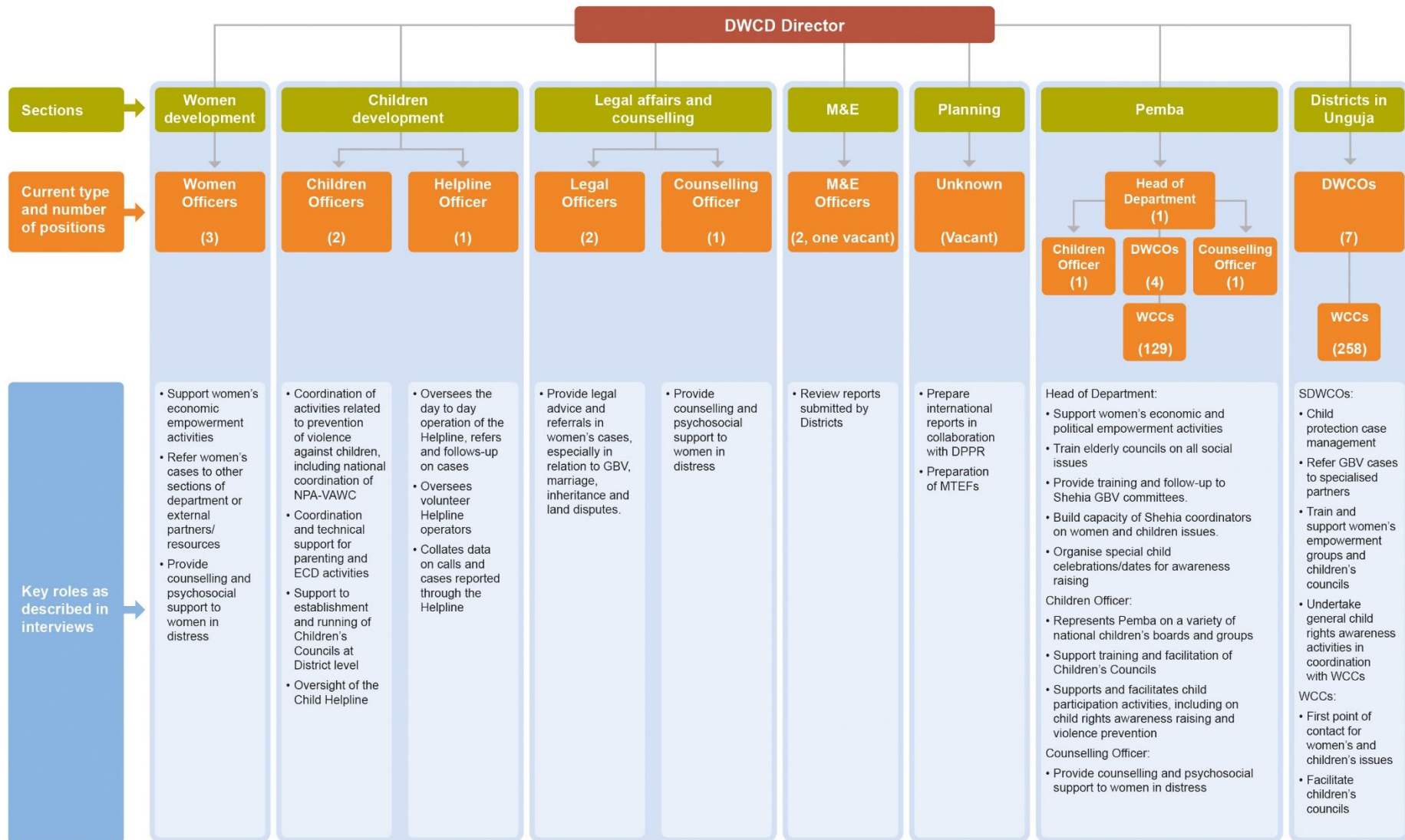
No job description or other Ministry document describing the role and responsibilities of WCCs was found, so once again the findings presented here are based on FGDs and interviews conducted with WCCs as well as other Ministry workers. According to these, WCCs are appointed by the *sheha* (the chief of the *shehia*) in consultation with the DWCO and other members of the *shehia* council. They formally report to DWCOs, maintaining close relations with their *sheha* and *shehia* members. WCCs are the focal points and facilitators of all women and children issues and activities at community level, undertaking promotional and

preventive work, as well as being the first point of reference to respond to cases of violation of women's and children's rights in their villages.

Despite their volunteer character, WCCs are, in effect, implementing the Ministry's policies and delivering some of its services at local level. DWCD staff at HQ and district levels count on them to facilitate women's empowerment groups, GBV committees, children's councils, parenting groups, community awareness raising activities and all other activities rolled-out by the department. WCCs claim to also support other MLEEYWC departments and even other Ministries in their community-outreach activities. Most WCCs have received training from Save the Children, UNICEF and the Zanzibar Law Society on a wide range of women and children's issues.

The role of WCCs in GBV and child protection case management warrants further investigation and due consideration. WCCs interviewed for this assessment claimed to play an active role mediating family conflicts and disputes, including those related to child protection and GBV. They also spoke of having very close contact with the police to follow-up on cases they have referred, and even of harbouring victims of violence in their own homes to secure their safety. Because of their role supporting victims, they claim they are often discriminated against and in some cases, become themselves victims of violent retaliation and intimidation by community members. The fact that the Ministry provides them with no official identity card or any stipends to cover at least for transport costs is the source of great frustration and demotivation. While their sense of duty is admirable, questions remain as to whether volunteer workers with limited training and capacity should be playing such active role in managing potentially very sensitive cases, especially those related to GBV and violence against children; this will be further discussed in Chapter 4 of this report.

Figure 9: DWCD organisational chart and main functions



### 3.3.3 Department of Elders and Social Welfare (DESW)

According to a presentation shared by the DESW, its main objective is to promote social wellbeing for all people by improving sustainable access to and providing quality social welfare and protection services with an emphasis on the poor and most vulnerable members of society. Strengthening the child protection system and addressing violence against children is part of this mission, as is the monitoring and supervision of all services to children, the elderly, injured workers and other vulnerable groups (Department of Social Welfare, 2016b). As discussed in section 3.2, the Children’s Act 2011 and its associated regulations - Care and Protection, Foster Care and Residential Care Regulations - provide a detailed regulatory framework that outlines the specific roles and responsibilities of the ‘Department of Social Welfare’ in the delivery of key child protection services. In practice it appears that the Ministry’s intention is to equate the legally mandated ‘Department of Social Welfare’ to the DESW, although several of the responsibilities described in the Child Care and Protection Regulations as being those of the ‘Director of Social Welfare’ are presently discharged by the DWCD. The question of mandate overlap between the DESW and DWCD is the object of further consideration in Chapter 4 and is central to this assessment’s findings and recommendations.

The DESW engages in a wide range of issues including the delivery of social protection services (e.g. the universal pension) and the coordination of the implementation of the social protection policy, the delivery of services to the elderly including the operation of three elderly residential care facilities, compensation for workers and key child protection functions, including the operation of one residential care facility for children in Unguja and for the licensing, inspection and supervision of all residential care facilities providing services for children in need of alternative care in Zanzibar.

As cited before, information collected through interviews and documentation produced by the MLEEYWC regarding numbers and qualification of DESW staff members was often contradictory and inconsistent. After a thorough analysis of all data received, we present below the figures we believe to be closest to the real situation at the time of writing this report.<sup>16</sup>

All staff based at the headquarters and DSWOs in Unguja report directly to the Director, while the majority of staff in Pemba report to the DESW Pemba Head of Department, who in

<sup>16</sup> According to the ‘Ripoti Ya Utumishi Wa Umma Ya Mwaka 2016/2017’ (Ministry of Labour, Empowerment, Elderly, Youth, Women and Children, 2017d: p.6), the Department currently has a total of 127 staff, however, the disaggregated DESW staff figures included in this report present several inconsistencies and are particularly difficult to reconcile. DESW staff lists shared with OPM in November 2017 were incomplete and did not include information about staff working at their headquarters in Pemba or staff working in the three elderly homes, why we are unable to produce a comprehensive overview of the whole department’s technical staff numbers and qualifications. In interviews, the Department was described as having 36 technical staff members, including staff working in Unguja and Pemba as well as 11 DSWOs, but excluding all staff working in the four residential care facilities managed by the DESW. This number does not exactly tally with the number of technical staff included in the DESW staff lists received by OPM, which list 23 technical staff in Unguja (mentioning four staff members are presently on study leave) and 11 DSWOs. Interviews indicated that the DESW has four technical staff at Pemba headquarters, but this has not yet been confirmed by any Department staff list. At this stage we have been unable to further reconcile these figures to ascertain exactly how many staff are presently operational under each Department section. As is the case with other departments, the educational qualifications of DESW staff are presented rather differently in the ‘Ripoti Ya Utumishi Wa Umma Ya Mwaka 2016/2017’ (Ministry of Labour, Empowerment, Elderly, Youth, Women and Children, 2017d: p.16) and in staff lists received by OPM; we have opted to utilise the information provided in the former rather than the latter, which we present in Table 4 and Figure 10.

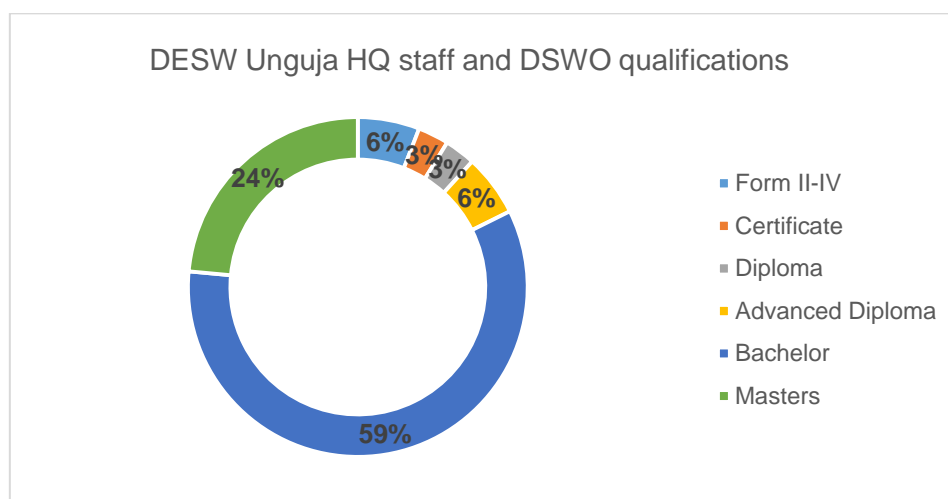
turn reports to the Director.<sup>17</sup> The MLEEYWC district reporting lines in Unguja and Pemba are depicted in Figure 17 in section 3.3.4Error! Reference source not found..

**Table 4: Number of DESW technical staff and their educational qualifications<sup>18</sup>**

Qualification	Form II-IV	Certificate	Diploma	Advanced Diploma	Bachelor	Masters	PHD	TOTAL
Staff numbers	2	1	1	2	20	8	0	34

Source: Department of Social Welfare (n.d.) *Staff at Head Office Department of Elders and Social Welfare*.

**Figure 10: Educational profile of DESW technical staff**



Source: Department of Social Welfare (n.d.) *Staff at Head Office Department of Elders and Social Welfare*, and Department of Social Welfare (2017c) *Social Welfare Officer in Respective District and Educational Background*.

### 3.3.3.1 Headquarter units

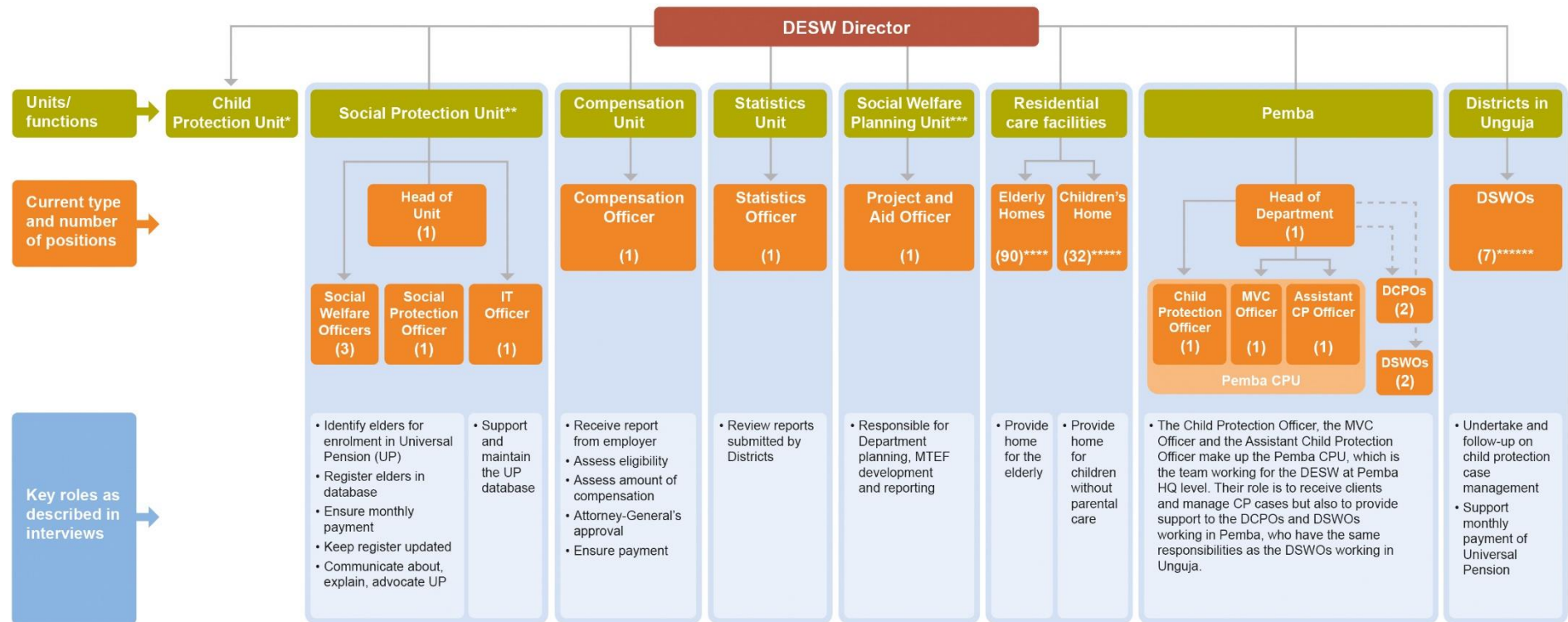
According to recent interviews, the DESW is structured into four units: the Child Protection Unit (CPU), the Social Protection Unit (SPU), the Compensation Unit and the Statistics Unit. The work of these units is complemented by the teams working in the four residential care facilities run by the Department, by the team working at the Department's headquarters in Pemba and by the District Social Welfare Officers (DSWOs) working in both Unguja and Pemba. An organisational chart of the Department as described in interviews can be found in Figure 11.

In light of their importance to this assignment, this report describes the work of the CPU, SPU and that of the DSWOs in significant more detail than that of the other units and sections of the DESW.

<sup>17</sup> Variations in the reporting lines of Pemba DSWOs will be discussed further below, under section 3.3.3.3.

<sup>18</sup> Due to significant gaps in available data, figures in Table 4 and Figure 10 include only 23 DESW HQ staff in Unguja and 11 DSWOs employed by the DESW.

Figure 11: DESW organisational chart and main functions



\*See separate chart for detailed composition of the CPU.  
 \*\*Important to note that while during interviews, SPU team members referred to themselves as either 'social welfare officers' or 'social protection officers', according to the DESW staff list shared with OPM by DESW in November 2017, all SPU staff are officially 'social protection officers'. Our interviews indicate that there are presently three social welfare officers, one social protection officer and one IT officer in the SPU, as depicted in this diagram.  
 \*\*\*The OPM team was notified of the existence of this Unit by the Project and Aid Officer during the review of this report. Its existence was not mentioned by any other sources consulted during this assessment; we are therefore unable to confirm how many other staff are allocated to the Unit, or their functions.  
 \*\*\*\*In December 2016, the three elderly homes were reported to have a total of 90 staff and housed a total of 65 elders (source: MLEEYWC/DESW, Abstract IWUJ, unpublished. Received from DESW, November 2017).  
 \*\*\*\*\*In November 2017, the Mazizini children's home was reported to have 32 staff members (source: MLEEYWC/DESW, Staff at Head Office Department of Elders and Social Welfare, unpublished. Received from DESW, November 2017). At the end of the 2016-2017 fiscal year, Mazizini housed 33 children (source: MLEEYWC, Taarifa Ya Utekelezaji Wa Mpango Kazi Wa Wizara Kwa Mwaka Mwaka 2016/2017, September 2017, unpublished. Received from DESW, November 2017).  
 \*\*\*\*\*The DESW employs 11 DSWOs (7 in Unguja and 4 in Pemba) but also provides technical support to another 11 DSWOs equally distributed who are formally employed by PO-RALGSD.



## Child Protection Unit

The **Child Protection Unit** (CPU) started its operations in 2010 with the aim of coordinating and delivering child protection services. Save the Children and UNICEF have provided significant financial and technical support for the establishment and running of the CPU since its creation. The facilities, which operate within the DESW headquarters and are shared with the SPU, are well presented and have relatively modern computers and access to the internet.

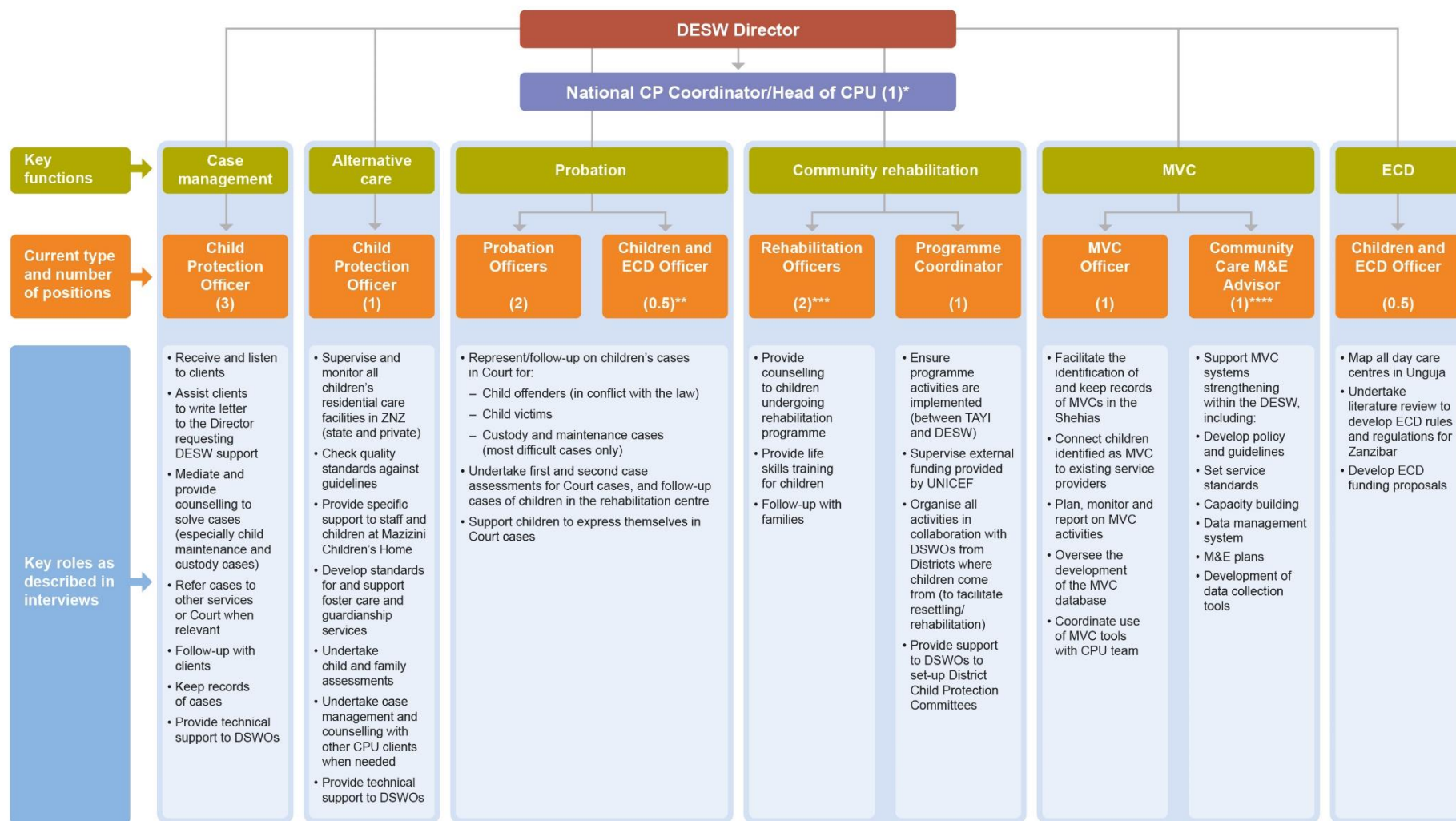
According to a 2016 presentation, the CPU's mission is to "Draw special attention to the uniquely vulnerable children by protecting them from harmful practices and massive violation of their rights" (Department of Social Welfare, 2016c). It lists a wide range of functions for the Unit:

1. To coordinate, monitor and supervise all child protection, ECD and MVC service providers and their interventions;
2. To build and strengthen child protection system with the focus of eliminating violence, abuse and exploitation of children at all levels;
3. To build capacities of stakeholders on child protection, ECD and MVC, including regions districts and shehia levels and facilitate their integration into the national child protection system;
4. To establish structures, design and implement child protection programs at all levels;
5. To provide counselling and psychosocial support services to victims of abuse and their families;
6. To set standards of operations and provide guidelines to private providers of child protection services in Zanzibar;
7. To raise community awareness on child protection issues, ECD and MVC with the purpose of changing mind set of people and promote development of children within the community;
8. Identify all vulnerable children and their needs and monitor services provided to them;
9. Receive child maintenance claims and abuse cases and find remedial solutions for the best interest of the child;
10. Conduct initial, risk and needs assessment and social enquiry reports to abused children, children at risk of abuse and children in conflict with the law;
11. Undertake all probation services to children in conflict with the law;
12. To make referrals to other institutions working with children;
13. To make follow ups of children victims of abuse and children in conflict with the law at Police stations, children's courts and other courts.

Since no other official documents describing the mandate, role or functions of the CPU was found, the descriptions that follow in this section are based on information obtained through a series of interviews with CPU and DESW staff members, except where explicitly stated otherwise.

During these interviews, the CPU was described as performing four key child protection functions: case management, probation, community rehabilitation and alternative care. The Unit also harbours functions related to MVC and ECD programming. Figure 12 overleaf shows how the CPU structure and key roles were described.

Figure 12: CPU organisational chart and main functions



\*Despite being referred to as 'Head of the CPU', the national CP coordinator does not formally line manage any of the CPU staff. Like all other DESW staff members, all CPU staff report directly to the DESW Director.

\*\*The children and ECD officer performs as a Probation Officer half of her time, and as an ECD officer the other half of her time.

\*\*\*These two rehabilitation officers are seconded to TAYI, a local NGO running a rehabilitation centre for children in conflict with the law.

\*\*\*\*This Community care M&E advisor is a position seconded from MEASURE Evaluation to the DESW.

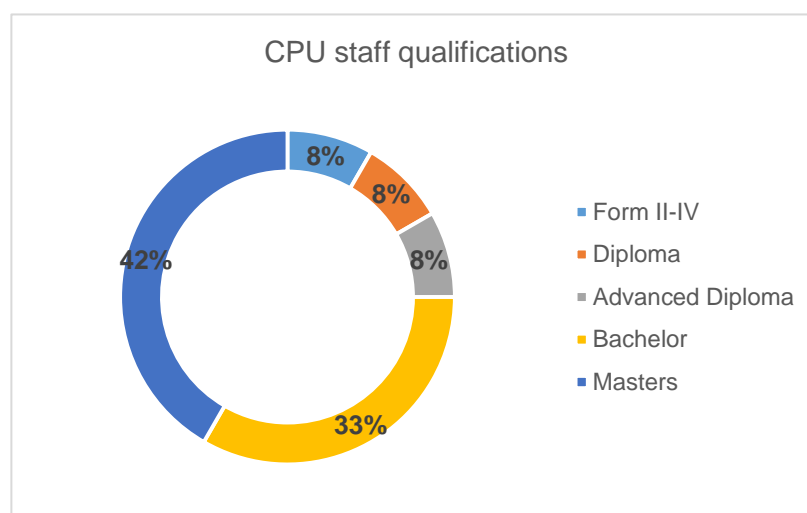
The unit was reported as having 13 staff members in interviews, but upon closer scrutiny we understand this includes two positions performing MVC functions, one of which is seconded from MEASURE evaluation, a partner agency (the Community Care M&E Advisor), and one MVC M&E officer role which is currently being performed by the DESW's Project and Aid Officer on an interim basis. The DESW staff list includes 12 staff members assigned to the CPU, two of whom are currently on leave without pay, whose educational qualifications are shown in Table 5 and Figure 13 below. At this stage we have been unable to reconcile these lists to ascertain exactly how many staff are presently operational under each Department section; the numbers appear to fluctuate on account of staff who have been recently transferred to other Ministry departments or government functions or are presently on long-term leave. All CPU staff members are directly supervised by the DESW Director and work from the CPU office at the DESW headquarters except for two rehabilitation officers who are presently seconded to a partner organisation.

**Table 5: Number of CPU technical staff and their educational qualifications**

Qualification	Form II-IV	Certificate	Diploma	Advanced Diploma	Bachelor	Masters	PHD	TOTAL
Staff numbers	1	0	1	1	4	5	0	12

Source: Department of Social Welfare (n.d.) *Staff at Head Office Department of Elders and Social Welfare.*

**Figure 13: Educational profile of CPU technical staff**



Source: Department of Social Welfare (n.d.) *Staff at Head Office Department of Elders and Social Welfare.*

Two of the four professionals with Bachelor's degrees in the CPU are Bachelors in social work, while one of the five professionals with a Master's degree has a Masters in social work.

The CPU is, in principle, led by a National Child Protection Coordinator, or Head of the CPU. However, the role of this Coordinator appears to be more related to peer-support and technical guidance since the Coordinator has no formal decision-making or supervisory mandate in relation to the CPU team. During interviews, this lack of clarity in the CPU management structure was cited as a source of confusion and frustration. Team members claim that when the Coordinator has attempted to organise the work of the Unit differently or

direct certain colleagues to perform certain roles or activities, negative reaction was felt as some staff affirmed that they report only to the Director.

Overall, the whole CPU team expressed a strong sense of 'collective', by often declaring that 'everyone in the team does everything'. According to them, all staff members are equally skilled and able to undertake any of the Unit's tasks, so they support each other whenever there is a need. They also stated that all team members provide technical support to DSWOs when needed. While taking this into consideration, below we describe the main functions of the Unit as presented to OPM.

Three child protection officers are exclusively assigned to undertake **child protection case management**, but this function is frequently performed by other staff members working at the CPU office as it occupies a significant amount of time from the whole team. Annex F provides a description of how cases are managed by the CPU and a brief discussion around the caseload managed by the Unit. In summary, the CPU team receives clients, listens to their grievances, supports them to write letters to the DESW Director requesting support and later implement the decision made by the Director by managing the cases accordingly. As the vast majority of cases received relate to child custody and maintenance disputes, the officers provide frequent counselling support to clients with the expectation that mediation and conflict resolution will lead to a consensual outcome, keeping the case out of the court system. When that is not possible, or in the few cases where criminal offences are reported, the CPU team of probation officers will support the clients through the legal procedures.

One of the child protection officers diligently maintains a case register (often referred to as 'the big book') where basic information about all child protection cases arriving at the CPU are recorded.<sup>19</sup> She also files all letters addressed by the clients to the Director, with her written decision about how to proceed in each case. Monthly the officer transfers information about the number of cases to the computer to produce a monthly report to the CPU Coordinator (no other case information is included in these reports). The officer claims that only two people have access to the big book but that is unlikely to be the case when so many officers are involved in case management and case information has to be entered manually into the register.

The CPU has two full-time **probation** officers and one 'children and ECD' officer who also spends a significant amount of her time performing probation functions. The work of these officers is to represent children and follow-up on children's cases in court, whether children are perpetrators (in conflict with the law), victims of violence or abuse or the subject of custody and maintenance disputes. Probation officers undertake first (information about child and family and case background) and second case assessments (to determine child's best interests) for court cases, and follow-up cases of children who are referred to the rehabilitation programme until they have concluded programme activities.

Two rehabilitation officers and one **rehabilitation programme** coordinator are members of the CPU team. The programme has been developed over recent years with support from UNICEF and aims at diverting children who have committed criminal offences from detention by referring them to a rehabilitation programme instead of being deprived of their liberty in a remand home. The programme is run by Tanzania Youth Icon (TAYI), a local NGO, with whom the DESW has a partnership, and aims to provide life skills and psychosocial support

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<sup>19</sup> Date entered into the register includes information on case number, date of entry, *shehia* and district of client's origin, client's name, name of accused (when relevant), relationship between people involved, nature of complaint, name, age and gender of victim (when relevant), action taken by CPU, outcome of case and case closure date.

for children and their families. In practice, rehabilitation officers appear to work as children's caseworkers at the rehabilitation centre and coordinate with DSWOs to facilitate children's reintegration back into their communities and families once the programme is concluded. As a result of this institutional arrangement, the two CPU rehabilitation officers perform their daily work at the TAYI rehabilitation centre and not at the DESW office. They claim to each work only half day at TAYI, one in the morning and another in the afternoon, having the rest of the working day to attend to other DESW work as necessary (which did not appear to be frequently needed). The programme coordinator is based at the CPU office and oversees the management of the programme and of the DESW's partnership with both UNICEF and TAYI. The coordinator claimed to have an additional role in the CPU, unrelated to the rehabilitation programme, of supporting the establishment of District Child Protection Committees by providing technical guidance to DSWOs.

One child protection officer of the Unit is dedicated to providing and supervising **alternative care** services. Under the Children's Act 2011 and its associated regulations, it is the responsibility of the DESW to licence, inspect and supervise all residential care facilities in Zanzibar.<sup>20</sup> The main role of this dedicated officer is to provide technical support and guidance to all such facilities in Zanzibar (one public, six private), monitoring their compliance with the quality standards prescribed in the recently approved Residential Care Regulations. The officer works closely with the team of the Mazizini Children's Orphanage which is run by the DESW and which she visits weekly to discuss children's cases. She provides direct counselling to children when needed, but most of the time she works closely with the home's matron, who is, in practice, the caseworker for all children in the facility, assisting in the case planning and review of each child. According to the CPU officer, their current work is to ensure children's wellbeing is cared for while they reside at the facility. Despite the fact that all children living at Mazizini have known parents, no systematic family reintegration efforts are underway. This is reportedly about to change as Save the Children and UNICEF are supporting training activities and preparations to place these children in family-based care alternatives. The officer visits the six privately-run institutions quarterly, when she provides technical guidance and support to improve the delivery of services to children. She claims this is a challenging task, as most of the facilities are religious and have little motivation to change their approach by facilitating the reintegration of children with their families or placing them in family-based alternative care. Finally, the alternative care officer is also responsible for providing foster care and guardianship services. She assesses candidate families and caregivers for suitability and matches them to children who are eligible for such services. This does not happen often, and no cases of foster care or guardianship had been processed between January and October 2017.

In addition to performing the four key child protection functions described above, the CPU also harbours the team managing the MVC programme and one officer partly tasked with developing ECD programming.

According to the team, the DESW has been implementing the National **MVC Programme** since 2002 and the DESW Director is the national coordinator for all MVC issues in Zanzibar, chairing the National Stakeholders MVC Committee. The programme is funded and implemented by a wide range of government departments and civil society organisations who coordinate their actions to improve service delivery to MVCs.<sup>21</sup> In 2017, in 16 *shehias* 991

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<sup>20</sup> An assessment undertaken by the DESW and Save the Children in 2016 found 11 residential care facilities for children in Zanzibar, housing a total of 520 children (Department of Social Welfare, 2016a). Four facilities have reportedly since been closed.

<sup>21</sup> According to the Zanzibar Most Vulnerable Children M&E Plan, a MVC is defined as any child under age 18 who lives in the following conditions: a) Children from very poor families; b) Orphans; c) Children living with sick

children were identified. It is currently active in six *shehias* of the Urban District, where 93 families are enrolled. In these *shehias*, WCCs facilitate MVC Committees, which support the identification and monitoring of registered households. Families which are registered are referred to specialised services provided by programme partners. DSWOs collect information about implementation and include data about the programme in their monthly reports to the Director. The programme is currently focused on the development of a strong Monitoring and Evaluation system with the support of MEASURE Evaluation Tanzania. The role of the CPU MVC M&E officer is to keep a record of the number of MVCs identified, plan, monitor and report nationally on MVC activities, consolidating inputs from all programme partners; she is also in the process of developing a national programme database. The MVC M&E officer position is presently vacant but as earlier mentioned, the DESW Project and Aid Officer is accumulating this function on an interim basis. MEASURE evaluation, a partner agency of the programme, seconded the Community Care M&E Advisor to the DESW with the purpose of strengthening MVC systems. The advisor is responsible for the development of policy and guidelines, setting service standards, building capacity of partners, developing a data management system, designing M&E plans and developing data collection tools. The team claims that the tools and database being developed for the MVC programme will be useful for all CPU staff to monitor their programmes, so they will be trained on how to use MVC M&E system when it is ready for roll-out.

Finally, the CPU team includes one **ECD** officer who is currently on leave without pay. In her absence, a ‘children and ECD officer’ dedicates part of her time building the foundations of a potential ECD programme. This officer, however, has never been trained on ECD issues so admits to finding it challenging to perform ECD activities without any technical support or supervision. To date, her activities have focused on initiating a mapping of all day care centres in Unguja, conducting a literature review to develop ECD rules and regulations for Zanzibar and developing a project proposal for the Malala Foundation (which she found particularly difficult due to her limited English language skills). Interviews indicated that what earlier was called an ‘ECD Unit’ had been transferred from the Ministry of Education to the DESW to ensure a more holistic approach to ECD beyond early childhood education, but at this stage it is unclear what approach the DESW wishes to take towards ECD programming and how it is connected to the CPU’s mandate. No attempts of coordination with the DWCD, which also claims to promote ECD work, on the subject were identified.

Similarly to the situation with DWCD headquarters staff, we did not identify any formal peer-support or case-conferencing mechanism within the CPU that would allow team members to obtain structured and systematic advice and support from colleagues for their own work. When asked about where they turn to for support when they need it, much like DSWOs, the team mentioned the DESW weekly meetings with the Director as the main space to table any concerns they may have. This inevitably means that individual case history is disclosed to a large number of DESW staff and that sensitive client information is made public to individuals who bear no connection to said cases. On a daily basis they informally seek each other’s support and ultimately turn to the Director for all critical decision-making. While the CPU staff

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parents ( including those living with HIV); d) Children who are unable to meet access to essential livelihood items; e) Abandoned children (these are children who have been abandoned by their biological parents, left in the care of either very poor and or sick mothers – biological/ stepmothers; very old/ poor and or sick grandparents; or other members of extended family living in destitution); f) Children born out of wedlock; g) Children suffering from violence, abuse and /or neglect and exploitation; h) Teenage girls with children out of wedlock; i) Children from divorce families living with one of the biological parent and or step parent; j) Children with disabilities; k) Children living in a household with only an elderly care giver ( 60 years and above) with significant unmet needs (shelter, assets (e.g. lack of bedding, chairs and other necessary households’ equipment and children lacking clothing and school uniforms); l) Children with chronic (including HIV) with significant unmet needs; m) Children of drug addicts; and n) Children abusing drugs (Revolutionary Government of Zanzibar, 2015a: pp.1-2).

hold higher educational qualifications than DWCD staff, this does not reduce their need for technical supervision and psychosocial support to deal with what can sometimes be very sensitive and complex cases. Such mechanism would not only provide structured support to team members but would likely improve the quality of the services rendered by the Unit.

Discussions with the CPU team indicate that they are aware that case management – especially in relation to child custody and maintenance – currently takes up a disproportionate amount of time from team members. When asked why individual cases that arrive at the CPU are not referred back to their districts of origin (especially as now all districts, including Urban districts, have dedicated DSWOs managed by the DESW), officers claimed that they don't feel that would be fair to clients, and that the Director has instructed them not to ever turn any client who needs child protection services away. A discussion about why clients continue to bring their cases to the CPU when they could, in theory, obtain the same services at district level, concluded that happens because of three main reasons:

1. The CPU was established before DSWOs were managing child protection cases, so the public is used to coming to the DESW headquarters because this was the first place where they received individual child protection services. Some clients remain unaware that DSWOs and case management services exist in their districts;
2. The population has, in general, a perception that the quality of services rendered by the CPU will be better than what they will receive at the district (even if they have never tried that), simply because it is a centrally managed service;
3. Some clients have had bad experiences and/or received poor child protection services at district level so they turn to the CPU for assistance.

The team argued that their strategy is to progressively build the capacity of DSWOs and disseminate information about the services available at district level so clients no longer see the need to present themselves at the CPU for cases that can be handled locally. However, they also acknowledge that certain types of case management services will likely always have to remain with the CPU due to its central nature, for instance support for complex cases or cases that require very specialised assistance, such as provision of certain alternative care and rehabilitation services.

CPU team members also recognise that the Unit presently does not have adequate planning, monitoring and evaluation functions. The team works mostly in 'reactive mode', responding to the demands posed by clients or the Director. The absence of a data management and learning system means that they operate without a basic understanding of the outcomes of their work and cannot use historical data analysis to understand evolution in the incidence and prevalence of child protection violations in Zanzibar. They share basic case statistics with the DWCD for annual reporting on children's rights, but are unable to provide any type of contextualised analysis of caseload trends. Against this backdrop, it is not surprising that we have not been able to access any substantial child protection caseload data generated at district or CPU levels, and have had to resort to the very feeble estimations available at Annex F.

While many challenges were openly aired in discussions with the OPM team, the majority of these were not new to the CPU/DESW team or its development partners. In February 2016 a two-day 'CPU SWOT analysis session' was held with support from Save the Children and UNICEF to identify a large number of strengths, weaknesses, opportunities and threats for the performance of the Unit. The findings of this exercise can be briefly summarised as follows (Ministry of Labour, Empowerment, Elderly, Youth, Women and Children, 2016c: p.3-4):

#### Strengths:

- The existence of a Zanzibar Children’s Act and its associated regulations and guidelines;
- The multi-sectoral approach used by the Unit, involving different stakeholders in dealing with child protection issues;
- The capable workforce of the Unit;
- The good working environment and child friendly facilities that offer privacy to clients;
- The good follow up of children’s cases at the Court, including those of children in conflict with the law.

#### Weaknesses:

- Inadequate coordination between national, district [and] community [level actors] and family members;
- Poor home visitation [services for follow-up] to victims and clients;
- Poor capacity of Department in fundraising and advocacy;
- Lack of child protection expenditure identification and breakdown;
- Poor documentation of issues, activities and investment in child protection;
- No national functioning database to provide a clear picture of the situation of child abuse nationally.

#### Opportunities:

- Make the best use of Children’s Act and legal sectors including Gender and Children’s Desks and Children’s Court;
- The availability and use of media and social networks in child protection issues;
- Work hand-in-hand with development partners and NGOs;
- Existence of child protection structures at different levels, from National, District to local level;
- Divide work amongst officers of the Unit for effective results and management;
- Colleges and universities providing child protection courses.

#### Threats:

- Difficulties in protecting children due to contradictions between Islamic and secular laws, and outdated laws which need to be reviewed;
- Increased number of child abuse incidences;
- Children to continue to be abused within the community as community members are not aware of the laws concerning children;
- Hindrance for children to achieve justice due to the poor response of the justice sector and other sectors working with children;
- High donor dependency in supporting children.

The exercise produced a long list of actions to be taken for the CPU to meet its mandate and roles, many of which appear to remain unresolved and will re-emerge as part of the recommendations of this capacity assessment (such as, for example, the need to put in place job descriptions and a performance management system for the CPU staff, to provide focused training to staff members based on their roles and responsibilities and to make use of data to have a better picture of the child protection situation in Zanzibar).

### **Social Protection Unit**

The **Social Protection Unit** (SPU) was established in 2013 and was tasked with the following core activities:



- Development of implementation plans;
- Coordination of social protection activities with other stakeholders; and
- Implementation of the Universal Pension (UP) that was inaugurated in April 2016.

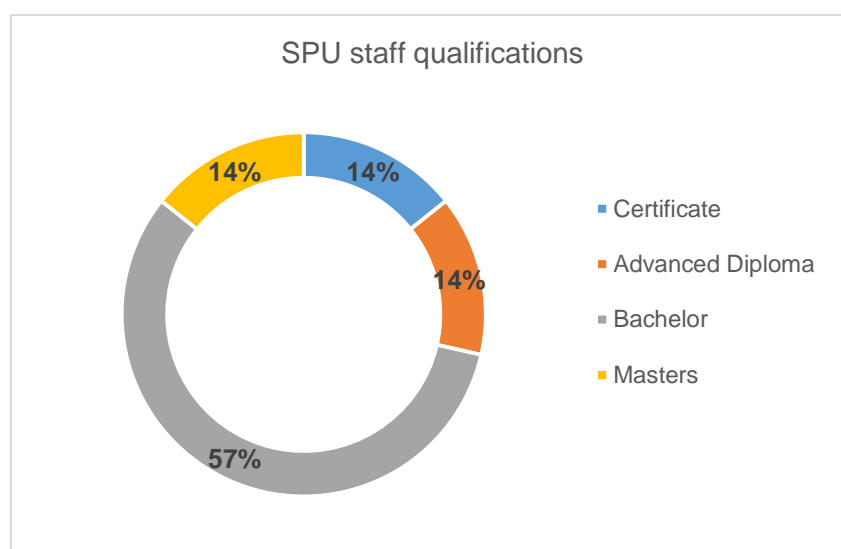
However, it is now apparently occupied only with implementation of the UP, although two group interviews with the unit's staff, supplemented by two interviews with the Director of Elders and Social Welfare, exposed deep uncertainties about the boundaries of the unit as regards both functions and staffing. At interview we identified six members of staff definitely working in the unit, consisting of the head of the unit, three social welfare officers (two of whom only joined the Ministry in October 2017), one social protection officer, and an IT officer. All of these individuals have bachelor's degrees in social work, apart from the IT officer who has a BA in information technology. This corresponds only very loosely with the official DESW staff list, which shows seven members (as in Table 6 below), three of whom have bachelor's degrees in social work, and includes an Elders Officer who has a Certificate in Youth Work. Only three individuals appear both on this list and on the list generated by the second group interview in October.

**Table 6: Number of SPU technical staff and their educational qualifications**

Qualification	Form II-IV	Certificate	Diploma	Advanced Diploma	Bachelor	Masters	PHD	TOTAL
Staff numbers	0	1	0	1	4	1	0	7

Source: Department of Social Welfare (n.d.) *Staff at Head Office Department of Elders and Social Welfare.*

**Figure 14: Educational profile of SPU technical staff**



Source: Department of Social Welfare (n.d.) *Staff at Head Office Department of Elders and Social Welfare.*

One major area of uncertainty was whether this group of staff, who were entirely concerned with UP implementation, constituted the entire SPU or was a sub-unit. After considerable probing we concluded that what was sometimes described as the UP unit is coterminous with the SPU. When asked to describe the other elements of the SPU staff named the Compensation Unit, CPU, a Residential Care Unit consisting of two officers for elderly care and one for children's care, an M&E Unit consisting of one person seconded from an NGO,

and one HR officer. While detailed this picture is clearly incompatible with other information about the department's structure. Although there remains an outside chance that there are other staff elsewhere carrying out social protection functions, we have been unable to locate these, either in person, or on paper in the organisational structure. The assessment has therefore concluded that at present the Universal Pension is the sole task carried out by the SPU, with other social protection coordination and implementation activities remaining dormant. This has implications for the capacity of DESW and MLEEYWC as a whole to perform its intended leading role in the coordination of ZSP implementation.

The distinction between an SWO and an SPO was said by the staff concerned to be that the former may deliver the full range of social welfare services while an SPO will work on cash transfers only. In practice the three SWOs and one SPO in the unit perform the same duties interchangeably.<sup>22</sup> The processes involved in administering the UP are shown in the outline process map in Figure 15 below, and can be described as follows:

#### 1. Identification

- The *sheha* fills in application forms for those who are or are thought to be 70 and above, using their ID card to verify age where this exists.
- Completed forms are taken by the *sheha* to the DSWO for further verification and comments; the DSWO may challenge the identity of the individual, or query whether they have been resident in the *shehia* for five years (unless they are transferring registration from another location), and require the *sheha* to certify their eligibility.
- The forms are sent by the DSWO to the SPU office for final verification and registration.
- SPU officers visit the *shehia* to interview and verify applicants without ID or whose ID is doubtful – the decision rests with the SPU officer. Around 40% of elders don't have ID, or their ID card doesn't show their real age as they had to guess when applying.
- The registration process is continuous; *shehas* can bring in application forms at any time, but there is a cut-off date for registration to secure payment that month (depending on the relevant payment date for the location). New beneficiaries are added to the register monthly, before the cut-off date for the monthly cash request, but entries may be deferred until the following month if they are received after the cut-off, to avoid discrepancies between the numbers on the database and the cash required.

#### 2. Registration

- After the forms received from districts have been checked for eligibility, and visits carried out to confirm the applicant's age if necessary, eligible applicants are registered in an Excel database. All SPU staff are involved in this, but the database is not very robust and only allows data entry by one person at a time.
- As of October 2017 there were 27,466 registered beneficiaries, of which 17,383 were in Unguja (there is a separate database for Pemba).

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<sup>22</sup> As stated in the footnote to Figure 11, elsewhere all SPU staff are listed as SPOs, but we have recorded here their own self-reported view of their roles and job titles.

- After registration, the SPU informs *shehas*, who then notify the beneficiaries of their eligibility, the relevant payment post and the two days each month which are their payment dates.
- Every month, before payments begin, the SPU produces a report for the Director of Elders and Social Welfare and District Commissioners to notify them of new beneficiary registrations.

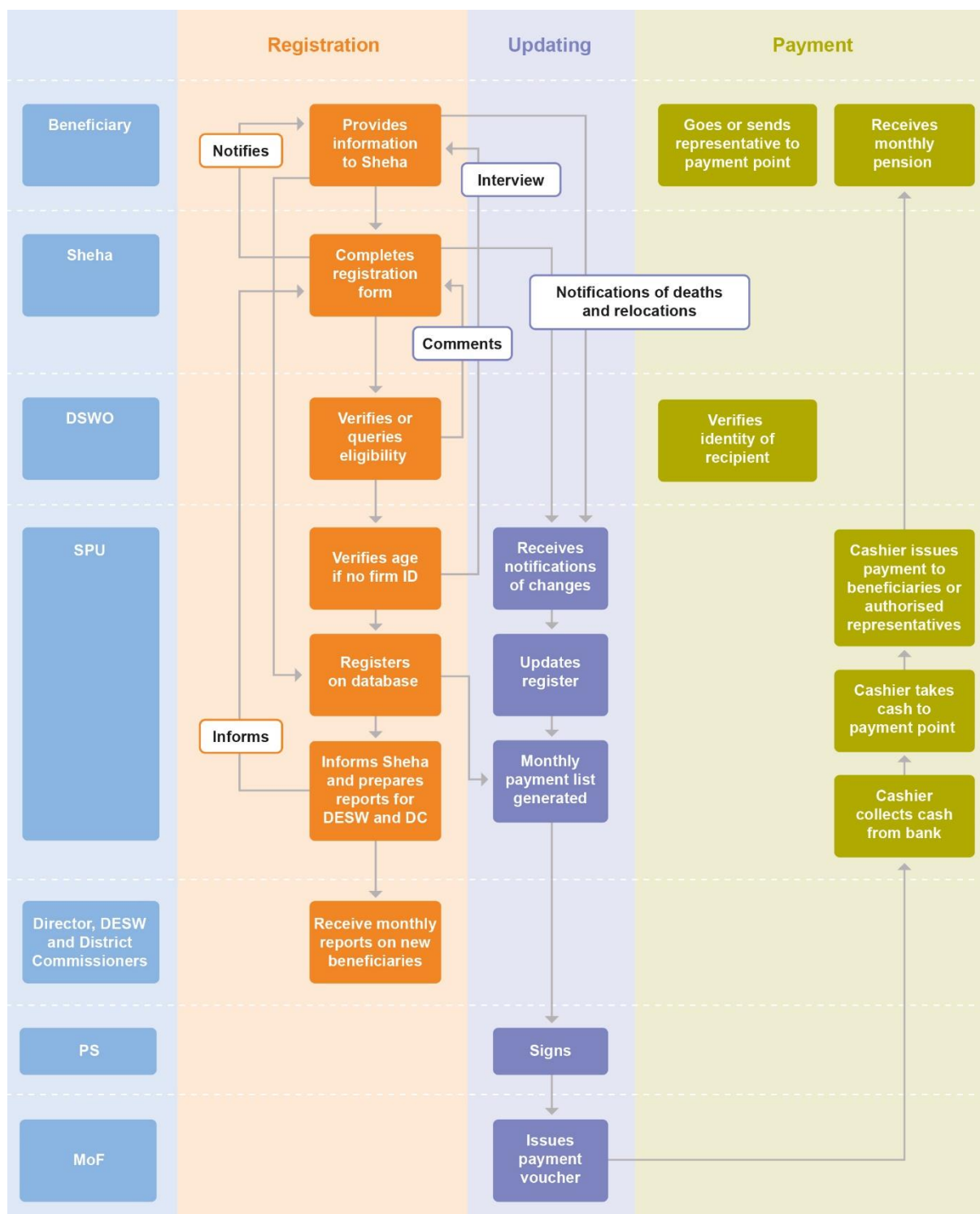
### 3. Payment

- Between the 15<sup>th</sup> and 24<sup>th</sup> of every month, cash payments of 20,000 TShs per month are made to beneficiaries at around 40 payment posts (for example schools or district offices) across seven districts in Unguja. Missed payments can be carried over for up to three later months, and are then cancelled. Payments may be made to a representative of the beneficiary, provided who is recorded on the registration form by the *sheha* at the beginning of the registration process.
- A payment list is generated for each district, which is sent to the PS to sign off as Accounting Officer and to send on to the Ministry of Finance and Planning (MOFP); MOFP then issues a payment voucher for the cash to be withdrawn from the bank.
- Cash is taken from the bank to the Ministry one day before payment day; on payment day the cashier checks the money, takes it to the payment post, and brings back the unissued amount.
- There is a single cashier for a payment post for less than 600 payees, and a DSWO to help with verification; there are two cashiers and two DSWOs for a post with more (for example in North A); a typical rural post has about 400 payees. Around 20-25 staff are drawn in from DESW and other departments (Cooperatives and Empowerment) to act as cashiers and help with verification.
- The head of the Unit supervises the overall process, while the other SPU staff work as cashiers at payment points. Another Ministry officer, who is not a member of the SPU but used to work on the UP and now deals with residential care facilities, visits payment points to check on the process.
- A few police security guards are provided for cashiers, but only a few because of budget constraints on running costs, which are budgeted as 3.6% of pension disbursements (excluding salary costs).

### 4. Updating

- The SPU updates the register to reflect deaths, moves to other locations and changes of representatives. Information comes from the *sheha*, either directly or via the DSWO, or from individuals themselves. In the latter case the SPU informs the *sheha* and check the information with him.
- The SPU may make a visit to verify changes, if transport is available.
- The register also has needs to be updated from time to time to add new *shehias* – administrative boundaries change as the population grows, to maintain rough parity in the size of *shehias*.

**Figure 15: Universal Pension: Outline Process Map**



SPU staff estimate that identifying and registering eligible elders occupies 20% of their time, payment takes 35% and updating the register 40%. The remaining 5% is taken up with communications activities, which are carried out as and when resources permit; these take the form of presentations to District Commissioner, *shehas* and other stakeholders. The UP has been running for less than two years and despite some challenges it is now generally accepted. However, the SPU needs to provide training for a number of new *shehas* who are not aware of UP processes; they plan to spend two days in each district, but have encountered financial constraints.

SPU staff report that easier access to transport would simplify and reduce the time taken on visits to verify applications for registration or changes to the register. Transport is also a problem for the officer assigned to travel around to check payment posts, and for DSWOs who currently have to bring registration forms physically to the SPU. At any one time during the 10-day payment period there must be around eight payment posts in operation, so supervision as well as staffing these posts presents a practical challenge. The SPU has been investigating mobile money as an alternative, but ZANTEL wants a 5% commission on payments which exceeds the running costs budget, and not all rural elders have phones so a dual system would still be required. Ensuring that all elders have identification would also speed the registration and verification process; the SPU has been working with the Department of Zanzibar Identification (ZID) in the President's Office – Regional Administration, Local Government and Special Departments (PO-RALG&SD) to issue special ID for elders, which will help them not only with access to social services but also with transport and being given priority at medical facilities. 600 of these have already been issued in South District and they will be rolled out everywhere, but neither SPU nor ZID has the money for this at present.

All of the SPU staff, except for the IT Officer, are qualified social workers with bachelor's degrees, and did not feel the need for any special training on the UP, but they do perceive the need for better guidelines for identifying eligible elders (for example, a common procedure for testing age and standard questions). They also saw a need for training in ethics and appropriate conduct training for non-social worker staff who are deployed during the payment process; more widely, the public at large need more help to understand the distinction between the UP (based on the criterion of age alone) and other benefits such as the Tanzania Social Action Fund (TASAF) Productive Social Safety Net (PSSN).

There is no operational connection between the UP and the payment commonly referred to as the '5,000 TShs pension' which is administered by PO-RALG&SD and *shehas*. According to the SPU this is paid at the discretion of the *sheha* to persons in extreme poverty; the award is based on economic status with no definite age criterion, and beneficiaries include persons with disabilities. When the UP was introduced beneficiaries over the age of 70 had to choose between that and the '5,000 TShs pension' as they could not receive both. There is a fixed number of beneficiaries for the latter, so this created headroom which increased the number of beneficiaries overall.

Apart from better access to transport, the main developmental need expressed by the SPU was for better IT. The existing database is not very robust, has limited data entry capability, and requires the support of an IT officer to keep it operational. There is a need for a more robust, comprehensive database; the possibility of a single registry linked to TASAF, and allowing remote data entry in districts, is being looked at.

### **Compensation Unit**

There was some uncertainty amongst staff as to whether the Compensation Unit should or should not be regarded as part of the Social Protection Unit. There is currently one member of staff, who describes his role as Compensation Officer; he has a bachelor's degree in Education, and joined the Ministry in 1994 and the Compensation Unit in 1998. There was previously another officer in the Unit, but that person has now been posted to the CPU. We were informed by UNICEF that the Ministry has committed to moving this unit out of DESW, but we do not have further corroboration of that. Arguably it would be a good fit with the Ministry's occupational safety and health functions, but as the function is fairly free-standing such a move would not have major implications.

The sole function of the Compensation Unit is payment of workers' compensation in case of death or injury at work, in accordance with the Worker's Compensation Act No.15 of 1986, as amended by the Worker's Compensation (Amendment) Act No. 5 of 2005. This only applies to workers in formal employment. The main steps in the process are as follows:

1. The Unit receives a report from an employer; there is statutory obligation on both public and private sector employers to report deaths or injuries at work, and between three and five new cases arise each month.
2. The Unit assesses a victim's eligibility for compensation, based on interviews and reports: the accident must have been related to performance of the duties of the job, and the claimant must have been in employment and not on probation. A report is obtained from a Ministry of Health doctor to verify that the injuries received are consistent with the duties of the job, and the Unit writes to the employer with the results of the assessment.
3. The Unit gives the injured claimant a form to take to the hospital requesting medical assessment, and on the basis of this assessment calculates the amount of compensation due according to a formula. The Unit then requests Attorney-General's approval of the compensation amount. Payments range in size from 12m TShs for a government employee or 20m TShs for a private sector worker, down to 50,000 TShs for a small claim. In cases of death at work, payment of three years' salary is made to a family representative.
4. Once approval has been obtained, the Unit ensures payment is made. For a government employee, the Unit requests cash from DESW to make the payment. Payment is made in cash at the Ministry, usually as a lump sum, though large amounts may be paid in instalments over a few months. For a private sector or parastatal employer, the Unit issues an order for payment to be made.

Cases typically take about six months to process to completion, though they may be quicker. The principal skills required of the Compensation Officer are knowledge of the law and workers' rights, and ability to communicate with victims and families. No training has been provided, and the officer feels he would benefit from some legal skills training.

According to interviews with staff, the **Statistics Unit** is composed by one statistics officer who is responsible for reviewing the reports submitted monthly to the Director by the district officers, the residential care facilities and to keep track of staff movement. Since the statistics officer was not interviewed directly, limited information is available about this role. It therefore remains unclear how programme monitoring and performance data, which appears to be submitted monthly to the Director by different Department units and cadres is consolidated and analysed in the DESW.

### **3.3.3.2 Residential care facilities**

The DESW maintains and manages four residential care facilities, consisting of three for the elderly (two in Unguja, Sebleni and Welezo, and one in Pemba, Limbani) and one for children (Mazizini State Orphanage). The Head of each home reports directly to the Director of the DESW. The staff working in these facilities described having a positive relationship with other DESW staff members. As earlier described, the CPU's child protection officer in charge of alternative care activities provides technical support and oversight to Mazizini staff, with whom she meets weekly to discuss children's cases. According to the CPU officer, their current work is to ensure children's wellbeing is cared for while they reside at the facility. Despite the fact that all children living at Mazizini have known parents, no systematic family

reintegration efforts are underway. This is reportedly about to change as Save the Children and UNICEF are supporting training activities and preparations to place these children in family-based care alternatives.

According to the DESW staff list received, the Mazizini State Orphanage presently has 32 staff – of which 15 are described as caregivers and one as a matron – and housed 33 children by the end of the 2016/2017 fiscal year (Ministry of Labour, Empowerment, Elderly, Youth, Women and Children, 2017c: p.42-43). Of the 15 caregivers listed, one has a Diploma, while all others have Form II-IV qualifications. The matron, who is responsible for running the facility and managing all children’s cases, has a Certificate degree. In addition, the facility has 10 ‘health personnel’ (of whom one has a Certificate degree), one nurse, one seamstress, one Islamic teacher and three cooks; their educational qualifications are detailed in Table 7.

**Table 7: Number of Mazizini State Orphanage staff and their educational qualifications**

Qualification	Form II-IV	Certificate	Diploma	Advanced Diploma	Bachelor	Masters	PHD	TOTAL
Staff numbers	29	2	1	0	0	0	0	32

Source: Department of Social Welfare (n.d.) *Staff at Head Office Department of Elders and Social Welfare*.

We have not seen a list covering the qualifications of staff working in the three DESW homes for the elderly, but staff numbers and number of elders living in each facility are available in Table 8.

**Table 8: Number of staff and residents in DESW homes for the elderly 2016/2017<sup>23</sup>**

Elderly homes	Sebleni	Welezo	Limbani
Number of staff	21	46	23
Number of residents	32	31	9

Sources: for staff numbers, Department of Social Welfare (2017a) ‘*Abstract IWUJ*’. Unpublished, Department of Social Welfare. Zanzibar. p.7, and for residents, Ministry of Labour, Empowerment, Elderly, Youth, Women and Children, 2017c: *Taarifa Ya Utekelezaji Wa Mpango Kazi Wa Wizara Kwa Mwaka 2016/2017*. Unpublished, MLEEYWC. Zanzibar.p.43-44.

In the same way as all other staff figures presented in this report, these numbers should be treated with caution. According to the sources quoted above, the DESW has 32 staff at Mazizini and 90 staff in the homes for the elderly, totalling 122 staff members in these four facilities. Clearly this number cannot be reconciled with the number of total staff in the DESW which is reported in Table 1 as being 127.

### 3.3.3.3 DESW in Pemba

The DESW is represented in Pemba by its Head of Department, who reports to the Ministry Officer in Charge in Pemba. During interviews, the DESW Pemba team described the team of three technical staff working at their headquarters as the ‘Pemba CPU’. The team is comprised of one MVC officer, one child protection officer and one assistant child protection

<sup>23</sup> Staff numbers refer to staff employed at the facilities in December 2016. Elder resident numbers refer to number of residents in each facility by the end of the 2016/2017 fiscal year.

officer. Their role was described as being to receive clients and manage child protection cases but also to provide support to the department's district officers working in Pemba, to a large extent mirroring the functions of the Unguja CPU.

One important observation made by the Pemba DESW Head of Department during an interview is that the DSWOs recently employed by the DESW with support from UNICEF have been locally titled District Child Protection Officers (DCPOs) in Pemba, to distinguish them from the older cadre of DSWOs employed by the PO-RALG&SD. The work of the four DCPOs and of the four DSWOs in Pemba remains the same, but the Head of Department explained that confusions around reporting lines persist, as DCPOs are perceived to be directly line managed by the DESW Director, bypassing not only the management of the regional administration but also of the Pemba Head of department, while DSWOs report directly to district commissioners.<sup>24</sup> The Head of Department also stated that in the view of local authorities in Pemba, including himself, DSWOs are more senior than DCPOs and therefore the latter report to the former in the discharge of their daily duties. These unique arrangements in Pemba have not been emulated in Unguja and do not seem to have been made official at any level. In the following section we expand on the roles and responsibilities of DSWOs in Unguja and Pemba.

#### **3.3.3.4 District social welfare officers**

Officially the DESW employs a cadre of 11 DSWOs, seven in Unguja and four in Pemba, all of whom are social work graduates and report directly to the DESW Director. This group of DSWOs is often referred to as the 'new DSWOs' as they were recruited by the Department between 2015 and 2016 with UNICEF's support. Previously, each district already counted on one DSWO employed by PO-RALG&SD, reporting to the District Commissioner. This conjunction of Ministry-employed DSWOs and DSWOs employed by PO-RALG&SD has led to some confusion, as, for example, described above in relation to the Pemba lines of reporting. Despite the differences in mode of employment, our assessment indicates that in practice the two groups of DSWOs work together closely and seamlessly, and also closely with the DWCOs.

As discussed in Section 3.2, DSWOs (and DWCOs) are considered welfare officers in the Children's Act 2011 and therefore bear a host of statutory duties, including key responsibilities in child protection case management as detailed in the Child Care and Protection Regulations.

Job descriptions for the DSWOs employed by PO-RALG&SD were not located, but the job description issued to the DSWOs employed by the MLEEYWC includes an overwhelming list of 24 duties, of which 19 are child protection-related (Ministry of Empowerment, Social Welfare, Youth, Women, and Children, n.d.):

1. Manage the District Child Protection Units or such other bodies as may be necessary to undertake social welfare functions;
2. Lead the District Child Protection Committees by organizing and chairing regular meetings, taking minutes and making follow up on the agreed actions from the meetings;
3. Encourage and promote the upbringing of children by their families through community awareness activities and Parenting Group trainings;

<sup>24</sup> The job descriptions of the DSWOs recruited by the DESW state that they 'will work under the District Administrative Secretary and report to the Director of Social Welfare'.



4. Safeguard and promote the welfare of children in need of care and protection in their districts;
5. Provide counselling services for families in promoting child care and protection, resolving matrimonial cases, and managing behaviours of their children;
6. Coordinate all child rights interventions at all levels of the district and monitor activities conducted by the local, national and international NGOs/CSOs in their districts;
7. Raise community awareness on child protection, including information on how to make a child protection referral;
8. Inform professionals and families on how to make a child protection referral, including the name of the person or officer to whom the referral is to be made, the phone number and the mode of communication that may be used;
9. Receive reports of allegations or suspicion of abuse, and investigate and assess the situation of children in need of protection, and prepare social inquiry reports;
10. Make appropriate and informed decisions on actions to be taken following initial investigation and care planning;
11. Take such action as is appropriate to protect children who are suffering or who are at risk of suffering significant harm including taking initial steps to ensure the immediate safety of a child;
12. Refer children in need of protection to appropriate services including community based family support services, preventative services, rehabilitation and reintegration services, counselling and family support services and emergency services;
13. Conduct assessments of children in conflict with the law, appear in court, and take necessary court actions to safeguard and protect children;
14. Maintain delivery of fostering services including emergency foster care services and organise the recruitment, training and monitoring of foster parents/fit persons or families in accordance with the Foster Care Regulations;
15. Maintain adoption and Kafalah services and organise the recruitment and training of parents in accordance with the Children Placement Regulations;
16. Inspect, monitor and supervise alternative family care, including foster care and approved children's homes and institutions to meet the needs of children temporarily or permanently deprived of their families in accordance with the Children Home Regulations and the Fostering of Children Regulations;
17. Establish and keep the register of people unsuitable to work with children;
18. Coordinate and facilitate child participation activities including establishment, training and monitoring of children councils and any other relevant children's bodies;
19. Coordinate activities on Social Protection including organizing support for MVCs and elderly;
20. Visit local Health Care Facilities to provide technical counselling for patients in need of counselling;
21. Develop annual, quarterly and monthly child protection plans for the district;
22. Produce monthly, quarterly and annual reports for the Director of Social Welfare on implementation of the child protection plans, situation of children in the district, progress in dealing with child protection and child justice case and any other emerging issues, and share the copy with the District Administrative Secretary;
23. Work in collaboration with other Social Welfare Officers, Women and Children Officers, Shehia Women and Children Coordinators, national Child Protection Unit, Police Gender and Children's Desk, One Stop Centre and Children's Court;
24. Conduct any other duty as required by the Children's Act and its Regulations, or advised by the Director of Social Welfare or the District Administrative Secretary.

Important to note is that, in interviews, very little distinction in the tasks of PO-RALG&SD and DESW DSWOs was made. Some of the 'old' DSWOs recognised that DESW DSWOs are more connected to the Department and the CPU, with whom they maintain close relations, but in general that did not seem to have a significant impact on the daily division of labour between the two groups of DSWOs.

Perhaps not surprisingly, given the strong child protection focus of the job description above and the previously described activities of DWCOs and the CPU, in interviews DSWOs reported spending the majority of their time undertaking child protection case management work, in particular of cases related to child maintenance and custody.<sup>25</sup> DSWOs interviewed portrayed good knowledge of the Children's Act 2011 and reported working very closely with the gender and children desks at police stations, one-stop centres (where they are functional) and children's courts. They were particularly conversant with the legal procedures to be followed in child protection cases, having been trained on legal and procedural aspects by the Ministry, UNICEF and Save the Children. On the other hand, despite the fact that all 'new' DSWOs have a Bachelor degree in social work, none of the DSWOs interviewed described following certain principles of case management good practice included in the Child Care and Protection Regulations, such as, for example, practicing case conferencing, developing case plans with their clients or ensuring adequate closure for all cases. Their time appears to be fully consumed following-up on the legal procedures of the cases they are handling, and little time is left to provide counselling and psychosocial support to the affected children and families. Concerns were also raised by some DSWOs about their inability to secure confidentiality to their clients as a result of lack of appropriate physical space to conduct meetings or safe cabinets to store case files. Officers were often cognisant of these challenges, and mentioned wishing to receive further training in counselling skills, in child protection case management and in further child rights legal training. They also frequently mentioned the lack of resources for transport as a major hindrance to adequate case follow-up.

DSWOs spend two full days every month verifying the identity of Universal Pension beneficiaries and supporting their payment. They facilitate the registration of new beneficiaries into the pension scheme by regularly receiving applications from *shehas*, reviewing documentation and delivering the same to the SPU every Friday. In interviews, DSWOs explained that they have received little training in relation to the Universal Pension (and other social protection instruments) and reported having limited contact with the SPU.

DSWOs in Unguja attend weekly Friday meetings with the DESW Director and all Department staff, when they have an opportunity to discuss any challenges of their daily work, including how to manage difficult child protection cases. When there are two DSWOs in an office, the DESW DSWO will typically represent the team at the Friday meetings, but if for some reason he or she is not available, the PO-RALG&SD DSWO will attend representing the district. They also describe maintaining regular contact with the national child protection coordinator (Head of the CPU), to whom they can turn for technical support on a regular basis. Despite these apparently close working relations between DSWOs and DESW headquarters staff, no evidence was found of the existence of a formal supportive supervision structure that would provide a mechanism for DSWOs to systematically obtain technical advice and peer-support on the management of child protection cases. When asked about where they turn to for support when they need it, much like CPU staff, DSWOs

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<sup>25</sup> For a detailed discussion on how child protection casework is managed at district level and references to estimated caseloads, please refer to Annex F.

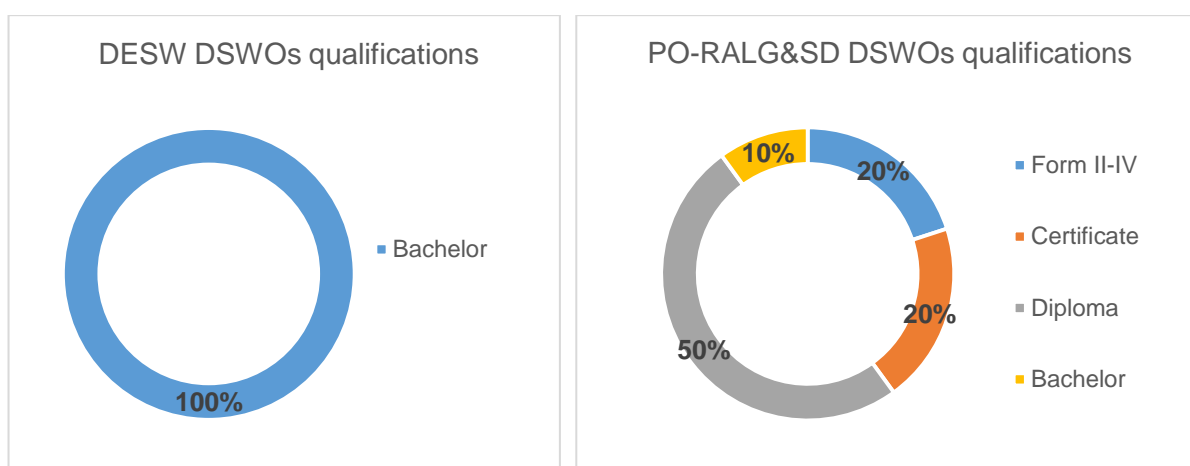
typically mention the DESW weekly meetings with the Director as the main space to table any concerns they may have.

The officers claim to have a close relationship with District Commissioners, with whom they meet monthly in a district-wide meeting, as well as with DWCOs. DSWOs interviewed did not have a close working relationship with WCCs, as these clearly report to DWCOs, but do have regular contact with *shehas*, especially in relation to the enrolment of elders in the Universal Pension.

DSWOs submit monthly activity reports to the DESW Director and the District Commissioner. This report includes information on all child protection cases handled by DSWOs, but there does not yet appear to be a harmonized format for reporting by all districts. Some DSWOs reported leading multi-sectoral District Child Protection Committees, but this was not described as a key task by any of the officers interviewed.

When it comes to educational qualifications, all 11 DSWOs employed by the DESW have social work Bachelor degrees, while only one of the PO-RALG&SD DSWOs has a Bachelor's degree, in public administration, as seen in Figure 16.<sup>26</sup>

**Figure 16: Educational profile of DESW and PO-RALG&SD DSWOs**



Source: Department of Social Welfare (2017c) *Social Welfare Officer in Respective District and Educational Background*.

A more detailed discussion about estimated child protection caseloads at district level in Zanzibar is available at Annex F. While the figures analysed should be treated with great caution, the data suggests that, due to the high proportions of child population and of most vulnerable children within that population, as well as the documented high prevalence rates of violence against women and children in Zanzibar, the suppressed demand for child protection services is very high, reaching the extraordinary ratio of over 50,000 cases per district officer in the case of Magharibi district. In the lower end of the scale, Kusini district officers have potentially to face ten times fewer cases, with an average of 5,200 child protection cases per officer at any given time.

While not all children who experience the violence and abuse will seek child protection services, and perhaps not all who do will need full-fledged case management services, the estimated demand for such services clearly cannot be managed by Zanzibar district officers

<sup>26</sup> Noting that the DESW staff list received includes only 21 DSWOs, 11 employed by the DESW but only 10 employed by the PO-RALG&SD, as one PO-RALG&SD DSWO post appears to be vacant in Kusini district.

alone, even if their numbers were significantly increased and better distributed across districts. While limited literature about ideal child protection caseloads exist, and less so in the global south, good practice documented by western child protection systems suggests that, in general, caseworkers – who are typically professional social workers in those contexts - should be managing somewhere between 15-25 cases at any given time, depending greatly on the caseworkers' experience and the types of cases at hand.<sup>27</sup> Further investigation is needed to better understand what is the size and scope of the suppressed demand for child protection services in Zanzibar, and how the child protection system, including its formal and informal actors, can be best organised and staffed to respond to such demand at different levels. An in-depth study of social norms and practices surrounding violence against women and children that looked into both risk and protective factors would be helpful to inform how community members and actors of the informal system can be further mobilised and trained to address risks and violations before they need the intervention of an officer with statutory powers. Upon proper scrutiny, it is likely that not all cases need to be referred to a social welfare officer with social work qualifications, allowing these to focus on the more complex and severe cases that undoubtedly require their specialised skills. Leveraging its convening power, the MLEEYWC should lead a process to determine more clearly how informal and formal actors in the child protection system can collaborate to ensure that children and women who have their rights violated have access to the services they need and to the justice they are entitled to. This process should include the development of a long-term social welfare and social protection workforce development strategy for the MLEEYWC. Involving local actors such as WCCs, district officers and partner NGOs will be critical to the success of this process.

If such a process is not undertaken, it seems unlikely that the Zanzibar child protection system will ever be resourced enough to respond to the currently very high prevalence rates of violence against children. Unless effective interventions to prevent violence against women and children are urgently and successfully implemented across in Zanzibar, the wider social protection and social welfare systems will continue to underperform in the face of the extraordinary demand for services.

### 3.3.4 Decentralised structures

As already described in earlier sections of this chapter, the MLEEYWC DESW and the DWCD operate in Pemba through their respective Heads of Department and at district level through DSWOs and DWCOs, respectively. The latter in turn coordinate a much larger body of volunteer WCCs at *shehia* level. In principle there are supposed to be two DSWOs and one DWCO per district, and one WCC for each *shehia* in every district.

MLEEYWC governance arrangements at district level in Pemba differ from those in Unguja. Rather than reporting directly to the national level, district officers in Pemba report to their respective Pemba Head of Department. The Head of Department reports to the Pemba Officer in Charge, who in turn reports to the Principal Secretary at the national level.

The Pemba Heads of Department were described by interviewees as being “slightly below” the Department Director level, which in a practical sense seems to entail that the Director is able to directly instruct the Pemba Head of Department while the latter does not have the same authority. Similarly, the Pemba Officer in Charge is below the Principal Secretary but

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<sup>27</sup> See, for example, Yamatani, H., Engel, R., & Spjeldnes, S. (2009). Child welfare worker caseload: What's just right? *Social Work*, 54(4), 361-368 and Child Welfare Information Gateway (2016) *Caseload and workload management*. U.S. Department of Health and Human Services, Children's Bureau. Washington, DC.

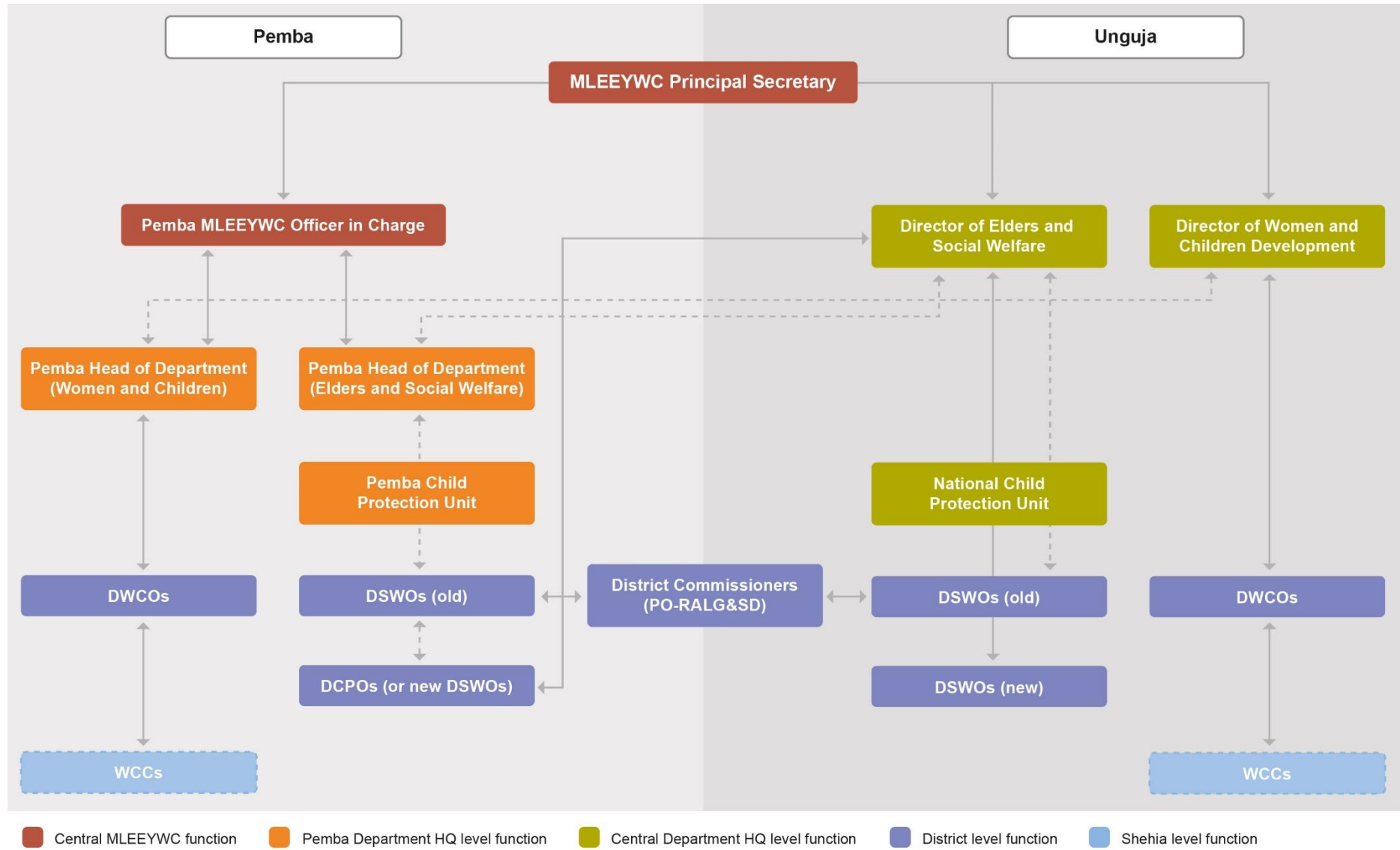
slightly above the Department Director level. The Pemba Officer in Charge regularly consolidates information about Ministry activities in Pemba and reports to the Principal Secretary. The Principal Secretary sends information down to the Department Directors in Unguja for consolidation. The difference in formal authority between the Pemba Officer in Charge and the Department Directors remains unclear. However, in a practical sense the Pemba Officer in Charge appears to be a slightly more administrative role, with policy direction and technical guidance being dispensed by the Directors of Departments.

It is important to highlight that all district level MLEEYWC staff and WCCs work closely with the structures and staff of the regional and district administrations, with whom they also maintain coordination and reporting lines. As earlier described, one of the DSWO cadres is employed by PO-RALG&SD and report directly to District Commissioners despite having, in practice, the same function of DESW-employed DSWOs, who report directly to the DESW Director. As discussed in Section 3.3.3.4, in Pemba this arrangement has resulted in a nominal differentiation between these two social welfare officer cadres, the newer of which have had their titles changed to DCPOs. Figure 17 attempts to depict the complex reporting lines and relationships between district officers and DWCD and DESW authorities in Pemba and Unguja as described in interviews.

The existence of a Pemba CPU and of District CPUs were mentioned to OPM in some stakeholder meetings and the establishment of the latter is described as a responsibility of the 'Director of Social Welfare' in the Child Care and Protection Regulations. After enquiring about their current existence and role, we conclude that, in practice, these are generic names given to the team of officers working together to provide child protection services at each level. In Pemba, the team described its CPU as being the equivalent to the DESW team working at headquarters level (as described in Section 3.3.3.3). District CPUs were referred to only to describe the district team made up of DWCOs and DSWOs, and in some cases, where they exist, assistant welfare officers (who are employed by PO-RALG&SD and appear to perform only clerical functions).

These multiple levels of geographic representation require different layers of internal and external MLEEYWC coordination, within each Department, between Departments of the Ministry and between Ministries. Challenges associated in keeping up with all existing coordination bodies and structures are discussed in the next section of this chapter.

**Figure 17: Reporting lines within the MLEEYWC in Pemba and Unguja**



### 3.4 Cross-sectoral coordination

The coordination of social protection programmes for vulnerable groups is a core component of MLEEYWC's mission. Its current Strategic Plan recognises the role it has in the coordination of stakeholders across a wide range of issues and includes a specific strategic objective to ensure that 'Policies, programs and plans on Ministry mandates are effectively coordinated, monitored and evaluated' (Ministry of Empowerment, Social Welfare, Youth, Women, and Children, 2014c: p. 52).

The challenges presented by the Ministry's role in coordinating a multiplicity of cross-sectoral committees and groups quickly became evident from the literature review and interviews with key stakeholders. We identified that the Ministry is responsible for leading and/or facilitating at least the following key national coordination structures and mechanisms:

- The **Social Protection Technical Steering Committee**, under the **Zanzibar Social Protection Steering Committee (ZSPSC)** chaired by the Second Vice President, charged with guiding, coordinating and overseeing the implementation of the ZSSP;
- The **National Committee on Violence Against Women and Children**, mandated to supervise the implementation of the NPA-VAWC; and
- The recently established **Technical Coordination Committees in Pemba and Unguja**, which serve as a coordination bodies for both the NPA-VAWC and the upcoming Zanzibar Child Policy.

In addition to leading these groups, MLEEYWC leadership participates in other national coordination mechanisms led by other sectors. National committees are broken down into lower-level coordination mechanisms at Pemba, regional, district and *shahia* levels, which MLEEYWC technical staff are expected to either coordinate or participate in.

In Pemba, each Department holds periodic staff coordination meetings, while all Heads of Department meet weekly with the Ministry's Officer in Charge. Ministerial Officers in Charge meet regularly to facilitate cross-sectoral coordination. Pemba also has its own NPA-VAWC Technical Coordination Committee, overseeing the work of Pemba District Committees on violence against women and children.

At district level, DSWOs chair cross-sectoral District Child Protection Committees (where they exist) and participate in other multi-sectoral coordination bodies. DWCOs support WCCs to facilitate GBV committees and children's councils in *shahias* where these are operational. WCCs participate in *shahia* committees. Other local committees that have been referenced in interviews are the Most Vulnerable Children, Elder and Disaster Management committees, which appear to be operational in limited locations. The planned *shahia*-level NPA-VAWC coordination committees are expected to eventually replace the MVC committees where these exist.

The approach to the implementation of both the NPA-VAWC and the new Zanzibar Child Policy is to mainstream and integrate coordination structures at all levels, a process which is yet to begin. However, even when optimisation of these structures is fully achieved, Ministry staff will likely continue to spend significant amounts of time and effort participating in coordination meetings. The current absence of formal monitoring mechanisms makes it impossible to ascertain whether these coordination bodies are effective in securing the engagement of other sectors in implementing the policies led by the MLEEYWC. However, persisting challenges in effective multi-sectoral coordination at all levels are frequently cited in the literature reviewed and were mentioned by several stakeholders during our interviews.

## 4 Current performance, challenges and capacity gaps

The previous section set out the formal mandate of the MLEEYWC and the key roles and responsibilities of staff at national and district levels. This section presents an assessment of the factors enabling or constraining the Ministry's ability to discharge its mandate and perform its defined roles and responsibilities. It discusses the performance of key units and functions, nationally and in the districts, and seeks to identify the most significant capacity gaps at institutional, organisational and individual level. The previously mentioned limitations faced during the assessment phase should be taken into consideration when analysing these findings.

### 4.1 Institutional aspects of MLEEYWC capacity

#### 4.1.1 The national framework

Institutional capacity has both **formal** and **informal** components, both of which are discussed in this section. However, the first question for consideration in assessing any ministry's institutional capacity is the formal one. This relates to whether there is in existence an **adequate framework of laws, regulations and policies**, within which its operations are provided with legal and political authority, and can be prioritised and managed. This framework should also provide the entity with any powers it needs to carry out its duties, as well as establishing its role and responsibilities in relation to other organs of central government, local government authorities and civil society.

In this respect, MLEEYWC has benefited from an **intensive period of policy-making in the field of social and child protection** in Zanzibar over recent years. As noted in Chapter 3, a key piece of legislation underpinning an important part of the Ministry's work is the Children's Act 2011, which provides the basis for a national child protection system. The Act is grounded in a rights-based approach, anchored in the Convention on the Rights of the Child and the African Charter on the Rights and Welfare of the Child, and provides a comprehensive legal framework for the care and development of children and for the protection of children who are vulnerable or in need of protection. The Act also confers on the Minister responsible for children's affairs – that is, the Minister of Labour, Empowerment, Elders, Youth, Women and Children – extensive regulation-making powers on a range of matters, in Sections 34, 54, 74, 95, 100, 134 and 138. Regulations enable more detailed procedures and requirements to be prescribed to give effect to the provisions of the primary legislation and to implement the underlying policy intentions. To date these powers have been exercised to make Children's Court Rules and regulations on Child Care and Protection, Foster Care and Approved Residential Establishments.

Other key expressions of Zanzibar's social welfare policy are the NPA-VAWC (2017–2022), the ZSPP and the ZSPP Implementation Plan (2017–2022). MLEEYWC is also working toward the finalisation of a Zanzibar Child Policy. It is notable, however, that, in contrast to the advances made in the Children's Act 2011 to strengthen the child protection system, **there is as yet no specific legislative framework to define the Ministry's mandate, responsibilities and powers with regard to violence against adult women**. The NPA-VAWC advances a very cogent case for an integrated approach to violence against women and children, based *inter alia* on the shared risk factors and common consequences of violence against women and children and the probability of their co-occurrence within a household, as well as the desirability of eliminating inefficient duplications in structures and systems. It places considerable weight on preventive measures including strengthening positive social and cultural norms through engagement with communities, but also recognises the need for an improved legislative basis for an integrated prevention and response system. It notes that Zanzibar legislation does not define sexual violence or domestic violence, and existing legislative provisions do not specifically address violence against women; for



example, marital rape is not prohibited in Zanzibar law. Comprehensive legislation addressing violence against women, and amending current discriminatory or contradictory legislation is therefore envisaged in the Plan, but is not expected to be completed until 2022.

A more general weakness in the institutional framework is the lack of a definitive statement of precisely what services should be regarded as falling within the ambit of ‘social welfare’, despite the prominence of the term in the title of one of the MLEEYWC’s principal departments and in the Children’s Act 2011 itself and recent associated regulations. To help structure this assessment we have adopted the working definition offered in a previous study by OPM for UNICEF:

For these purposes we define social welfare services to include the range of services, within the wider category of social protection, that are provided by or on behalf of government and strive to support the most vulnerable and needy individuals and families in society, including destitute adults and children, people with disabilities, and victims of violence and abuse, including the provision of care services (both institutional and community or family based), psychosocial and family support services, cash transfers and transfers in kind (such as food aid or medical treatment exemptions) (OPM, 2010: p. 11).

This would seem to align quite closely with the range of government services and policy interventions delivered by the Ministry’s DESW and DWCD and to include quite explicitly responsibility for child protection. Child protection is defined in the NPA-VAWC as ‘a term used to describe the prevention of and response to violence, abuse, neglect and exploitation against children’ (p. 5).

In the ZSPP, ‘social protection’ is defined as comprising:

a set of actions by government and non-government actors, that aim to improve the quality of life in Zanzibar by reducing poverty, vulnerability and deprivation, providing protection against shocks, improving access to essential services, enhancing social inclusion, and promoting equal rights and opportunities for all. (p. 14)

This broader policy domain therefore embraces not only a range of policies and programmes concerned with poverty reduction but also other elements such as the promotion of economic empowerment, which are the responsibility of other departments of the Ministry (although the division of labour between these units and those which are the focus of this assessment is addressed in the next section). A suitable opportunity to pursue a theoretical discussion of these issues with senior Ministry officials has not presented itself during our visits to Zanzibar, but we are confident that this hierarchy of terms provides a sound practical basis from which to approach the requirements of this assignment. It would be difficult to pursue an investigation of capacity to deliver social welfare services without first establishing what those services comprise.

One consequence of the absence of a commonly accepted definition of the scope of social welfare, in legislation or policy documents, arises in the Children’s Act 2011 itself. The Act confers substantial duties and powers on the ‘welfare officer’, defined as meaning “a person appointed to render social welfare services including social welfare officers and women and children officers” (s.2). This provision was said by senior MLEEYWC officers in interviews not to reflect the government’s original intention, which was to vest these responsibilities solely in the DSWO, but to have resulted from an amendment of the Bill in Parliament. It helpfully multiplies the number of officers with duties and powers in respect of children’s rights, and can be taken as corroboration that both DESW and DWCD are engaged in the delivery of social welfare services. At headquarters it is, however, thought to contribute to confusion and overlapping of responsibilities at district level. Although in the districts themselves this was not necessarily perceived as a problem, there is certainly scope for inconsistency (and possibly discrepancies in record-keeping) when

officers who are performing some of the same functions report to different departments at national level. It does certainly reflect an apparent convergence in practice of the roles of the DSWO and DWCO. These issues are discussed further in section 4.2 below.

**Another weakness concerns the authority that MLEEYWC possesses to carry out its supposed coordinating role.** Under its former name of the Ministry of Empowerment, Social Welfare, Youth, Women, and Children, MLEEYWC is identified in the ZSPS as the ministry responsible for social protection, and as such is charged by that policy with a wide range of responsibilities for coordinating the activities of governmental and non-governmental actors and ensuring the implementation of the policy, as well as delivering its own services. Nevertheless, the Ministry has no formal powers to compel other actors, governmental or non-governmental, to acknowledge this supposed leading role in the coordination of what is envisaged in the ZSPS to be ‘a comprehensive, integrated social protection system’ (p. 15). The development of a statutory framework for social protection, promised in both the ZSPS (February 2014) and the Implementation Plan (final draft, November 2016), might strengthen the Ministry’s position but is only planned to be completed by the end of June 2018, with associated regulations in place by the end of June 2022. As earlier discussed, the MLEEYWC is tasked with coordinating a large number of multi-sectoral committees at different levels, several of which seem to have similar or overlapping mandates. It is likely that the Ministry lacks sufficient gravitas to mobilise and secure the commitment of all stakeholders involved in these initiatives.

In the absence of a statutory framework, MLEEYWC seems also to lack the **informal authority, influence and convening power** on which interactions between central government bodies often largely rely. For example, the Zanzibar Social Security Fund (ZSSF), which manages a range of contributory social security programmes and regards itself as a key stakeholder in the development of social protection policy, has no direct relationship with MLEEYWC, other than through the principal secretary’s membership of its Board of Trustees. The Ministry of Finance sets policy for ZSSF. There are occasional meetings between ZSSF and MLEEYWC over policy development, but no operational links between ZSSF and social welfare staff in districts. ZSSF management do not seem to recognise the preeminent role of MLEEYWC in social protection policy or to have any reason to do so. Similar considerations apply with regard to the Tanzania Social Action Fund (TASAF), which is discussed separately below.

In addition to the promised legal framework, which would establish the basis for people to claim their social protection entitlements as a right, the ZSPS envisages the establishment of **supporting institutional machinery**, consisting of the ZSPSC to be chaired by the Second Vice President, and a Technical Committee at principal secretary level, led by the principal secretary of MLEEYWC (who will also be the secretary of the ZSPSC). The Technical Committee was, according to the Implementation Plan, intended to be established during the period January–June 2017, and when fully operational may provide a vehicle for MLEEYWC gradually to assert its authority and leadership in the social protection field vis à vis other involved ministries and agencies. At present, while the Social Protection Unit under DESW is tasked with coordinating the activities of the social protection stakeholders (but is in practice wholly occupied with implementation of the Universal Pension), it has not convened any meetings for over a year.

A necessary step to be taken before MLEEYWC can seek to raise its profile and reinforce its **credentials as the ministry responsible for social protection is the development of its M&E capability.** This depends in turn on issues of organisational capacity, which are discussed below, but it is self-evident that the body responsible for coordination of a wide range of interventions across government should also be responsible for collection, analysis and presentation of data about inputs, outputs and outcomes. Conversely, active ‘ownership’ on behalf of government of this essential information about the delivery and effectiveness of social protection policy and

programmes should help to strengthen MLEEYWC's informal institutional position and enable it to shape and lead the national dialogue around social protection.

The Ministry's credibility regarding policy coordination across government may at present be **undermined by its far from dominant position in programme delivery**. Of the 22 social protection programmes listed in the ZSPPI Implementation Plan, only the Universal Pension and Most Vulnerable Children programming are the direct responsibility of MLEEYWC. The Universal Pension was reported to be reaching 25,114 beneficiaries as at August 2016. The Most Vulnerable Children Initiative is described in the Implementation Plan as having no associated programme of expenditure but rather as a targeting exercise to create a database that can be used by all partners wishing to target the most vulnerable children.<sup>28</sup> It should be noted that the Implementation Plan tabulation – because it focuses on programmes rather on services – may be an imperfect reflection of MLEEYWC's actual importance (and probable visibility) to citizens as a provider of child protection, family support and other social welfare services, especially through its DSWOs and DWCOs but also through its residential care facilities and the work of the CPU. This does, however, bring into play the question of the relationship between the Ministry and district-level services, which is discussed in the following sub-section.

The social protection landscape in Zanzibar is dominated, as it is in Mainland Tanzania by the programmes provided by the TASAF. The third phase of TASAF, TASAF III, is delivering the **Productive Social Safety Net** programme, which has several components:

- Unconditional cash transfers for extremely poor (food-insecure) households;
- Access to public works (infrastructure) schemes in pilot districts;
- Additional unconditional cash transfers for food-insecure households with children;
- Conditional cash transfers for food-insecure households with children that comply with health or education conditions; and
- Capacity building of beneficiaries for livelihood enhancement.

In Zanzibar, responsibility for PSSN rests with the Second Vice President's Office, operating through TASAF monitoring officers and coordinators, and with strong links to the TASAF Management Unit in Dar es Salaam. There is a coordinator in each district, who interacts mainly with the district commissioner. DSWOs, DWCOs and WCCs at *shehia* level **have little or no involvement with the delivery of PSSN programmes**, although social welfare staff, along with those from other ministries, were called on during the initial targeting and enrolment exercise. TASAF has more direct contact with health, education and agriculture district officers through cash transfer conditionalities, public works and capacity building for economic empowerment.

MLEEYWC's principal involvement is through the TASAF management and oversight structures: there are sector expert teams for Unguja and Pemba, with representation from the DESW, and management teams for Unguja and Pemba – the director of economic empowerment represents MLEEYWC in Unguja and in Pemba it is the officer in charge. Although this involvement is important, the fact that delivery of the largest social protection programmes largely bypasses the Ministry sends **an unavoidable signal about the place it currently occupies in the institutional structures for social protection**.

<sup>28</sup> Some MLEEYWC interviewees did refer in passing to occasional cash grants to the most vulnerable children that may be linked to this programme, but the basis and circumstances of these have not been verified.

The recent launch of the costed NPA-VAWC (2017–2022) provides the MLEEYWC with a roadmap and opportunity to galvanise cross-sectoral support, aligning its efforts to promote gender mainstreaming, deliver child protection services and coordinate social protection policy. While the plan does not aim to cover all aspects of the Zanzibar child protection system, it does represent **an articulated effort to strengthen the government structures and mechanisms – and the Ministry’s convening and coordination role – needed for the delivery of quality prevention and response services to women and children.**<sup>29</sup> Following the emerging trends in the international community, the plan acknowledges that violence against women and children intersect in several areas: they share common risk factors, produce similar consequences, happen within the same household and are often condoned by the same social norms. While proposing an integrated approach based on the understanding that previous parallel initiatives to end violence against women and children have not yielded effective results, the plan also recognises that in some circumstances targeted approaches will be needed.

Furthermore, the NPA-VAWC recognises that its vision will only be realised if government and civil society stakeholders work together to change the social norms and behaviours that presently condone harmful practices toward women and children in Zanzibar.

#### 4.1.2 Relationships between the national and district level

While considering the institutional level of capacity within the MLEEYWC, it is critical to acknowledge that, while the Ministry’s mandate is largely aligned with the international human rights and sustainable development agenda, it operates in a society that struggles to reconcile such values and norms with its own traditional cultural and religious beliefs. The situation analysis undertaken to inform the development of the Zanzibar Integrated Child Policy suggests that some communities feel that rights- and government-based policies have eroded their traditional systems of care and support, particularly in relation to child protection issues (MLEEYWC, 2016a: pp. 39–42). The NPA-VAWC recognises both that “social norms that condone violence and support gender inequality represent a root cause of violence against women and children” (MLEEYWC, 2017a: p.24) and that often “abuse or exploitation is perceived as normal and beyond the control of communities which, alongside shame, fear and the belief that no one can help, results in low levels of reporting to authorities” (ibid, p.32). The Plan proposes a series of actions to be undertaken with communities and religious leaders to address these challenges, including research into traditional social norms and practices that are supportive of women’s and children’s rights.

In the meantime, we believe it is important to keep in mind that MLEEYWC officials, in particular those operating at district level, are members of these same communities and have to reconcile these issues not only in their personal lives but moreover in the discharging of their daily duties. For the MLEEYWC to be effective in the delivery of the services it has been mandated to deliver through a national legal and policy framework, it is not sufficient to put in place appropriate and efficient institutional and organisational structures. Its officers must also be **provided with the**

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<sup>29</sup> The NPA-VAWC focuses on the measures and interventions required to end violence against women and children, defining violence as “the intentional use of physical force or power, threatened or actual, against oneself, another person, or against a group or community, which either results in or has a high likelihood of resulting in injury, death, psychological harm, maldevelopment or deprivations” (Ministry of Labour, Empowerment, Elderly, Youth, Women and Children, 2017a, p.6). It therefore does not cover other child protection issues such as the situation of children deprived of parental care which require alternative care services, the situation of children in conflict with the law who require support from probation and rehabilitation services, the situation of children engaged in exploitative labour, who have been trafficked or abducted, amongst others, which are also covered by the Children Act 2011 and its associated regulations and are therefore also the responsibility of the MLEEYWC as the coordinator of the Zanzibar child protection system.

**skills, and supported, to lead a dialogue about the social norms and practices that perpetuate harmful traditional practices**, particularly in relation to the most vulnerable groups in Zanzibar society.

In large part because of differences in the ways in which professional officers at district level are employed and managed, **the relationship between MLEEYWC’s departments at national level and the work of district social welfare and women and children’s officers is not straightforward.**

The long-established model of local public administration in Zanzibar is based on decentralisation by deconcentration. In accordance with the Zanzibar Regional Administration Act 2014 (in succession to the Regional Administrative Authority Act 1998), the President appoints Regional Commissioners and District Commissioners to be the principal representatives of the Government within their respective areas of jurisdiction, and Regional Administrative Secretaries and District Administrative Secretaries to support them in the day to day running of government business in the area. These officers and their supporting staff are employed by the PO-RALG&SD, which is responsible for management of the structure of sub-national governance. Sectoral ministries assign staff to regions and districts to carry out their functions at local level; these officials remain employees of the ministry in question, but the District Commissioner exercises an overall coordination and oversight role over all central government personnel in the district, produces a single plan for the district, and reports quarterly on implementation through the Regional level to the centre. One District Commissioner reported in an interview that there were 22 employees in the district administration, including himself, the Administrative Secretary and the Director of the Municipality, but he also coordinated another 34 central government officers in the district.

Anomalously, in each district there is a DSWO who forms part of the **staff of the district administration**, reporting to the District Commissioner, and employed by and on the payroll of PO-RALG&SD. There is thus a potential tension between the line management of these officers by the District Commissioner through the District Administrative Secretary, and their role as the implementers locally of **MLEEYWC’s policy mandate and service delivery responsibilities**. It would be expected that the headquarters department (DESW) would provide policy direction and technical supervision and support to the district officers, but there appears to be **no clear institutional basis** for this. An organogram should show the main management chain of command lying through the district structure and a dotted-line relationship between professional officers and their functional department, as shown Figure 17 in Section 3.3.4, but the nature of that relationship seems to be nowhere clearly described or defined. It is not clear how, historically, this situation arose, and during this assessment there was some uncertainty both in MLEEYWC and in PO-RALG&SD about the employment status of these officers.

There is a further complication in that UNICEF agreed to support the recruitment in 2015 and 2016 of two batches of (in total) 13 new DSWOs to work alongside the existing staff, paid initially by UNICEF and after the first year on the Ministry payroll; 11 of these officers are currently in post as DSWOs, with one working in the community rehabilitation programme and one at headquarters level. The two groups of DSWOs reportedly have differently defined responsibilities in their job descriptions, although as we have only been able to review the MLEEYWC-prepared descriptions issued to the new recruits and not the older ones issued through the regional administration it has not been possible to verify this. It is, however, notable that, as seen in Section 3.3.3.4 the later job descriptions mention monthly, quarterly and annual reporting to the ‘Director of [Elders and] Social Welfare’ but not any duty to report to the district administration.

The position of DWCOs is less unusual, as they follow the normal pattern of being employed by the parent Ministry and assigned to the district. Both DSWOs and DWCOs report monthly, quarterly

and annually to their respective directors at MLEEYWC headquarters, and DSWOs (from both groups) have regular meetings with the Director; DWCOs have less direct contact.

It is the established norm that each sectoral ministry appoints at least one officer to every region (cf. Tidemand 2003). However, while there are Regional Social Welfare Officers in every region, they are (like the original DSWOs) PO-RALG&SD employees and do not appear in the staffing structure of MLEEYWC. It was striking that in no individual or group interviews or focus group discussions, at district or headquarters level, was any reference made to the work of these officers, as either **playing a direct part in case management processes or exercising a managerial or supervisory role**, even though district level staff seem to be seriously lacking in adequate professional supervision and support in discharging the more challenging aspects of their jobs. It is thus hard to see what value regional officers add to the system. A much earlier review remarked on the apparent duplication of functions between regional and district level and the apparent redundancy of the regional tier given Zanzibar's size; it was only able to surmise that "presumably the regions should play some kind of monitoring role, whereas districts would be more directly responsible for implementation of programmes" (Tidemand 2003). The position does not appear to have evolved greatly in the meantime, at least as regards the social welfare functions of government. Regional social welfare staff may represent an underused professional resource which could strengthen currently weak arrangements for supportive supervision of caseworkers, but further investigation of their skills and qualifications is needed.

A further complication arises from the advent of **decentralisation**, which in accordance with the Decentralisation by Devolution Strategy and Roadmap (Revolutionary Government of Zanzibar, 2016a) is gradually shifting responsibility for local service delivery from deconcentrated central government to devolved local government authorities (district and municipal councils). The timetable for transfer of social welfare functions is not yet known, but given the nature of the existing relationship between headquarters and district officers it is unlikely to make any great practical differences to the way in which services are delivered or overseen. In fact, this prospective change offers **an opportunity to redefine the relationship** between the centre and the periphery in constructive ways that could reinforce policy execution and service delivery. On the assumption that DSWOs (of both groups) and DWCOs will eventually pass into the employment of local government authorities (LGAs), but that MLEEYWC will retain responsibility for determining national policy priorities and ensuring service standards are maintained while respecting the autonomy of the LGAs in devolved matters, there is the possibility of establishing a **new institutional framework** (for example through memoranda of understanding) that will offer an improvement in clarity. This would be in line with the Roadmap which states that 'A review of roles and relationships will be undertaken ... to determine the parameters of responsibility and prerogatives for each stakeholder in public service delivery' (Revolutionary Government of Zanzibar, 2016a: p.27). Without such a framework to establish firm working relationships with local officers it is in fact difficult to see how, after decentralisation, the Director of Elders and Social Welfare could be sure or being able to discharge the duties placed on that post by the Child Care and Protection Regulations. It would be expected, though, that in future any directions or guidance would be issued by the centre to the responsible municipal or district council rather than to individual officers.

The conjunction of Ministry-employed DSWOs and DSWOs employed by PO-RALG&SD is a potential source of confusion, and could in principle lead to clashes of approach or priorities. However, despite the differences in mode of employment our assessment indicates that in practice the two groups of DSWOs work together closely and seamlessly, at least in Unguja (though some tensions around status and seniority have emerged in Pemba). They also typically work closely with the DWCO, even, for example, covering for one another's absences when one is on study leave. In effect, then, there is **an integrated team of three officers delivering social welfare**

**services** in the district. This also suggests potential opportunities for organisational restructuring, as discussed further below.

### 4.1.3 Summary of findings

The main findings of the assessment regarding the institutional aspects of capacity are:

#### At national level

- There has been an intensive period of policy-making in the field of social protection and of primary and secondary legislation around child protection. However, this has not extended to providing a clear mandate or legal framework for the Ministry's responsibilities regarding violence against adult women.
- There is no definitive statement of precisely what services constitute 'social welfare' services, although the term forms the title of one of the MLEEYWC's principal departments and is used prominently in the Children's Act 2011 and recent associated regulations.
- MLEEYWC is tasked under the ZSPD with the coordination of the activities of governmental and non-governmental actors to ensure the implementation of the policy, as well as delivering its own services, but has neither the formal powers nor, arguably, the informal authority, influence and convening power to compel other actors to cooperate with this supposed leading role.
- The Ministry does not play a dominant role in the delivery of social protection programmes, which may impact on its credibility as the lead coordinating body, though it may have a relatively high profile amongst citizens as the provider of a range of social welfare services. Development of its M&E capability might reinforce its credentials as the ministry responsible for social protection, and its authority as coordinator.
- Progress in activating the institutional machinery for coordinating and steering implementation of the ZSPD has been slow, but the launch of the NPA-VAWC offers another opportunity to strengthen the Ministry's convening and coordination role in relation to the delivery of prevention and response services for women and children.

#### Relationships between national and district level

- In addition to the formal institutional framework of legislation and regulation within which MLEEYWC operates, its officers – especially at district level – have to reconcile the values and norms of the international human rights agenda with the traditional cultural and religious beliefs of the communities they work within, and need to be trained and supported in this.
- The relationship between MLEEYWC's departments at national level and the work of social welfare and women and children's officers at district level is complicated by the fact that DWCOs and one group of DSWOs are employed directly by the Ministry, and a longer-established group of DSWOs are employed within the structure of regional and district administration.
- The two groups of DSWOs typically work closely together and with the DWCO, and the DSWOs and DWCOs cover each other's duties when necessary, so there is in effect an integrated team of three officers delivering social welfare services in the district.

- The Decentralisation by Devolution strategy offers the opportunity – and makes it imperative, if the Ministry is to be able to discharge its statutory duties – to construct a new institutional basis (perhaps through a memorandum of understanding) for the Ministry to provide policy direction and technical supervision and support to district officers, on the assumption that they will in due course become employees of district and municipal councils.
- Social welfare officers at regional level do not appear to play a direct part in case management processes or exercising a managerial or supervisory role; they may represent an underused professional resource which could strengthen currently weak arrangements for supportive supervision of caseworkers at district level, but further investigation of their skills and qualifications is needed.

## 4.2 Organisational aspects of MLEEYWC capacity

Within the analytical framework adopted for this assessment, organisational capacity is taken to include the availability of **adequate levels of human and financial resources, and of other material resources** such as ICT systems, transportation and office space, as well as of operational systems such as those for planning, budgeting, financial management and performance management. **Organisational structures can also represent an element of capacity**, insofar as they either support synergies in working between units and an efficient division of labour or conversely promote the uneconomical use of resources, create bottlenecks in processes and create frictional costs within the organisation. This can lead to what may be termed a supply-side response to capacity constraints: seeking economies in organisational structures and improved efficiency in processes, as well as rationalising overlapping or duplicated functions, will liberate resources and increase effective capacity in areas where increasing, for example, the supply of appropriately skilled staff may be impracticable.

### 4.2.1 Organisational structures at national level

The high-level structure of MLEEYWC at national level has been described in Chapter 3. It became apparent at an early stage of this assessment that issues arising from this organisational structure could not be ignored: stakeholders not only inside but also, more surprisingly, outside the Ministry rapidly identified **a lack of clarity in the division of roles and responsibilities between DESW and DWCD** as a source of tension and difficulty. DESW is a large department with 127 staff and a wide span of responsibilities, from child protection to residential care facilities, workmen's compensation and payment of the Universal Pension. DWCD is much smaller, with 22 staff including the 11 district officers, and has a much more diffuse set of responsibilities.

The division of roles between the two departments is sometimes characterised as that between **prevention and response**, with DESW providing case management and services in response to problems faced by vulnerable groups and individuals, mostly children, and DWCD concerned with mobilisation, sensitisation, awareness-raising and prevention of gender-based violence and violence against children. One formulation of DWCD's role, in a presentation made available by the department's Director, bears this out to a certain extent, listing issues such as public education against all forms of violence, development of policy to eliminate GBV and improve the child-friendly environment, and development of a sensitisation programme for women and men around women's participation in decision-making (Ministry of Social Welfare, Youth, Women and Children Development, n.d.). On the other hand, it also includes operation of the Zanzibar Child Helpline, which is more 'responsive' than 'preventative' in nature, and the department has in addition to deal



with a certain volume of responsive casework involving women in difficulties who present themselves to the Ministry.<sup>30</sup>

The present distinction between social welfare (including child protection) on the one hand and women and children's issues on the other hand is incoherent and incapable of yielding a rational separation of responsibilities between the two departments concerned. The options for **rectifying the imbalance and eliminating the scope for duplication and overlap** between the two departments are limited. A division of roles based on a reallocation of responsibility for women to one department and children to another can be swiftly ruled out, not least because it flies in the face of the arguments for integration spelled out in the NPA-VAWC. Moreover, it is not possible to examine the division of roles at headquarters without also considering what it means for **the district officers through whom the departments principally act**. In theory, DWCOs are primarily responsible for cases of violence against women and DSWOs for cases of violence against children. However, this neat division of responsibility is unlikely to be sustainable in the face of the realities of casework at household level, where (as stressed by the NPA-VAWC) both women and children may well be at risk; in any case both groups of officers are equally tasked with duties under the Children's Act 2011. This approach does not seem to offer a sustainable basis for organisation.

Another, more promising, possibility is to build on the present notional distinction between **preventive and responsive functions**. However, as the description of functions in Chapter 3 makes clear, in reality a very large part of the present work both of DWCD at headquarters level and of DWCOs should properly be regarded as responsive and should on this basis be transferred to DESW and DSWOs. This would in principle free up their time and attention to develop more proactive preventive initiatives, which at present appear to be crowded out by more pressing needs to respond to cases. It would in the immediate term, though, place corresponding extra pressure on DESW headquarters units, especially the CPU, and on DSWOs who might be unable to absorb the extra pressure of casework and may therefore require additional staffing. More time devoted to preventive strategies will have to be resourced in some way, in one part of the organisation or another. There would also be considerable implications for WCCs, which would have to be managed; these volunteers would have to develop new operational links with DSWOs, and be trained to refer child protection, GBV and social welfare casework in their direction rather than to DWCOs.

A further obstacle to this approach is that the new Child Care and Protection Regulations place responsibility for all responsive and preventive functions in relation to children with the Director of Elders and Social Welfare; the Director of Women and Children's Development and her department are not recognised in either primary or secondary legislation. There is also a broader point of principle that reinforcing an organisational division of labour along these lines would hinder the development of an integrated approach that sees prevention and response as a continuum of activities, at this front-line level, rather than as separate spheres of responsibility.

If simply moving some functions or resources between the departments, on whatever basis, is unlikely to result in a more satisfactory structure a more radical solution may be required. Just such a solution was suggested by Ministry officials during this assessment, and charted in some detail in a workshop in August 2017.<sup>31</sup> Participants generated a great deal of information about the current functions of the Ministry and their interrelations, and how they might be restructured. In particular, they proposed – unprompted by facilitators – **a merger of the current DESW and DWCD to eliminate the present artificial division and to support joined-up working at local level**. This

<sup>30</sup> Officers report, however, that they lack suitable space in the Ministry building to conduct confidential case management interviews.

<sup>31</sup> The agenda of this workshop is available at Annex C.

would bring together into a single department (with a new name) a full range of social welfare services and policy concerns within a single management structure. The further implications of such a change for district officers are discussed in the next sub-section.

It is important, however, to recognise that **any redistribution of functions between departments will involve potentially protracted processes of formal approval, which will make considerable demands on the time and attention of senior management.** This would be the case whichever of the two options outlined above was selected.

The formal situation is that changing the structure and mandates of Ministries and departments lies within the discretion of the President and Chairman of the Revolutionary Council; the procedures are set out in the Part IV of the Public Service Act No 2 of 2011. When a new Government assumes office the President appoints Ministers and Principal Secretaries for each Ministry, and the Revolutionary Council issues a Government Instrument setting out the core functions and mandate of each department and Ministry (referred to as the “establishment order” in the Public Service Act). The Attorney-General promulgates the Instrument for each Ministry in an issue of the Official Gazette. Proposals for changes to the structure described in this Instrument, and the supporting arguments for them, should be directed to the President through (successively) the Civil Service Commission, the Public Service Commission and the Chief Secretary. Not surprisingly this procedure can take a long time, and is seldom invoked; the President’s Office – Public Service, Good Governance and Justice & Constitutional Affairs believes that in seven years only the Ministry of Finance Planning has initiated proposals for structural change in this way.

While the establishment of new Ministries and departments is at the discretion of the President; transfers of functions and staff between existing departments may be decided by the Chief Secretary as Head of the Civil Service, on the recommendation of the Principal Secretary, which should be submitted through the President’s Office – Public Service, Good Governance and Justice & Constitutional Affairs. The Principal Secretary, however, has discretion to determine staff numbers and structure, and to amalgamate and split functions, within the prescribed core functions of a department. Planning in detail the precise course of action required to bring about particular desired changes will thus entail paying close attention to the wording of the establishment order concerned (which is, surprisingly, not easily accessible), but it can be assumed that it is most likely that Presidential approval will be sought. Depending on the approach taken, amendments to primary and secondary legislation may also be needed, where functions are allocated to specifically named departments or officers, for example in the Children’s Act 2011 or regulations made under it. The steps that would be required to pursue different possible restructuring options are set out in more detail in the Capacity Building Plan which accompanies this assessment.

If such structural changes were to be pursued, it would be sensible at the same time to make some other adjustments to further clarify the Ministry structure. Although not very apparent in the functions of the headquarters departments, DSWOs and DWCOs both undertake activities more concerned with the economic empowerment aspects rather than with social welfare (a point discussed further below). At the same time, interviews with directors, as well as the workshop outputs, suggested that there are **considerable areas of similarity between the functions of the departments of Cooperative Development, Economic Empowerment and Youth Development, all of which are concerned in various ways with improving livelihoods.** During any reorganisation of the social welfare functions a wider realignment of these functions might also be considered.

It was suggested in discussion at the workshop that the Ministry’s responsibilities in fact lend themselves to organisation as a structure of three commissions, for labour, for social welfare and social protection (perhaps re-designated “family services”), and for economic empowerment. This suggestion appears to have merit. However, further detailed consideration of the way in which the

Ministry's economic empowerment functions might be reorganised, to optimise the use of resources and maximise impact at community level, is beyond the scope of this assessment, which was focused on capacity to deliver social welfare services. Very detailed information about the activities of other departments, and in particular about the nature of their work at district level and below, was therefore not collected.

Whether or not a merger of DESW and DWCD or other adjustments to the high level structure of MLEEYWC are implemented, a clarification of the roles and responsibilities of the different sections and units within these two departments (particularly those with technical functions) will be required. In this regard the CPU stands out due to its size and scope. Although the CPU has a clearer – documented – mandate than is the case for other units of the Ministry, staff job descriptions still do not exist, leading to difficulties in the understanding of existing roles. Interviews with CPU staff indicate that most of their time is spent with individual case work.<sup>32</sup> The team, however, recognise that should not be the case and claim that their strategy is to strengthen the capacity of DSWOs to undertake case management so that the CPU caseload can be progressively transferred to the districts where they originate.

Discussions with the team about what the main functions of the CPU should be if their caseload was reduced concluded that the Unit ought to focus primarily on three key roles for which their capacity would have to be strengthened:

- Provision of **technical guidance to and oversight of all child protection service providers in Zanzibar**. As a result of the mandate bestowed on the Director of Social Welfare by the Child Care and Protection Regulations, the CPU would be the natural body to coordinate and oversee the implementation of all child protection services provided by the Ministry as well as to perform a regulatory and monitoring function towards all other stakeholders delivering child protection services in Zanzibar. At this stage, the CPU does not have enough capacity to provide adequate technical supportive supervision to district officers, which should be a core function of the CPU team, or to monitor the quality of services being offered by private child protection service providers (such as residential care facilities and rehabilitation centres).
- Provision of **specialised case management services**, for very complex child protection cases escalated to the CPU by district officers and/or cases which require referral to services only available at central level, such as foster care and guardianship. This may also include complex cases which require coordination with other sectors and government departments, such as when children with disabilities have been abused or when children have been trafficked to and from the Mainland or other countries. This work would need to be undertaken by the child protection officers of the unit with social work qualifications and require that they be further trained on child protection case management procedures and best practice.
- The Unit should bear a **specialised knowledge management function** for child protection, making use of a basic information management system. By analysing routine monitoring data provided by districts and other actors of the child protection system, the CPU would be in a position to assess trends in the prevalence of child protection risks and in the incidence of violations and set out a locally appropriate research agenda. It would also be in a position to establish what type of child protection services are most needed in what part of Zanzibar, ultimately driving policy-making and programme planning in the sector, through dialogue and coordination with MLEEYWC stakeholders and development

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<sup>32</sup> An analysis of how the CPU team presently undertakes their case management work and an estimation of their caseload is provided in Annex F.

partners. Currently the CPU has no M&E capacity beyond that of keeping basic records for the cases that are managed by its officers.

In the event of a division of responsibilities between the DWCD and DESW along the lines earlier described, the **DESW should take over the management of the Child Helpline, which should, in principle, be managed by the CPU.** To take over this new responsibility, the CPU will need to secure adequate resources, facilities and skilled staff, and undertake an assessment to understand how the service can be improved in order to meet its objectives.

There are other areas of uncertainty about the definition of the roles and responsibilities of different parts of the Ministry, that have some apparent impact on smooth working relationships across the organisation, and that could be remedied without large-scale restructuring. One of these concerns **the definition of the role of the DPPR.** The functions of the Department are by implication defined by the document “Duties and Qualifications of Officers in the Department Of Planning Policy and Research” (Department of Planning Policy and Research, n.d. a), issued by the Zanzibar Planning Commission, which applies to similar departments across government, and ensures that there is in theory a commonly-configured interface between the Commission and all ministries for the execution of core national processes such as annual and medium-term planning, budgeting, monitoring and evaluation, and ensuring that new policies are in line with national plans. This document also prescribes for the director of the department the duty of “supervising, reviewing and assessing policies, plans, programmes and projects”, and ascribes to a Policy Development Unit the duty of “preparing relevant policies” and “advising the Ministry to prepare relevant policies”. While it is unfortunate that there is no reference to carrying out these tasks in collaboration with other parts of the Ministry, these statements cannot be taken to mean that policy development should be the exclusive concern of DPPR alone.

This assessment concluded that there is **no fundamental problem with the division of labour between this and the other departments of the Ministry regarding policy development,** which seems appropriate and well adapted to make the best use of scarce resources. It is, however, a matter of concern that this was not always well expressed and seemed to be interpreted in different ways by different interlocutors. It was sometimes stated that DPPR is responsible for policy development and functional departments such as DESW and DWCD for implementation, which if true would be unhelpful: policy should not be developed in isolation from practical knowledge and experience of a specialist field and the challenges of implementation, but nor is it feasible for a central unit to contain detailed subject knowledge across a Ministry’s whole sphere of operations, especially when resources are constrained. Collaboration is therefore essential, and is reflected in the process described in a most recent interview by the Director of Planning, Policy and Research: DPPR coordinates policy development and approval, writes an initial concept note or terms of reference and identifies a suitable consultant, and leads the policy development process with the involvement of the “user” department; if the policy is agreed the user department implements it, with DPPR oversight to ensure that this is done. **On this basis policy development will always be a joint effort.** It is not clear, however, that this division of labour is entirely understood or accepted by other parts of the Ministry, and uncertainty about where lead responsibility should lie appears to be an obstacle to smooth cooperation across departments. **This needs to be clarified,** perhaps through a note for staff setting out clearly the steps in a typical policy development initiative and the different roles involved. The question also arises of where, if MLEEYWC wished to develop its capability actively to lead policy development on social welfare, this effort should be focused; the need for DPPR’s involvement is clear, but there would also need to be a focal point in DESW, and it is not clear organisationally where this would lie.

An example of where confusion and tension has arisen between departments over the division of roles in policy development concerns **gender policy.** On the one hand, as described in Chapter 3,

DPPR has responsibility for ensuring that government policy on a set of cross-cutting issues, of which gender is one, are reflected across all of the Ministry's work; there is no gender unit as such, and the cross-cutting unit is currently not staffed. At the same time, the Director of Women and Children Development believes that her department should have responsibility for gender policy. There is in fact no conflict between these positions. There is no reason why DWCD should not, if it has the resources to do so, play a leading role in driving policy development on this topic, in the context of its programme responsibility for gender equality and women's development; this should however be taken forward in collaboration with DPPR in its role of coordination and of communicating with the Planning Commission about new policies. Clarification of this issue will be achieved through production of a more general clarification of roles and responsibilities in the policy process, as described above.

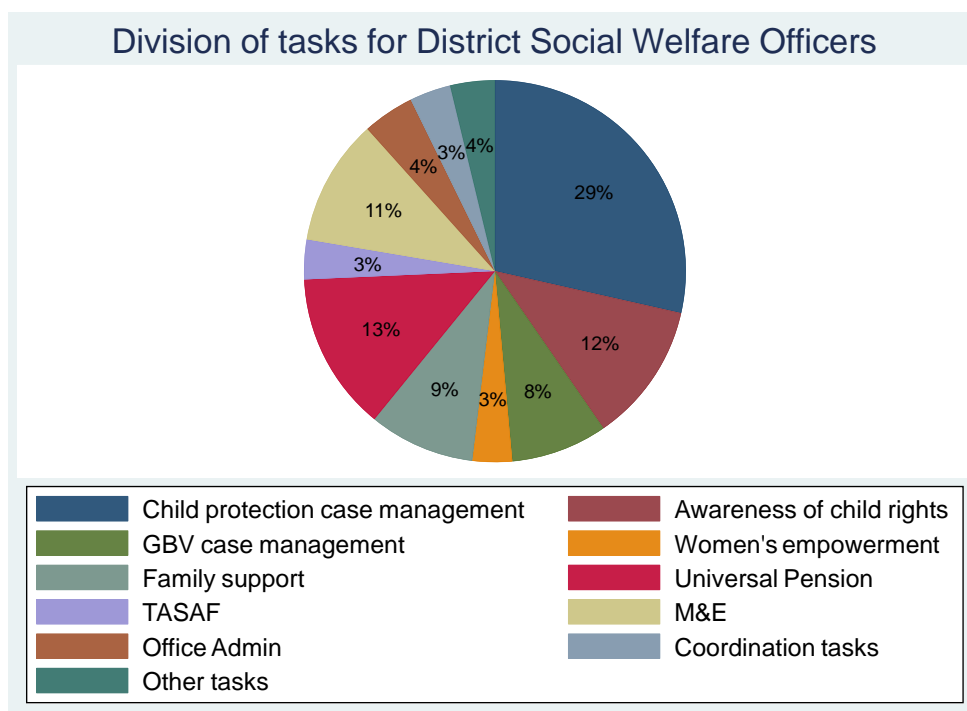
One aspect of DPPR's responsibilities that is not contentious but where there is **an urgent need for the department to develop its capacity is monitoring and evaluation (M&E)**. There is at present only one person in this role, serving the whole Ministry; this officer is, as described in Chapter 3, supposed to be supported by designated staff members in each department, but these functions are also very thinly resourced in DESW and DWCD. Yet – as argued earlier – the ability to deploy good-quality monitoring data and analysis is key to the Ministry's assertion of a leading role in the coordination of social protection. This requires the capacity to collect and handle data not just within MLEEYWC but from across government. Development of M&E capability is also needed to provide timely summary performance data, to enable senior officials to monitor the performance of departments in the execution of their reactive and proactive core tasks, track changes in the volume and nature of social welfare cases, and generally exercise a strategic management role. Such data, if available, would appropriately provide the focus of the existing monthly and quarterly management team meetings. This information will also be needed at all levels to support the implementation within the Ministry of the performance-based staff appraisal system which is shortly to be introduced across government.

#### **4.2.2 Organisation and resources at district level**

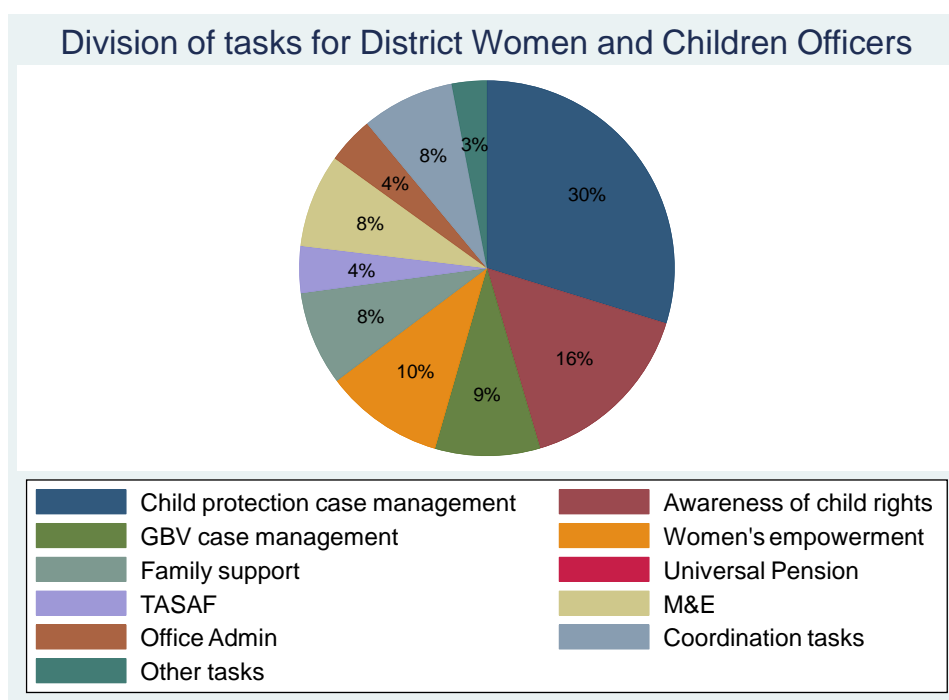
The main organisational issue at district level arising from this assessment is the more or less **artificial distinction between the roles of the DSWO and the DWCO**. This became apparent through key informant and group interviews, and was substantiated by the survey of 23 district officers conducted in August 2017 (the full analysis of which is attached at Annex D).

As the two charts below show, there is **a great deal of similarity in the pattern of time use between the two groups of officers**. DSWOs spend 29% of their time on child protection and 8% on GBV; for DWCOs, the proportions are 30% and 9%. This seems to bear out the view that the distinction in role between the corresponding headquarters departments is an artificial one, and that – whether or not a merger is effected at headquarters level – the needs of vulnerable people would be best served by the amalgamation of these resources into a single integrated team at district level.

**Figure 18: Tasks and time use of DSWOs**



**Figure 19: Tasks and time use of DWCOs**



There is, on the other hand, a significant difference in the proportion of time spent on women’s economic empowerment activities, which is 10% for DWCOs but just 3% for DSWOs. This probably reflects the time spent by the former on facilitating women’s income-generating groups. Both the Gender Policy and the NPA-VAWC are clear about the importance of women’s economic empowerment as the foundation of a wider social development agenda, and officers interviewed also emphasised the value of their work with these initiatives as providing an opportunity for engagement on a range of other gender-related issues. It is apparent that at the front line **social welfare functions are inextricably entwined with the economic empowerment elements of**

**social protection.** Attempting to transfer the latter elsewhere to allow the staff concerned to focus to a greater degree on strengthening their specialist skills as social welfare practitioners might have some attractions in theory, but would be impractical and probably counter-productive. It is important to ensure, however, that there are clear pathways for DWCOs and WCCs to refer the groups they are in contact with to other departments (Empowerment, Cooperatives or even Youth) as appropriate.

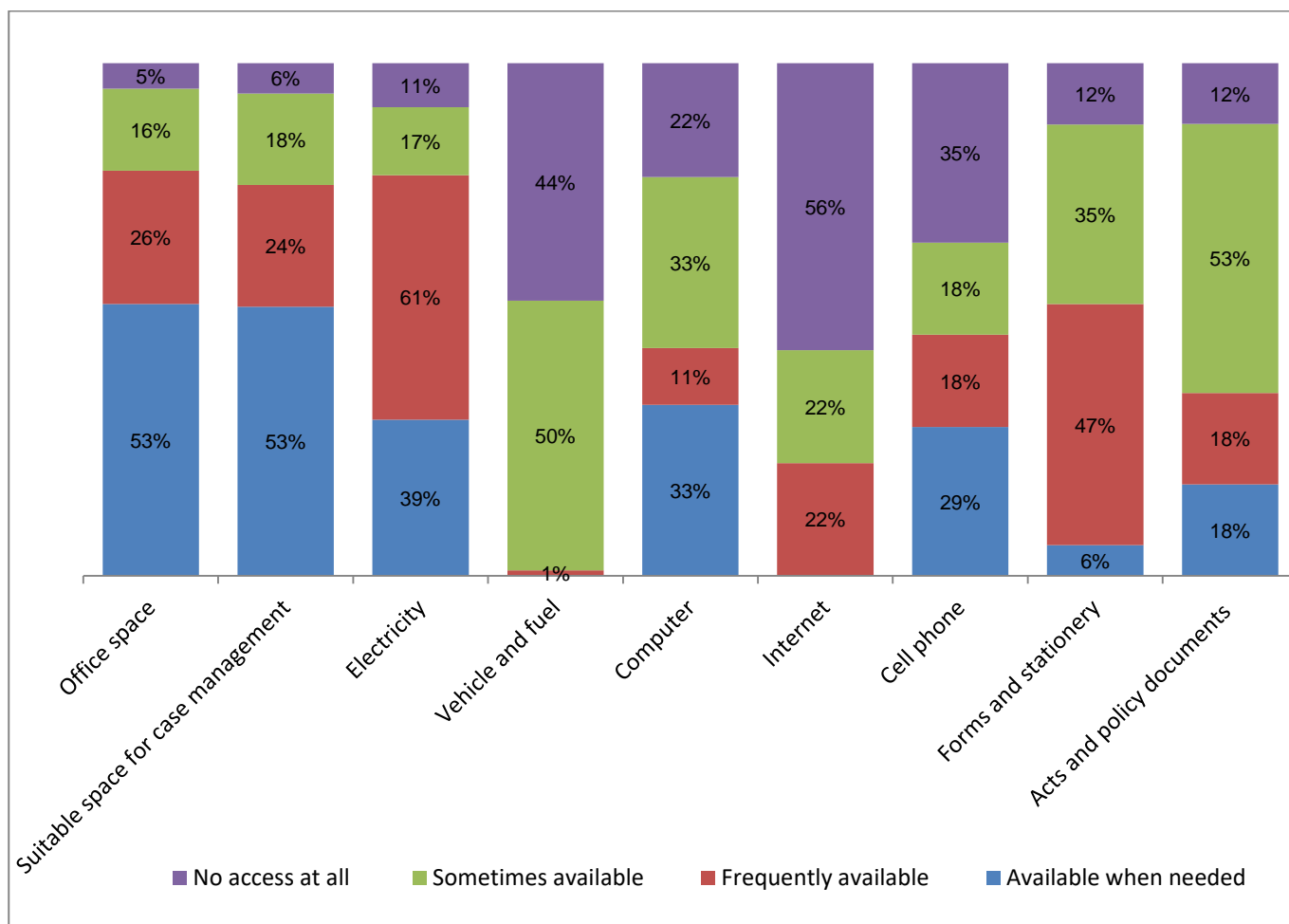
Conversely, 13% of DSWOs' time is taken up with administration of the Universal Pension, which will comprise both accepting and checking applications for registration and attending payment points to verify the identity of beneficiaries; DWCOs are not currently involved at all in these functions. If the integration of these officers into a single district team were to be pursued this work could be distributed more evenly between them. Even if there is no reorganisation, **the appropriate allocation of tasks between district officers could be examined**; while the Universal Pension is a DESW responsibility there does not seem to be a compelling reason why these essentially administrative tasks should be carried out by qualified social workers whose skills might be better employed on more demanding casework. In any case, a wide range of staff from different departments are already called upon to assist the payment process.

Although reliable, consistent and consolidated data on the volume of child protection cases managed by MLEEYWC officers is not available, a detailed breakdown of the estimated caseload per officer by district is presented in Annex F, along with a description of the case management processes involved (comparable information about GBV cases is not available). Because of the uniform distribution of DSWOs and DWCOs per district, regardless of population, the estimated number of children potentially in need of case management services per district officer varies from around 50,000 in Magharibi to just over 5,000 in Kusini.

The MLEEYWC has recently put in place child protection case management guidelines and tools, as well as provided training for DSWOs, but **the lack of an information management system to support the follow-up and assessment of cases results in a fragile child protection system.** In the absence of a structured mechanism for technical supervision and support, district officers manage their caseloads with great independence, perhaps missing out on opportunities to provide better or faster referrals to services for the women and children they serve. On the other hand, officers consulted for this exercise displayed, in general, great knowledge of the existing actors and services in their districts, being usually rather confident in coordinating and collaborating locally with both government and civil society partners. While they did not display excessive discontent with their workloads, it is reasonable to assume that – as the officers themselves acknowledged – **due to the widespread mistrust of the population toward government services, a 'suppressed demand' for child protection and GBV case management services exists whose size and scope is presently unknown.** A longitudinal analysis of historic routine data collected by district officers (provided the data is reasonably reliable and consistent) could provide an indication of the volume and types of cases reported over time. It would thus be a useful source of information to estimate the profile and size of the MLEEYWC workforce required to respond to such cases in each district. The NPA-VAWC aims to increase the number of district officers from the current three to five per district in the coming five years, but it is unclear whether or not this growth projection was based on an analysis of the potential demand for services over time. In the absence of actual caseload data, we have produced general estimates about the potential demand for child protection services in Zanzibar, based on child population size and prevalence of certain types of child protection violations according to recent studies; this analysis is available in Annex F.

The survey data collated from the DSWO and DCWO questionnaires also corroborates interview evidence concerning **the shortages of material resources** with which district officers have to contend, as Figure 20 shows.

**Figure 20: Availability of key resources**



**In general, respondents did not have access to all the resources required by the job when they needed them.** While office space, suitable space for interviews and electricity were noted as being frequently available, there were less availability for vehicles and fuel, computers, internet and copies of acts and policy documents. Of these shortages, that of transportation is probably most critical in terms of serving communities and responding to urgent cases: this was repeatedly emphasised by interviewees, who made clear that even a motorbike would be a hugely welcome asset. One pointed out that, in trying to respond to child protection cases, she could not even rely on the assistance of the police, who often had less access to transportation than she did. Headquarters units, particularly the officers handling child protection and GBV case work, reported similar difficulties with transport.

The team also spoke to a small number of volunteer Women and Children Coordinators (WCCs), as well as adult service users. The overall purpose of this was to gain insights into how they perceive their relationship and interface with Ministry workers and officials, as proposed in OPM's inception report. While discussions with the WCCs provided us with greater insight into the relationship between the WCCs and the DWCOs and how cases are brought to them, interviews with service users (notably cases of family abandonment by husbands and pensioners) proved less informative. The pensioners we spoke to had limited interaction with the Ministry and were happy to be receiving their pensions. Likewise the small number of women we spoke to were also happy that the Ministry was helping their cases, although the process of going to the courts was



time consuming. Nevertheless, talking to these users gave the team some understanding of the people that the Ministry interacts with and helped contextualise our analysis.

The majority of WCCs consulted for this assessment displayed a great sense of commitment and responsibility toward their duties, often working the equivalent of a full-time job without any incentive or compensation, but also revealed the absence of a systematic supervision structure to guide and support them. Assuming there are WCCs in each of the 387 *shehias* in Zanzibar and only 11 DWCOs to support them, the challenges of adequate technical supervision become evident. Even if there were to be a redistribution of supervisory responsibilities for WCCs between DSWOs and DCWOs, each district officer would still need to provide technical support to approximately 11 WCCs, in addition to their usual tasks. **WCCs should be first and foremost considered as potentially great assets of the child protection system**; they represent an opportunity for strengthening linkages between communities and formal child protection services, and provide a sign that despite the tensions and challenges earlier described community members still feel a sense of duty and compassion toward the wellbeing of children.

However, WCCs also speak of having to pay for transport and photocopying and for access to other minor services, as well as of housing victims of violence in their own homes in extreme cases and suffering abuse and retaliation from the public on several occasions. They feel motivated by the cause they espouse but are frustrated by the lack of recognition and support they receive from the local authorities, in particular from the MLEEYWC. WCCs appear to have received basic child protection training from NGOs and work closely with DWCOs, portraying relatively good levels of awareness about child rights and protection issues. Nevertheless, the fact that they do not have clear job descriptions and clear lines of accountability due to the voluntary nature of their jobs leaves room for concern. Coordinators make daily decisions about which child protection cases should be 'escalated' to district officers, which should be taken to the police, which should be handled by the *sheha*, which they can resolve by mediation, and so forth. The more experienced ones may do so in close consultation with district officers, but it seems unlikely that all have the time, resources or ability to undertake initial case assessments to decide when and where to refer child protection cases. Leaving WCCs largely to their own devices poses a risk, not only in terms of potentially losing a valuable cadre of welfare workers if they become demotivated, but because their actions may, in exceptional cases, not always be in the best interests of the children they are supposed to protect. WCCs seem willing and able to continue being the frontline workers of the Zanzibar child protection system. Small investments in terms of clarifying roles and responsibilities, setting up clearer lines of accountability and support as well as providing basic recognition of the critical role they perform (by, for example, supplying them with some form of official identification and small transport allowances) may lead to improved performance and service delivery. **A plan of action is needed to define the role of WCCs in providing an essential link with formal child protection services, to strengthen their capacity to discharge this function, and to ensure their continuing motivation.**

### 4.2.3 Management systems and processes

MLEEYWC is not a large organisation, but the process of establishing clear and unequivocal information about staff numbers, overall and by department (let alone the qualifications and seniority of those staff), the number of sections or units in each department, which staff belong to which unit and the core functions of each, proved almost overwhelmingly difficult.<sup>33</sup> The

<sup>33</sup> The elusive nature of staffing data may not be an exclusively MLEEYWC problem. The 2015 Fiduciary Risk Assessment noted that across government weaknesses in payroll systems and controls, and the prevalence of ghost workers, were a challenge that was expected to be addressed by the implementation of a new Integrated Human Resource and Payroll System; the output of such a system would at least have provided a single definitive listing of staff in post.

organisational structure within departments was essentially a matter of opinion on which views differed markedly between members of staff, and there were frequent disagreements between colleagues about whether particular individuals should or should not be regarded as members of a given unit. Even compared with other similar ministries elsewhere in sub-Saharan Africa the situation was uniquely complicated, opaque and difficult to unravel, and there is **a scarcity of reliable and consistent documentation to help interpret the information gained from interviews**. The Ministry's establishment order might be expected to offer an authoritative version of functions by department, but could not be located within the timescale of this assessment.

The conclusion of this study is not that these data difficulties are an obstacle to a proper assessment of MLEEYWC's capacity, but that they are themselves a massive piece of evidence about what may be the Ministry's greatest single area of capacity weakness. If certain key information about staffing or functions cannot be unearthed in consistent form after several months of enquiry, the issue is less that it might be obtainable somewhere eventually than that it is plainly not readily accessible to and in regular use by officers themselves.

There appears to be a common root cause to many of the difficulties experienced in this assessment, which can be characterised as **a lack of management orientation** in the thinking and work habits of senior officers. In a more developed culture of public sector management, officers at both senior and middle management level would have a clear and immediate grasp of **what their key tasks and objectives for the year are, what staff and other resources they have at their disposal to carry out these tasks, and to whom they are most directly accountable for their performance**. None of these things is commonly the case in MLEEYWC. At the very least it might be expected that any manager would be able to say easily what staff they had working for them, but this is often not the case. Obscure posting practices (leaving vacancies which cannot be filled) and extended absences on study leave contribute to large margins of uncertainty, as do disagreements about the extent of the functions of units and thus where particular individuals belong (for example, whether the Compensation Officer or the officer responsible for elderly homes are or are not members of the SPU); even the designation of head of unit is sometimes contested.

This situation is compounded and perpetuated by two interlinked factors. One is the lack of a firmly-embedded **culture of delegation**. There is a prevailing sense that all staff report to the Principal Secretary (as indeed ultimately they do) without an equally strong recognition that this will for most staff be through one or more intermediate tiers of management, to which adequate powers of decision-making and control need to be delegated if the organisation is to function effectively. Where there is a clearer focus of authority this is seldom found at a level lower than Director, and this poses its own problems. A number of duties are placed by primary and secondary legislation, including recent regulations under the Children's Act 2011, on the Director of Elders and Social Welfare. Consistently with the pervasive lack of delegation in the culture of the organisation, these provisions seem generally to be understood (whatever the intentions of the drafters of the legislation may have been) as meaning that decisions have to be taken by that person alone. This leads to effort being put, for example, into the preparation of letters seeking the personal intervention of the Director in child protection cases, and this formality arguably gets in the way of the development of procedures that would enable case-working decisions to be taken by officers at lower levels, albeit on behalf of and for the ultimate approval of the Director.

The development of clearer and unequivocal structures of delegation, with the provision of appropriate training to strengthen the capabilities of middle managers at head of unit level, will also be essential to enable any merger of departments whilst still **providing the director of the enlarged department with a manageable span of control**.

The second is that there is as yet no performance management and staff appraisal system in the Zanzibar public service. The introduction of such a system would inevitably force the resolution of many of these uncertainties, as it would require clarity about who reported to whom, for the performance of which functions, and would incentivise managers to precipitate decisions about what staff resources and what results they were accountable for. The Revolutionary Government of Zanzibar's Public Service Management Policy of October 2010 identified, amongst other major obstacles to good public management, inefficient and ineffective record management, the lack of clear job descriptions, and the absence of even a rudimentary **performance management and staff appraisal system**. In response to the last point, a template has been developed and is being considered by the Inter-Ministerial Technical Committee of Principal Secretaries for imminent introduction. The system is called OPRAS (Open Performance Review and Appraisal System), and is the same as or based on that introduced in Mainland Tanzania in July 2004; it is founded on assessment of the performance of tasks assigned or objectives set by managers, and the process of implementing it can be expected to have a hugely salutary effect on the quality of management. It is not known whether MLEEYWC is any worse or better placed than other ministries to embrace this initiative, but it is clear that clarifying line management responsibilities for this purpose will be a significant challenge. It does, however, provide an opportunity and a context for the **introduction of management training for middle and senior managers** which could help to remedy many of these capacity weaknesses.

**The development of good-quality job descriptions is an area in which the Ministry could make progress in advance of any government-wide initiative.** These would be both valuable in themselves, in clarifying tasks and reporting lines, and could be seen as an indispensable step in the process of implementing OPRAS. Many interviews with MLEEYWC personnel during this assessment revealed a deep-rooted confusion about the distinction between job descriptions and schemes of service. Discussion with officers in PO – Constitution, Legal Affairs, Public Service and Good Governance confirmed that while all staff in all Ministries, Departments and Agencies are covered by a scheme of service, individual job descriptions only exist for some staff. Schemes of service describe the role, required qualifications for entry and (in very broad terms) the duties of a whole professional cadre of staff (for example, “welfare officer”) at one of three levels: officers with a first degree, assistant officers with a diploma and assistant officers with a certificate. In contrast, a job description should provide a more detailed and specific account of the actual job that is required to be carried out by an individual worker playing a particular role in an organisation; it may be shared by several employees if they are actually doing the same job, or may be tailored to a single unique job. A good job description provides a sound basis for the preparation of an annual performance agreement or similar as part of a staff appraisal system.

As part of this assessment the team has developed a draft job description template, which MLEEYWC may wish to modify to meet their specific requirements. The template contains the key information expected in a job description: job title, section/unit, department, reporting lines, key duties and responsibilities, knowledge, skills, qualifications and experience required. It also incorporates simple guidelines to assist with completion. Draft job descriptions have been completed for 26 key technical jobs in the DESW and DWCD, drawing on information from interviews, any existing job descriptions and schemes of service that have been made available, and other relevant documents. The template and these drafts are attached in Annex G.

Preparing the draft job descriptions has been an aid to the capacity assessment process, as it has helped to clarify the functions performed at different points in the organisational structure. It has also tested the applicability of the proposed template, and, finally, is intended to help the Ministry in moving forward into the capacity building phase of the project. However, it must be stressed that these are drafts based on available, and possibly incomplete, information, and also that they represent our understanding of the situation “as-is”. They do not necessarily reflect an optimal or

allocation of functions to posts or definition of tasks, and they certainly cannot reflect the impact of any structural reorganisation of the kind discussed in this assessment.

As part of any subsequent capacity building phase, directors and heads of unit should next **undertake a review process with job holders, to check the draft job descriptions for accuracy and completeness and amend them where necessary, and should also initiate a process for completing job descriptions for the remaining technical staff.** This review should specifically address the requirement for management skills and training for a number of key senior posts, which are not currently reflected in the job descriptions included in Annex G. More detail regarding the recommended process for clarifying functions and line management structures is provided in the Capacity Building Plan. The resulting set of job descriptions will provide a starting point for implementation of the new performance management system, a basis for redistribution of functions in the context of any reorganisation, and a means of considering the re-design of some jobs where necessary, even in the absence of a reorganisation.

#### **4.2.4 Workforce strengthening**

**MLEEYWC does not appear to have any strategy for the development and strengthening of the social welfare or social protection workforce.** In the longer term, once progress has been made on the prerequisite tasks of clarifying management and staffing structures within the Ministry and developing accurate job descriptions, it will be important for the Ministry to launch a process to formulate a workforce strengthening strategy. Ideally this might be combined with production of the Ministry's next strategic plan, but it will be a complex and far-reaching exercise and there may not be sufficient capacity in-house to tackle all of these challenges simultaneously.

The workforce strengthening strategy should provide guidance on both the **numbers of professional staff** required to carry out essential social welfare and social protection functions over the next five to ten years, whether these are the responsibility of the Ministry directly or of local government authorities with devolved powers, and of the **skills and qualifications** they will need to have. It will have, therefore, to take account of a wide range of issues, including:

- Actual current child protection and GBV caseloads and other components of social welfare workload;
- Improved estimates of suppressed demand for case management services, as discussed in section 3.3.3 above;
- The potential impact on caseloads of more effective preventive measures and community engagement to strengthen positive social and cultural norms, as discussed in section 4.1.1 above;
- An analysis of which kinds of intervention require management by professional social workers, and which can be satisfactorily dealt with by other staff, as discussed in section 4.3.2 below, and of the implications of this for training and recruitment;
- Consideration of the likely future fiscal space for increased staffing to meet caseload demand, and of the political will to support the expansion of social welfare and social protection services.

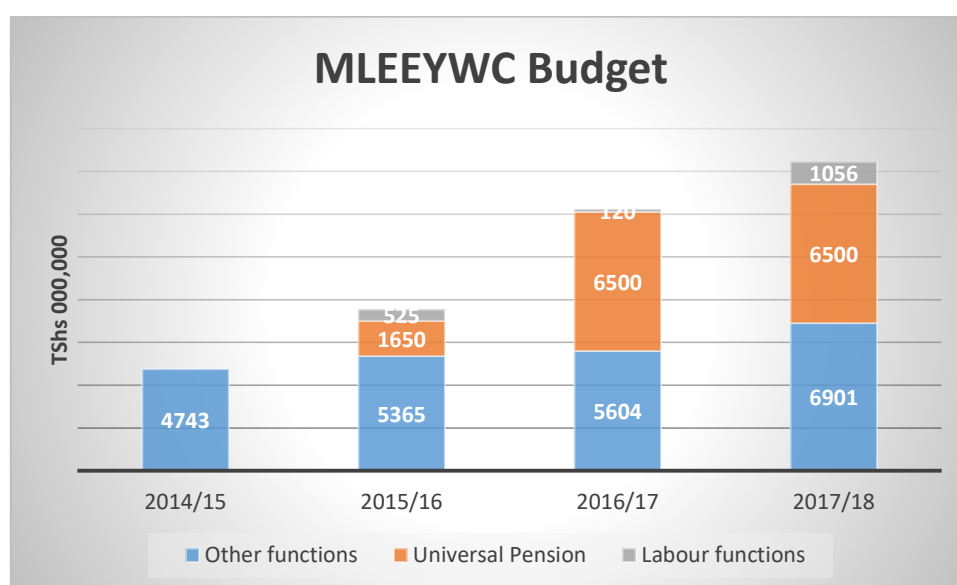
Such a strategy might well be developed by MLEEYWC in collaboration with the schools of social work in Zanzibar, both as an additional source of relevant professional expertise and as the likely suppliers of recruits to meet any increased demand for social workers across the sector. A robust workforce strategy could provide helpful input to the schools' own planning and to their curriculum development.

## 4.2.5 Financial capacity of the MLEEYWC

### Overall budget position

In the Revolutionary Government of Zanzibar's 2017/18 Budget, MLEEYWC's allocation amounted to 14,456,640,000 (14.5 billion TShs) or 1.3% of the total. By comparison, the Ministry of Health (including Mnazi Mmoja Hospital) accounted for 7.7%, and the Ministry of Education and Vocational Training for 18.1%. This allocation represents an increase in the Ministry's budget of 1,376,344,750 TShs or 10.52% compared with 2016/17; however, the Office of the Chief Government Statistician reported headline inflation as running at 5.9% in September 2017 (Office of the Chief Government Statistician, 2014). On this basis the budget increase is equivalent to 4.4% increase in real terms, compared with a 26% real terms increase in the national budget.

**Figure 21: MLEEYWC Budget 2014/15 – 2017/18**



Source: MLEEYWC Budget Estimates 2015/16, 2016/17, 2017/18

Moreover, this budget allocation has to absorb the impact of a continuing increase in civil service pay, which in aggregate will have risen (across the government pay bill as a whole) by some 37% between 2015/16 and 2017/18 (Ministry of Finance and Planning and UNICEF, 2017). For MLEEYWC, the estimated cost of salaries will have increased by 1.8 bn TShs or nearly 85% over the same period. Overall, the Ministry's budget has increased from some 4.7 bn TShs in 2014/15 to 14.4 bn TShs in 2017/8. However, a truer comparison, as well as adjusting for inflation over the period, should also deduct from the later year the expenditure associated with the employment and occupational safety and health functions reporting to the Labour Commissioner – which came to the Ministry in 2015/16, and which in the current year account for 7.3% of the total – and also the cost of implementing the Universal Pension. **Excluding these additions, the Ministry's budget for other functions has increased by around 45% in nominal (cash) terms over the period, representing a real terms increase.**

The Universal Pension was inaugurated on 15 April 2016; provision of 1.65 bn TShs was made for the first part year of operation,<sup>34</sup> and reportedly 6.5 bn TShs for 2016/17.<sup>35</sup> The budget provision for 2017/18 is again 6.5 bn TShs, or 45% of the total for MLEEYWC. However, an arithmetical calculation based on the 27,466 beneficiaries registered in October 2017 (without attempting any actuarial adjustment for additions to and deletions from the register) would suggest a full-year cost (including the 3.6% provision for running costs) of some 6.8 bn TShs, which is the amount projected for 2018/19 in the budget estimates.

The evolution of total budgeted expenditure is shown in the chart at Figure 21 above.

## Budget process

International comparisons of budget allocation by Ministry are not meaningful, because of differences in the functions exercised by different institutions and by different governments – the Government of Zanzibar does not provide the full range of functions (such as defence and foreign affairs) exercised by the Union Government or other national governments. International analyses are usually based instead on comparison of social assistance expenditures as a proportion of GDP. The recent Public Expenditure Review of social protection in mainland Tanzania found that Tanzania spends substantially less on social safety nets than most countries in sub-Saharan Africa, at 0.46% of GDP compared with a regional average (excluding South Sudan) of 1.35% (World Bank, 2017). The conditional cash transfer and public works components of the TASAF III/PSSN programme make up by far the largest part of this expenditure. This is broadly consistent with the observation in the ZSPP that (on 2010 figures) approximately only 0.4% of GDP in Zanzibar is spent on non-contributory social protection provision, excluding government-funded health and education services (Ministry of Empowerment, Social Welfare, Youth, Women, and Children, 2014b: p.25). However, this figure does not map very accurately on to the MLEEYWC budget, which excludes both the PSSN programme and other spending such as the 5,000 TShs pension administered through PO-RALG&SD and Shehas, but includes a range of preventive and promotive social protection interventions that fall outside the definition of social safety nets.

While these figures may suggest that MLEEYWC is relatively under-resourced, there are no clear international benchmarks for the particular mix of services provided by this Ministry. A more relevant question is therefore whether the Ministry has the capacity to make the best case possible for its own programmes in the annual budget dialogue.

The budget process was analysed in detail in the 2015 Fiduciary Risk Assessment (FRA) (Claussen and Moshi 2015), which found there was a substantial level of risk associated with the comprehensiveness and transparency of the budget because of the very limited data available to the public, and a moderate level of risk connected with the linking of budget allocations to policy targets. A Programme Based Budgeting system was introduced in 2014/15 which requires Ministries to allocate expenditure across programme budget heads, specifying objectives, targets, activities and associated expenditure. During the budget process various committees and technical teams discuss both new revenue measures and allocations to priority expenditure areas, and (beginning in September) review the past year's performance. This leads to the approval (between January and March) of the Budget Guidelines by the Inter-Ministerial Technical Committee, which includes all Principal Secretaries, and the setting of budget ceilings by MOFP for each ministry; these specify separate limits for salaries, other recurrent charges, subventions and government contributions to development projects.

<sup>34</sup> Budget Estimates 2015/16.

<sup>35</sup> This figure was reported by Aderonke Gbadamosi and Charles Knox-Vydmanov (n.d.), Universal Social Protection: The Universal Pension Scheme in Zanzibar, and confirmed by the MLEEYWC Bango Kitita report 2016/17. However, it is not consistent with the total budget of 5.25 bn TShs (and outturn of 4.825 bn) shown in MLEEYWC's IFMIS.

Within MLEEYWC, the management team then decides the ceiling for each department, within which it will prepare its contribution to the budget process. In-year, the management team also makes decisions about the allocation to departments of monies actually released by MOFP, so if releases are delayed or less than planned the resources available to a department may not reflect its original budget.

The time at which the Ministry can in principle exert the most influence on the budget process is during the dialogue which precedes the approval of the Budget Guidelines and ministry ceilings. Any successful arguments for an increased share of national resources are likely to depend on MLEEYWC's ability to demonstrate that its programmes are making a positive and cost-effective contribution to the Government's priorities for growth and poverty reduction, and that it is able to spend the resources allocated to it efficiently. Within the Ministry, during this study some interlocutors expressed the view that **the setting of departmental ceilings should be based to a greater extent on empirical evidence**. They felt that decisions about departmental ceilings should continue to be taken, within an overall Ministry resource envelope, by the Principal Secretary in consultation and collaboration with directors, but there should be a more objective basis for doing so. This in turn would, though, place greater onus on directors and their officers to have readily available data to evidence their effectiveness in delivering programmes and achieving results.

The Ministry's record on budget execution is discussed further below. As regards evidence of effectiveness, MLEEYWC reports in its annual budget presentation against the following indicators:

- Number of loans provided by the Social Economic Empowerment Fund, and amounts repaid;
- The number of Savings and Credit Cooperative Organisations, their membership and financial profile;
- The number of Cooperative Unions supported;
- The number and nature of Gender Based Violence cases reported;
- The number of violence cases reported to the Child Protection Unit;
- The number of children living in difficult circumstances.

These statistics provide some indication of caseloads, but are not easy to interpret, and do not help in presenting a coherent picture of what the Ministry is achieving across its range of functions and responsibilities in response to the Government's policy priorities. However, the Ministry's annual report to the President in the Bango Kitita exercise presents a much more comprehensive suite of performance indicators linked to expenditure by sub-programme (Ministry of Labour, Empowerment, Elderly, Youth, Women and Children, 2017c). Reviewing this results framework, to ensure that it clearly demonstrates performance against selected strategic objectives which capture the main thrust of the Ministry's efforts and are of greatest relevance to government priorities, and making sure this information is deployed to good effect in budget discussions, **should help MLEEYWC to build a stronger position in the budget process**.

### **Allocations between departments**

MLEEYWC's budget allocation is distributed between five programmes and 13 sub-programmes, as shown in Table 9 overleaf. The disbursements of and operating costs of the Universal Pension are included under sub-programme Q010301, Coordination of Social Protection Services.

**Table 9: MLEEYWC Expenditure by Programme**

TShs '000		2014-15			2015-16			2016-17			2017-18
Programme	Sub-Programme	Budget	Outturn	Execution %	Budget	Outturn*	Execution %	Budget	Outturn	Execution %	Budget
Q0101 Social Economic Empowerment	0101 Empowerment Fund	262,894	180,064	68	72,509	15,890	22	41,230	27,325.00	66	232,486
	0102 Monitoring and strengthening of cooperative societies	407,493	392,722	96	41,520	12,761	31	25,400	21,093.00	83	380,082
	0103 Coordination and improvement of Social Economic Empowerment	338,955	292,502	86	555,747	423,573	76	381,910	64,579.00	17	600,103
	Sub-total	1,009,342	865,288	86	669,776	452,224	68	448,540	112,997.00	25	1,212,671
	As % of Ministry total	21	23		9	11		3	1		8
Q0102 Improving Gender Equality and Women's Progress	0201 Coordination of gender equality and women development	349,900	306,670	88	276,374	195,868	71	178,990	-1,107	-1	167,602
	0202 Fighting violence against women and children	207,381	182,920	88	24,245	1,500	6	311,100	160,377	52	175,100
	Sub-total	557,281	489,590	88	300,619	197,368	66	490,090	159,270	32	342,702
	As % of Ministry total	12	13		4	5		4	1		2
Q0103 Improving Social Welfare	0301 Coordination of social protection services	843,625	767,418	91	2,624,505	931,679	35	5,249,780	4,825,170	92	8,474,997
	0302 Youth development	437,046	200,775	46	382,666	34,825	9	337,480	259,594	77	427,363
	Sub-total	1,280,671	968,193	76	3,007,171	966,504	32	5,587,260	5,084,764	91	8,902,360
	As % of Ministry total	27	26		40	23		43	44		62
Q0104 Operation and COORDINATION of MLEEYWC	0401 Coordination of planning, policy and researches of the Ministry	289,594	123,673	43	85,970	12,099	14	75,000	64,902	87	427,838
	0402 Administration and operations	896,118	708,745	79	2,182,700	1,638,773	75	3,013,010	2,957,251	98	1,685,551
	0403 Coordination and implementation of Ministry activities in Pemba	710,086	539,484	76	768,864	657,545	86	3,337,154	3,066,153	92	829,908
	Sub-total	1,895,798	1,371,902	72	3,037,534	2,308,417	76	6,425,164	6,088,306	95	2,943,297
As % of total	40	37		40	54		49	53		20	
Q0105 Supervision of Labour Laws, Work Inspection and Decent Work for All	0501 Coordination and availability of decent jobs				117,232	70,120	60	29,512	17,790	60	213,484
	0502 Supervision of occupational health				128,002	92,075	72	37,339	21,951	59	233,530
	0503 Managing international labour standards and joint discussions at work				279,830	191,159	68	62,350	57,238	92	608,596
	Sub-total				525,064	353,354	67	129,201	96,979	75	1,055,610
As % of Ministry total				7	8		1	1			
<b>TOTAL (from IFMIS)</b>		<b>4,743,092</b>	<b>3,694,973</b>	<b>78</b>	<b>7,540,164</b>	<b>4,277,867</b>	<b>57</b>	<b>13,080,255</b>	<b>11,542,315</b>	<b>88</b>	<b>14,456,640</b>

\*Actual expenditure only available for 11 months July 2015-May 2016

Source: MLEEYWC Budget Estimates and IFMIS outputs



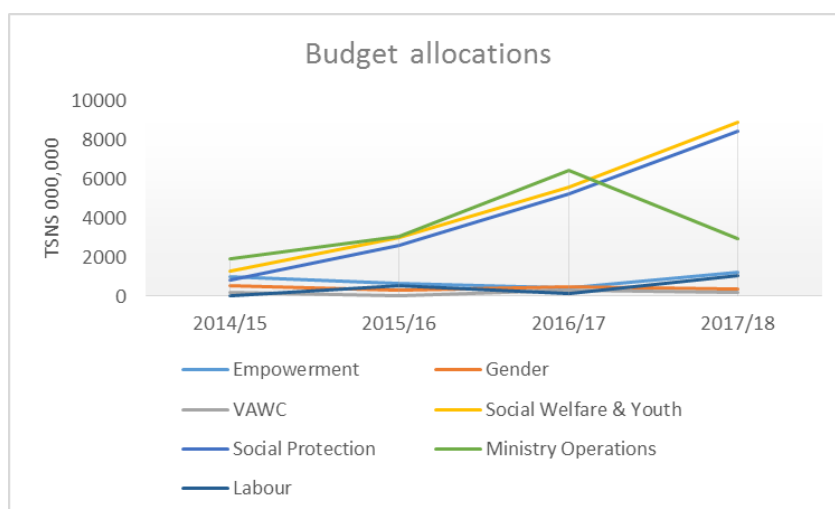
Programmes do not necessarily map directly on to organisational structures, but DWCD's expenditure appears to be fully reflected in programme Q0102, and DESW's in sub-programme Q010301 (apart from the salaries and other costs of those DSWOs who are employed on the regional administration payroll). This was confirmed to be the case, to the best of his knowledge, by the Ministry's Chief Accountant.

From 2014/15 to 2017/18 the Coordination of Social Protection Services sub-programme (Q010301) has increased in prominence from 17.8% to 58.6% of the Ministry's total budget, principally because of the inclusion within that sub-programme of the transfers and operating costs of the Universal Pension (although the precise impact of the pension scheme on the distribution of resources is difficult to demonstrate because of inconsistencies in the way the figures are reported by the Ministry in different sources).

By contrast, the budget for the Improving Gender Equality and Women's Progress programme (Q0103) has declined from 12% to 2% of the total over the same period; despite the inclusion within this programme of capacity building and coordination activities to implement the National Plan of Action to End Violence against Women and Children 2017-2022, **budgeted expenditure for this programme is lower in cash terms in 2017/18 than in 2014/15**. The provision of 175,100,000 TShs for the Fighting Violence against Women and Children sub-programme can be contrasted with the 2,040,067,000 TShs included in the costings of the National Plan of Action for activities in 2017/18 for which MLEEYWC is identified as the lead agency. This comparison is not a strictly like-for-like basis, as not all of these costs will fall to the lead agency, and of those that do some may be charged to other MLEEYWC sub-programmes; on the other hand, MLEEYWC would also be expected to incur some costs for activities for which it is a collaborating rather than lead agency, so this may provide a reasonable indication of the mismatch between budget estimates and the expectations of the NPA.

The changing proportionate budget allocations for the main programmes, and selected sub-programmes, are summarised in the graph at Figure 22 below.

**Figure 22: Summary of programme budget allocations 2014/15 - 2017/18**



Source: MLEEYWC Budget Estimates and IFMIS reports

The prevalence of the term “coordination” in the descriptions of sub-programmes and activities should be noted. In practice this is used as a catch-all term to cover a wider range of functions carried out by Ministry staff, and does not provide a useful basis for distinguishing between actual

coordination and more direct service delivery functions. This distinction is not captured in the coding of the Integrated Financial Management Information System (IFMIS).

## Budget execution

MLEEYWC has consistently underspent its budget allocation over the last few years. As shown in Table 10, figures are only available for expenditure up to May for 2015/16 (full year outturn is not reported in the Budget Book for 2017/18), but it is very probable that the shortfall will have been substantial. The budget was 57% spent at the 11-month point; by comparison at April 2016 expenditure stood at 75% and full-year outturn for 2016/17 was 88%. The budget execution performance for each main programme over the last few years is shown in Table 10 below. In addition, in its Bango Kitita document MLEEYWC reports a 94% disbursement rate for the Universal Pension scheme in 2016/17.

Underspending can result either from delays or shortfalls in exchequer releases, reflecting revenue performance and cash availability at national level and allocation decisions made by MOFP, or from lack of Ministry capacity to plan and implement activities to spend the money available. Data is generally not available to disentangle the two factors for past years, and attempting to do so would require disproportionate effort which would yield little additional learning. The analysis by sub-programme for 2016/17 in

Table 10 below does show, however, that even when funds are available different parts of the Ministry differ in their capacity to spend.

**Table 10: Budget execution by programme**

Programme	TShs 000,000	2014/15	2015/16 (to May)	2016/17	2017/18
Empowerment	Budget	1,009	670	449	1,213
	Expenditure	865	424	65	
	% spent	86	68	25	
Gender	Budget	557	301	490	343
	Expenditure	490	197	159	
	% spent	88	66	32	
Social Welfare and Youth	Budget	1,281	3,007	5,587	
	Expenditure	968	967	5,085	
	% spent	76	32	91	
Ministry Operations	Budget	1,896	3,038	6,425	2,943
	Expenditure	1,372	2,308	6,088	
	% spent	72	76	95	
Labour	Budget		525	129	1,056
	Expenditure		353	97	
	% spent		67	75	

Source: MLEEYWC Budget Estimates and IFMIS reports

**Table 11: Budget execution by sub-programme 2016/17**

Sub-programme		Budget (TShs '000)	Released	As % of budget	Spent	Spent	
						As % of release	As % of budget
0101	Empowerment fund	41,230	27,325	66	27,325	100	66
0102	Cooperative societies	25,400	21,092	83	21,092	100	
0103	Coordination of empowerment	381,910	64,579	17	64,579	100	17
0201	Gender equality	178,990	18,791	10	-1,107	-	-
0202	Fighting violence	311,100	247,591	80	160,377	65	52
0301	Social protection	5,249,780	4,826,869	92	4,825,170	99.9	91
0302	Youth development	337,480	259,594	77	259,594	100	77
0401	Planning, policy and research	75,000	67,182	90	64,902	97	87
0402	Administration	3,013,010	2,970,565	99	2,957,251	99.5	98
0403	Head office, Pemba	3,337,154	3,266,231	98	3,066,153	94	92
0501	Employment	29,512	17,790	60	17,790	100	60
0502	Occupational health	37,339	21,951	59	21,951	100	59
0503	Labour standards	62,350	60,718	97	57,238	94	92
	MLEEYWC	13,080,255	11,805,670	90	11,450,412	97	88

Source: MLEEYWC Budget Estimates and IFMIS reports

The causes of underspending are, however, more complicated than a cursory examination might suggest. On the one hand, a vicious circle can be created whereby apparent incapacity on the part of a department to spend its budget will give rise to reluctance on the part of the management team to allocate scarce funds to it if releases from MOFP are delayed or restricted. On the other hand, uncertainty about the availability of resources can make it impossible to initiate some activities until funds are released, and some sub-programmes may therefore be unable to disburse all of what becomes available in the remaining part of the year. A weak execution record then undermines the credibility of the department, and of the Ministry as a whole, in subsequent years' internal and national budget discussions. It is likely that functions that are responsive and demand-led will find it easier to spend rapidly once funds are available than those which are more proactive and depend on developing, initiating and implementing plans of action. The timing and amounts of cash releases by MOFP during the financial year cannot easily be reconstructed, and the later in the year they arrive the harder it will be for some programmes in particular to spend up. There may, however, be issues for the Ministry management team to consider, to ensure that as funds become available **all sub-programmes have at least a minimum allocation to allow their activities to sustain some momentum and be in a position to exploit available resources to the maximum.**

Overall, in 2016/17 some 90% of the Ministry's budget was released to it, of which 97% was disbursed by departments. Although performance is very variable, across the whole Ministry the budget execution rate was quite high, and points more **to the need to address weaknesses in particular sub-programme areas** (notably Q010103, Coordination and Promotion of Economic Empowerment, Q010201, Coordination of Gender Equality and Women's Development and Q010202, Fighting Violence against Women and Children) rather than a systemic problem facing the Ministry as a whole.

### Categories of expenditure and sources of funding

As mentioned above, Ministry budget ceilings are subdivided into standard categories of expenditure. MLEEYWC's allocation for 2017/18 is shown in Table 12 below. Comparable breakdowns for all previous years are not readily available, but figures for 2015/16 are shown by way of comparison.

**Table 12: Budget allocation by category (TShs ‘000)**

	Other Charges (including Universal Pension)	Salaries	Development projects	Donor funded projects	Total
2017/18	8,566,400	3,920,200	800,000	1,170,000	14,456,600
2015/16	3,232,300	2,119,400	800,000	863,400	7,015,100

Source: MLEEYWC Budget Estimates and IFMIS reports

The non-UP component of Other Charges in 2015/16 was 1,582,300,000 TShs (for comparison, in 2014/15 it was 1,485,800,000 TShs). The evidence from interviews during this study suggests that the sums available under this heading to cover basic operating costs such as transport are not adequate.

These figures show that in the current year salaries account for around 27% of the total budget, compared with 30% in 2015/16. However, these figures are distorted by the effects of the Universal Pension transfers. Excluding these, the comparable proportions would have been 40% in 2015/16 and (following civil service pay increases) 51% in 2017/18. As noted elsewhere in this report, there are fundamental inconsistencies in the staffing information provided by the Ministry which cannot be reconciled; different lists present different versions of current staffing levels, and in many cases individual managers have been unable to give a definitive account of how many people are actually working under their supervision (as opposed to those still nominally part of a unit but posted elsewhere, or on long-term study leave). **The basis on which robust estimates of salary costs can be made is therefore uncertain.** The 2015 FRA noted that payroll systems and controls were a challenge across government, because of the prevalence of non-eligible payments to “ghost workers” and personnel on unpaid leave of absence. There is no evidence that this is currently the case in MLEEYWC; equally, the difficulty of obtaining clear, accessible and consistent data, of the kind which would have been provided by an effective human resource and payroll system, means that no assurance can be provided concerning the integrity of present systems.

During the budget process, estimates of expenditure under the development budget (both donor funding and government contributions to projects) are compiled by the Zanzibar Planning Commission, which also oversees and monitors expenditure under this budget in-year. The development budget, which includes both capital and non-capital items of expenditure, represents 13.5% of MLEEYWC’s total budget in 2017/18.

MLEEYWC has budgeted for 1,170,000,000 TShs (approximately US \$ 519,000) of donor funding of development projects in 2017/18. Of this 1,013,925,000 TShs (87%) is accounted for by the annual work plans of UNICEF (which includes 967,241,000 TShs of support to the Ministry for child protection), and UNFPA (which includes 46,684,000 TShs of support to the Ministry for the National Plan of Action on Violence against Women and Children, and youth development). UN Women are also known to be providing funding but figures have not been yet been provided. Donor funding accounts for 8% of the Ministry’s total budget in the current year, and its own contribution to development projects for another 5.5%.

The 2015 FRA noted that the management of external finance represented a major challenge for the Revolutionary Government of Zanzibar’s financial system. An estimated 45% of external finance bypasses the government exchequer and internal control systems, including cases where funding is captured in the budget process but actual disbursements are “off accounts”, bypassing exchequer systems and therefore not being included in budget execution reports. It is not known whether these issues could apply to MLEEYWC. There is no evidence to suggest they do, and the **budgeted amounts for external finance are consistent with the volumes of expenditure included in the work plans of lead donors as far as information about the latter is available.**

However, detailed examination and validation of the Ministry’s accounting practices fell outside the scope of this capacity assessment.

#### 4.2.6 Summary of findings

The main findings of the assessment regarding the organisational aspects of capacity are:

##### At national level

- The lack of clarity in the division of roles and responsibilities between DESW and DWCD is a source of tension and difficulty; DWCD has struggled to define a distinctive role for itself. The characterisation of the division of labour between the two departments as being between prevention and response does not reflect the actual functions performed, at headquarters or by district officers, and is not consistent with the definition of DESW’s responsibilities in recent regulations.
- The options for rectifying the imbalance between the departments, and eliminating the scope for duplication and overlap between them, are limited. One solution would be a merger of the two current departments, to eliminate the present artificial division and to support the joined-up working between DSWOs and DWCOs that is the norm at district level; another would be to reallocate functions to make DWCD, DWCOs and WCCs more clearly and exclusively responsible for preventive activities with regard to women and children, and DESW and DSWOs responsible for all responsive services.
- However, any merger or redistribution of functions between departments will involve potentially protracted formal approval processes which will make considerable demands on the time and attention of senior management.
- There are considerable affinities between the economic empowerment functions of DWCD and the work of the departments of Cooperative Development, Economic Empowerment and Youth Development, all of which are concerned in various ways with improving livelihoods. As well as ensuring there are clear referral pathways between DWCOs and these departments, there may be scope for reorganising the Ministry’s economic empowerment functions to optimise the use of resources and maximise impact at community level.
- The Ministry’s strategy is to strengthen the capacity of DSWOs to undertake case management so that the casework load of the CPU can be progressively transferred to districts, allowing the national unit to focus primarily on provision of technical guidance to and oversight of all child protection service providers in Zanzibar, provision of specialised case management services for very complex child protection cases, and a specialised knowledge management function for child protection.
- In the event of a merger between DESW and DWCD the CPU should take over the management of the Child Helpline, which should be adequately resourced.
- There is no fundamental problem with the division of labour between DPPR and other departments regarding policy development, provided it is understood that this should always be a collaborative joint effort. DPPR plays a role in coordination and communication with the centre, with functional departments involved, contributing expert knowledge to the development process, and implementing the policy once agreed. The simple distinction between development and implementation is not tenable and does not reflect actual

practice, but the intended division of roles needs to be clearly expressed and better understood.

- The same considerations should apply to the relationship between DPPR and DWCD over the development of gender policy as to other policy areas.
- There is an urgent need for the Ministry to develop DPPR's capacity in monitoring and evaluation (M&E), and the capacity of the officers designated to support M&E in departments, as the basis for government-wide coordination of social protection, the strategic direction of the Ministry's work, and performance management and staff appraisal across the organisation.

### **At district level**

- The distinction between the roles of the DSWO and the DWCO is quite artificial; there is a great deal of similarity in the pattern of time use between the two groups of officers, although for DWCOs work on women's economic empowerment is a significant part of the job and shows that social welfare and other aspects of social protection cannot easily be disentangled.
- It is however unclear whether the current allocation of tasks makes the best use of qualified social workers, with DSWOs spending a significant portion of their time on essentially administrative tasks connected with the Universal Pension.
- Because of the lack of an information management system to support the follow-up and assessment of cases the child protection system is fragile; the potential case load per officer is also huge, and varies massively between districts, but there is also suppressed demand for both child protection and GBV case management services, the extent of which is unknown.
- District officers have to contend with significant shortages of material resources. Generally they do not have access to all the resources required by the job when they need them, and the lack of transport is particularly critical to the discharge of many functions.
- WCCs are potentially a great asset of the child protection system, but are under-supervised, under-supported and under-recognised. More needs to be done to ensure both their continuing motivation and the appropriateness of their interventions.

### **Management systems and processes**

- The scarcity of reliable and consistent documentation about staff numbers, functions and the allocation of staff to departments and units is itself an indication of a fundamental capacity weakness in MLEEYWC, which can be characterised as a lack of management orientation in thinking and work practices. Existing systems do not compel managers to think in terms of what their key tasks and objectives for the year are, what staff and other resources they have at their disposal to carry out these tasks, and to whom they are immediately accountable for their performance.
- There is no culture of delegation, with undue reliance being placed on the personal authority of the PS or directors, while procedures that would enable case-working decisions to be taken by officers at lower levels on their behalf are underdeveloped. This enables uncertainty to be perpetuated about which staff work in which unit and under which manager. Development of strong and appropriately trained tier of middle managers with

adequate delegated authority will be necessary to underpin any creation a larger merged department.

- Zanzibar is on the verge of introducing the OPRAS performance management and staff appraisal system, which will force many management weaknesses to be addressed, but will be challenging to implement. It provides an opportunity and a context for the introduction of management training for middle and senior managers which could help to remedy many of these problems.
- The preparation of good-quality job descriptions would help to clarify roles and functions, provide a basis for job redesign where needed and any structural reorganisation that is decided on, and a starting-point for the introduction of staff appraisal. A template and a large number of draft examples have been prepared.

### **Workforce strengthening**

- MLEEYWC does not have a strategy for the development and strengthening of the social welfare or social protection workforce. This is needed to provide guidance on the numbers of staff required and the skills and qualifications they need, and to inform decisions about recruitment, training and professional education.
- There would be value in developing the strategy could be developed in collaboration with the schools of social work in Zanzibar, both as a source of additional professional expertise and as the providers of professional education in the field.

### **Financial capacity**

- MLEEYWC accounts for only 1.3% of the Revolutionary Government of Zanzibar's total budget. A large part of the apparent increase in MLEEYWC's budget since 2014/15 is accounted for by the costs of implementing the Universal Pension, although the budget for the Ministry's other functions has also increased in cash and real terms.
- It is important that there should be an empirical, objective basis, in which managers have confidence, for setting departmental budget ceilings within the total available to the Ministry, and also that the Ministry is able to deploy the best possible evidence about the performance of its programmes during the budget process.
- The reduced availability of resources for the Gender Equality programme may be linked to weakness in budget execution in previous years by the DWCD, but is not compatible with the resource needs identified for the NPA-VAWC for the current year.
- Different departments within the Ministry have differing records as regards their ability to spend their budget allocation; the reasons underlying areas of relative weakness in budget execution need to be better understood, but the Ministry also needs to be sure that its procedures for determining the apportionment of cash releases between programmes enable minimum levels of activity to be sustained across the board.
- Given the uncertainties surrounding staffing figures for the different departments and units of the Ministry, and the difficulties of reconciling different versions, it is unclear on what basis the estimates for the salaries component of the annual budget are compiled, or how the payroll can be verified against the actual number of staff working.

- Around 13.5% of the Ministry's budget is accounted for by its own and donors' contributions to development projects; the amount budgeted for donor funding (8% of the total budget) is consistent with what is known of development partners' work plans.

### 4.3 Capacity at the level of individual competencies

The individual level of capacity is concerned with the **competencies (skills and knowledge, and attitudes or motivation) of existing staff**, both in the headquarters and in the districts. However, limitations on the availability of documentation such as job descriptions, and the lack of an operational performance management system, constrain the extent to which capacity gaps and training needs can be robustly identified at this level. Only partial information about remuneration was obtained as part of this assessment,<sup>36</sup> although the salaries component of the Ministry's budget and the recent increases in civil service pay are discussed in Section 4.2.5 above. It was striking that pay did not emerge as a significant motivating or demotivating factor in interviews, but this may be due to cultural reticence in airing this issue. One senior member of staff did however refer (perhaps jokingly) to the official fuel allowance as a source of motivation. This is particularly ironic given the difficulties that more junior officers have in securing transportation, in many instances paying for it out of their salaries.

#### 4.3.1 Levels of qualification

MLEEYWC's Department of Administration and Human Resources was intending to carry out a survey of skills and qualifications of all staff, beginning in August 2017, but this exercise had not been carried out by the end of data collection for this assessment. However, it has been possible to assemble, with some reservations as noted below, the information shown in the following tables on, first, the level of educational qualifications of all DPPR, DWCD and DESW staff at headquarters and district level, and secondly the numbers of these staff whose qualifications are in social work.

**Table 13: DPPR, DWCD and DESW technical staff numbers and educational qualifications<sup>37</sup>**

Department/Qualification	DPPR	DWCD	DESW	TOTAL
<b>Unguja HQ staff</b>				
Masters	3	5	8	16
Bachelor	7	3	9	19
Advanced Diploma	2	1	2	5
Diploma	0	2	1	3
Certificate	0	1	1	2
Form II-IV	0	3	2	5
<b>Sub-total Unguja</b>	<b>12</b>	<b>15</b>	<b>23</b>	<b>50</b>

<sup>36</sup> An unstructured list of 105 staff with salaries was provided, but considerable time would be needed to collate with this other data to identify the posts and locations of those listed. The salaries of the most senior staff are redacted, so an analysis of the ratios between highest and lowest earnings would not be possible, and would in any case be distorted by the incidence of unconsolidated allowances.

<sup>37</sup> The figures included in this table correspond to the data shared with OPM by the MLEEYWC, available in staff lists included in Annex E. As described in detail in Chapter 3, these figures present a number of limitations and should be treated with caution. Finally, this table does not include staff working in the DESW residential care facilities or the 10 DSWOs employed by PORALG&SD, whose educational qualifications can be found in Figure 15 under section 3.3.3.4.



Department/Qualification	DPPR	DWCD	DESW	TOTAL
<b>Pemba HQ staff</b>				
Masters	0	0	N/A	0
Bachelor	0	0	N/A	0
Advanced Diploma	0	1	N/A	1
Diploma	0	1	N/A	1
Certificate	0	1	N/A	1
Form II-IV	0	1	N/A	1
<b>Sub-total Pemba</b>	<b>0</b>	<b>4</b>	<b>N/A</b>	<b>4</b>
<b>District Officers</b>				
Masters	0	0	0	0
Bachelor	0	4	11	15
Advanced Diploma	0	0	0	0
Diploma	0	1	0	1
Certificate	0	4	0	4
Form II-IV	0	2	0	2
<b>Sub-total districts</b>	<b>0</b>	<b>11</b>	<b>11</b>	<b>22</b>
<b>Total Overall</b>	<b>12</b>	<b>30</b>	<b>34</b>	<b>76</b>

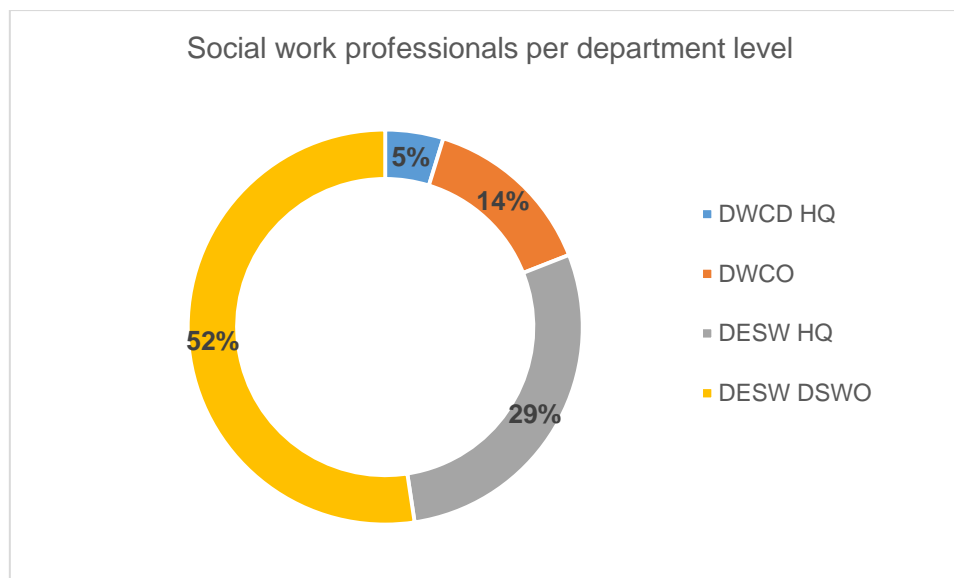
Sources: Department of Planning Policy and Research (n.d.). Staff at Department of Planning, Policy and Research; Department of Women and Children Development (n.d.). List of Staffs of Women and Children Development; Department of Social Welfare (n.d.) *Staff at Head Office Department of Elders and Social Welfare* and Department of Social Welfare (2017c) *Social Welfare Officer in Respective District and Educational Background*.

**Table 14: DPPR, DWCD and DESW technical staff with Bachelor (BSW) or Master of Social Work (MSW) degrees**

Dept./ Qualification	DPPR	DWCD HQ	DWCO	DESW HQ	DESW DSWO	TOTAL
<b>BSW</b>	0	0	3	5	11	19
<b>MSW</b>	0	1	0	1	0	2
<b>TOTAL</b>	0	1	3	6	11	21

Sources: Department of Planning Policy and Research (n.d.). Staff at Department of Planning, Policy and Research; Department of Women and Children Development (n.d.). List of Staffs of Women and Children Development; Department of Social Welfare (n.d.) *Staff at Head Office Department of Elders and Social Welfare* and Department of Social Welfare (2017c) *Social Welfare Officer in Respective District and Educational Background*.

Based on the principle that all BSWs and MSWs can be **considered professional social workers**, and considering that that the DPPR has no social workers amongst its staff, Figure 23 depicts the distribution of social workers between the DWCD and DESW headquarters staff and district officers. All of the DSWOs on the MLEEYWC payroll, and three of the 11 DWCOs, are qualified social workers. However, only one of the older-established DSWOs employed within the district administration structure has a bachelor's degree, which is in public administration.

**Figure 23: Social work professionals in DWCD and DESW**

Sources: Department of Planning Policy and Research (n.d.). Staff at Department of Planning, Policy and Research; Department of Women and Children Development (n.d.). List of Staffs of Women and Children Development; Department of Social Welfare (n.d.) *Staff at Head Office Department of Elders and Social Welfare* and Department of Social Welfare (2017c) *Social Welfare Officer in Respective District and Educational Background*.

### 4.3.2 At national level

Generally, training needs did not present themselves as a burning issue at the headquarters level. The people we interviewed at this level viewed themselves and their colleagues as having the competencies necessary to carry out the tasks for which they have been mandated. The staff of the CPU in particular reported that they had in recent years received large amounts of intensive in-service training, from both Save the Children and UNICEF, although this level of training seems unusual in the Ministry. Deeper probing, however, revealed considerable levels of remaining uncertainty about, for example, the handling of more complex child protection cases, so a more detailed training needs assessment would need to be aware of the risk of unrecognised or unreported skills deficits in critical areas such as case management. Where further training needs were mentioned this was generally in relation to **specific specialist skills such as counselling**, although one director was more expansive in identifying broader development needs for her staff, around attitudes to work, willingness to take on responsibility, and so on. It is probable that similar needs would also be found in other parts of the Ministry, but they are not easily identified in the absence of a well-structured performance appraisal system which assesses work-related behaviours alongside achievement of objectives. Improvement in these areas can certainly, in principle, be achieved through well-designed training and development interventions, though they go to the heart of aspects of organisational culture and will need very careful preparation to be successful.

The numbers of **qualified social workers** have now been established with a reasonable level of certainty, as shown above. It is however not possible to determine with any precision what number is required. As a matter of good practice, all workers undertaking case management with vulnerable populations should ideally have social work qualifications. A clearer view of **the number of jobs at national level which should require this kind of professional expertise** cannot be established until more has been done, as part of a capacity building process, to create job descriptions which reflect a clear picture of the functions actually discharged by particular posts. Jobs are likely also to require some adjustment and redesign to provide, first, a sustainable division

of labour between departments and, secondly, a clear vision of the appropriate allocation of responsibilities between the centre and the districts. The same considerations will have a bearing on the number of posts at headquarters level for which training in skills such as counselling is relevant. Consideration of the numbers of qualified social workers required will form an important element of the workforce strengthening strategy proposed in section 4.2.4 above.

It is already apparent, though, that there is **some misalignment between tasks currently discharged and the distribution of qualified social workers**. For example, as discussed in Chapter 3 the CPU undertakes a large volume of directly-presented child protection cases, in addition to difficult cases referred from districts, but only three out of 12 staff are qualified in social work at degree level or above; even if this Unit's role were to be shifted more towards oversight and supervision of district case workers, rather than direct case management, a high level of professional expertise would still be required. On the other hand, on the basis of interview information it appears that five out of six staff in the SPU – where the role is arguably much more administrative in nature – are qualified social workers. DWCD's headquarters staff also undertake a certain proportion of casework with individual women in need of assistance, but the only qualified social worker of the Department is a children's officer. Whether or not staff have the right qualifications, or failing that at least some level of in-service training on key skills, to manage these cases adequately is an important question. Equally relevant, however, is what measures can be taken to ensure that more of these cases are dealt with at district level instead; once women in need of assistance have presented themselves at Ministry headquarters, staff are strongly motivated to make sure that they are dealt with at headquarters (by one department or another) rather than referred back to the district.

According to interviews with the PS and Director of Administration and Human Resources, between 30 and 40% of the Ministry staff are classified as skilled (qualified at diploma level or above) or semi-skilled (with qualifications below diploma). Amongst this group retention is regarded as a severe problem; vacancy rates appear high at headquarters, though definitions presented a problem in understanding these – it is often difficult, in discussion with managers, to establish clearly whether a post is vacant and could be filled, whether it has been moved to another part of the Ministry or elsewhere and is no longer part of the complement, or whether the staff member concerned has been temporarily loaned to another function or is on long-term study leave. An important step, in constructing a capacity building plan, will be to establish whether increasing the capacity of the Ministry will be best served by in-service training of existing staff on specific relevant skills, recruitment of a larger number of qualified professionals to fill genuine vacancies,<sup>38</sup> or addressing the underlying causes of the retention problem to reduce the loss of acquired capacity – or in what proportions these and other measures should be pursued.

Apart from the range of specialist skills required by social welfare practitioners in various functions, we believe that there is a clear need for the strengthening within the Ministry of those functional capabilities (such as planning, budgeting, staff management and project management) which are necessary for any complex organisation to operate effectively. The principal secretary and her senior management team would be aided in tackling the substantial challenges the Ministry faces by the provision of an appropriately-structured **senior management and leadership development programme**, which would help them strengthen their skills and enable them to focus more on how resources can be most effectively deployed to achieve intended policy outcomes, and less on administrative process. Such programmes often comprise a mixture of intensive short courses and on-the-job coaching and mentoring; moreover the experience of undertaking the programme can increase the solidarity of the team and promote a collegiate decision-making and management approach. This programme should be supported by a complementary **programme**

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<sup>38</sup> A first step here will be to ensure that wherever possible unoccupied posts are classified as vacant, so that a department or the Ministry as a whole do not continue to bear the costs of staff who are working elsewhere.

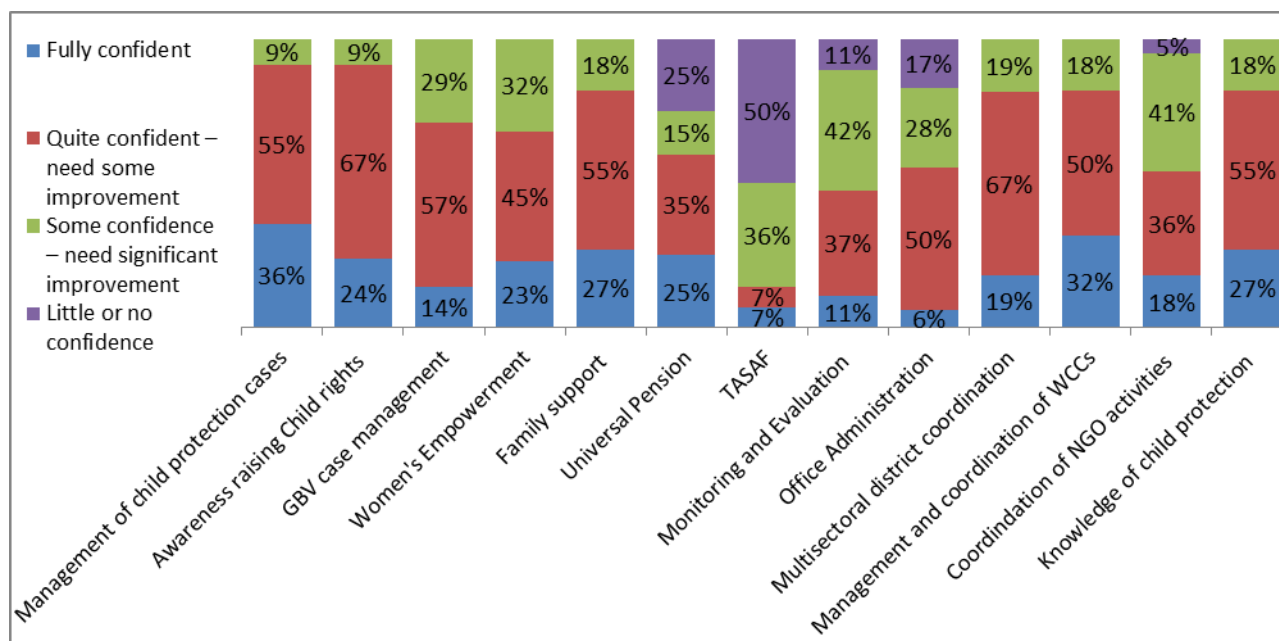
for middle managers, to ensure that improved management approaches are diffused through the Ministry.

### 4.3.3 At district level

District staff were generally found to **be highly experienced**, with 65% of our survey respondents having more than 10 years of service in the Ministry. The level of experience is not necessarily matched by the **level of qualification**, with a certificate being the highest level of qualification for 43% of survey respondents. Newer entrants have joined the Ministry with higher levels of qualification, with almost all those with less than three years of experience having a degree in social work. A full analysis of the survey with district officers is available at Annex D.

In general, there is a high level of confidence among the officers in regard to carrying out tasks and activities related to different programmes. Where there is less confidence in the tasks these usually relate to programmes that the respondents engage with less often or not at all (e.g. TASAF). As shown in Figure 24 below, tasks related to M&E activities highlight the need for significant improvement, which again corresponds with the fact that MLEEYWC's M&E capabilities are not fully systematised or embedded in the daily routines of the Ministry. While district staff are expected to provide monthly and quarterly reports, those interviewed noted little training on how to do this and were unsure of how the reports provided were utilised by headquarters.

**Figure 24: Confidence in carrying out tasks**



Officers seem particularly confident in executing tasks related to child protection and child rights, which is likely due to the significant amount of training they have received over the years from the MLEEYWC and its development partners. Where training needs were identified, these often related to legislative issues. In particular there was repeated need for training on legislation pertaining to the rights of women and children. In addition to this the need for training on case management, referrals to courts and counselling were also noted. The low level of confidence reported in relation to TASAF suggests that, additionally, some training to improve understanding of the design and implementation of non-contributory social protection programmes would be beneficial.

The assessment also tried to gauge the level of motivation and satisfaction of the district staff in relation to their job. More than half the respondents to our questionnaire strongly agreed that their roles were recognised and valued by their superiors and those they work closely with in the districts. Moreover, they knew where to go to if they needed help and generally had the knowledge and information necessary to carry out their tasks. Where there were some disagreements, these related to whether their workload was manageable and whether their private life was unaffected by their work requirements. In addition, there was some disagreement on whether the respondents were regularly appraised but as with all the other statements there was a tendency to agree with the statements rather than disagree. These disagreements were similarly noted during our individual and group interviews, although in those there were clearer indications of limited support from the headquarters and little recognition or reward for doing their tasks well.

#### 4.3.4 Summary of findings

The main findings of the assessment regarding the individual aspects of capacity are:

##### **Social work qualifications**

- Staff with bachelors or masters degrees in social work are considered to be professional social workers. DPPR has no social workers amongst its staff, while DWCD has one and DESW has six on their headquarters staff; amongst district officers, all of the DSWOs on the MLEEYWC payroll, and three of the 11 DWCOs, are qualified social workers, but none of the older-established DSWOs employed within the district administration structure is. As a matter of good practice, all workers undertaking case management with vulnerable populations should ideally have social work qualifications.

##### **At national level**

- It is not possible to ascertain the number and location of jobs at national level in which it would be preferable to have qualified social workers, until more work has been done to create, review and refine job descriptions. It is apparent, however, that the CPU has a greater need for this level of professional qualification than the SPU with its current functions, which is where this expertise is concentrated at present.
- There is a desire for training in specific specialist skills such as counselling in parts of both DWCD and DESW, though training needs can only be determined after decisions about structure and the location of functions have been taken, and the extent to which it is feasible to ensure that casework is to a greater extent than now is handled at district rather than national level. There is also an unrecognised need, identified by this assessment, for more in-depth training on child protection case management for the CPU.
- There is a need for a senior management and leadership development programme, and a complementary middle management training programme, to strengthen the management orientation and associated skills in the Ministry and prepare the way for a transition to a performance management approach.

##### **At district level**

- All of the DSWOs on the MLEEYWC payroll, and three of the 11 DWCOs, are qualified social workers. However, only one of the older-established DSWOs employed within the district administration structure has a bachelor's degree.

- District staff are generally highly experienced, with 65% of survey respondents having more than 10 years of service in MLEEYWC, but for 43% their highest level of qualification is a certificate. Newer entrants are more highly qualified, with almost all of those with less than three years of experience having a degree in social work.
- Officers' levels of confidence in their ability to carry out their tasks are generally high, but there is a need for significant improvement around M&E activities, reflecting the fact that these are not yet fully systematised or embedded in the daily routines of the Ministry.
- Specific training needs were identified, in particular on legislation pertaining to the rights of women and children, case management, referrals to courts and counselling.
- Self-reported levels of motivation and job satisfaction were generally high amongst district staff, though there were also some indications of staff feeling under-supported and under-recognised by headquarters.

## 5 Capacity assessment of the schools of social work

The capacity assessment of the MLEEYWC is complemented by a brief assessment of the main higher-level institutions providing academic qualifications for social work in Zanzibar, focusing on opportunities for strengthening the social welfare workforce at national and sub-national levels. This part of the assignment was led by ASSWOT with OPM's technical support, and focused primarily on two institutions – Zanzibar University (ZU) and State University of Zanzibar (SUZA). Supplementary information was sought from members of the Zanzibar Association of Social Workers (ZASWA) and from a small group of social workers employed by MLEEYWC's CPU.

### 5.1 Methodology

#### 5.1.1 Conceptual approach

Our analysis of social work education in Zanzibar has been guided by the global definitions and professional guidance set out by the two main international social work professional bodies, i.e. the International Association of Schools of Social Work (IASSW) and the International Federation of Social Workers (IFSW). These organisations have defined social work as 'a practice-based profession and an academic discipline that promotes social change and development, social cohesion, and the empowerment and liberation of people. Principles of social justice, human rights, collective responsibility and respect for diversities are central to social work. Underpinned by theories of social work, social sciences, humanities and indigenous knowledges, social work engages people and structures to address life challenges and enhance wellbeing'.<sup>39</sup>

IASSW and IFSW together produced the *Global Standards for the Education and Training of the Social Work Profession* (Sepal and Jones, 2004), which we have used as a broad framework against which to conduct our analysis. These standards determine that social work graduates must have a minimum understanding of the following areas: social justice, human behaviour in social environments, social welfare policies, culture and diversity, field work education and practice, human rights and law, social work values and ethics, social work methods, and social work history. The standards assume that social work training institutions will adapt their training to focus on particular issues in their society but any training provided ought to cover the above components to a degree commensurate with the course being offered.

The Global Standards also include standards relative to the profile of professional staff, admission and supervision of students, structure, administration, governance and resources, cultural and ethnic diversity, gender inclusiveness, and the ethical values and codes of conduct of the social work profession.

#### 5.1.2 Research questions

The main questions guiding this enquiry were as follows:

1. **Social work education and practice:** are the curricula for the Bachelor of Social Work (BSW) and diploma courses generally aligned to international standards? Do these curricula include both academic training and supervised field work practice? Do they reflect Zanzibar's evolving social policy agenda? How is the social work profession regulated in Zanzibar? Is there any collaboration between the higher learning institutions and the

<sup>39</sup> Available at [www.iassw-aiets.org/global-definition-of-social-work-review-of-the-global-definition/](http://www.iassw-aiets.org/global-definition-of-social-work-review-of-the-global-definition/)

MLEEYWC with a view to strengthen the Ministry's capacity to deliver social welfare services?

2. **Human and physical resources available for teaching:** are the existing courses delivered by an adequate number of qualified lecturers in each university? What qualifications do social work lecturers have? Do the universities possess adequate and sufficient facilities for the study of social work, such as libraries, access to journals, classrooms, computers, etc.?

### 5.1.3 Sources of evidence and data collection tools

Desk review of key documents and semi-structured interviews were used to collect information to respond to the questions above. The qualitative data collection for this part of the project was conducted by our national social work expert in Zanzibar between 4 and 8 September 2017.

**KIs** were conducted with faculty and department leadership and with core subject lecturers to understand overall faculty capacity to train competent social workers. **GIs** were conducted with former and current social work students of both universities, with members of the nascent ZASWA, and with a small group of newly employed social workers at the CPU.

The interviewer took notes during and after each interview, later analysing the results together with our social welfare and child protection expert to reach the findings summarised below. A list of all informants consulted for this part of the assignment is available in Annex A, while interview guides are available as part of Annex B.

### 5.1.4 Limitations

It is important to clarify that this brief exercise did not aim to be a full-fledged or academic capacity assessment of the schools of social work in Zanzibar. Given the limited resources available to undertake this task within the scope of the wider project, ASSWOT and OPM adopted a pragmatic approach with a view to offering a snapshot of the current situation in the two main universities providing formal social work education in Zanzibar, aiming primarily at discussing whether and how these institutions can contribute to the MLEEYWC's capacity to best deliver social welfare services. While the Ministry of Health and Social Welfare of the United Republic of Tanzania produced a very thorough 'Assessment of the Social Welfare Workforce in Tanzania' in 2012, including some references to social work education, this exercise unfortunately did not cover Zanzibar, for which no other similar references have been found.

In addition, despite ASSWOT's numerous attempts and flexible approach, it was not possible to access all originally targeted respondents, especially lecturers in both universities, due to conflicting schedules during the five days spent in Zanzibar. Similarly, accessing official university documentation proved more challenging than anticipated, and when documents were finally reviewed the factual information often conflicted with what had been collected during field work, prompting a new round of clarification phone calls with the heads of department in both schools. Nevertheless, after reviewing the results of all the discussions held during the semi-structured interviews the team felt a good level of saturation was reached.

## 5.2 Social work courses on offer in Zanzibar

There are only two academic institutions providing social work education in Zanzibar: SUZA and Zanzibar University, both of which have only recently started to offer social work courses. The latter of these is a private institution.



SUZA has offered a two-year Diploma of Social Work since 2012 and is planning to soon introduce a BSW. UNICEF supported SUZA in developing child protection modules to be integrated into its diploma course. Zanzibar University, on the other hand, has offered a three-year BSW programme since 2013. It used to offer a Child Protection Diploma programme, originally supported by Save the Children, but that has now been terminated in favour of the BSW, in which child protection content has been included.

We note that the Zanzibar Coordination Centre of the Open University of Tanzania (OUT) offers a distance learning BSW, Masters of Social Work (MSW) and Postgraduate Diploma in Social Work, all based on curricula administered in all countries where they operate across sub-Saharan Africa.<sup>40</sup> However, since they do not have social work faculty or training facilities per se in Zanzibar, and nor have their curricula been specifically developed for Zanzibar, they were not included in this review.

### 5.2.1 SUZA

SUZA was established under the Government of Zanzibar Act No. 8 of 1999. It officially launched in December 2001 and opened its doors to the first batch of students in 2002. It currently describes itself as committed to delivering ‘quality education to transform society to be well educated, to acquire responsible leadership and practical entrepreneurial skills, and to adopt democratic citizenry. Most importantly, SUZA fully contributes in preparing and shaping future leaders of the country both in private and public sectors. At heart, SUZA strives to fully contribute towards establishing a sustainable society amidst the ever emerging new challenges of the 21st century and challenges of the future’.<sup>41</sup>

The University’s Department of Arts is one of the founding departments of the School of Arts, Education and Sciences. The Diploma in Social Work programme, which started in the academic year 2012/13, is presently housed in the SUZA Department of Arts.

#### **Social work education and practice**

The general objective of the SUZA Diploma in Social Work course is ‘to produce competent Social Workers practitioners equipped with skills, adequate knowledge, proficiency and concern to dealing with problem facing people in their daily lives and to take on new challenges and emerging roles in their communities and world at large’ [sic] (SUZA, n.d.: p. 6).

The course encompasses four semesters, two per academic year, awarding a total of 240 academic credits. The Tanzania Commission for Universities which regulates training at higher learning Institutions in Tanzania has established that each academic semester must last for 17 weeks. The programme covers a total of 24 modules divided on average into six modules per semester, including one mandatory module of eight weeks of supervised field work (after a module of field work instruction). The modules are organised in core and supportive modules:

- Core modules include the following: Introduction to Social Work; Introduction to Social Work Ethics; Field Instruction; Introduction to Social Welfare Policies, Human Behaviour and Social Environment; Introduction to Social Welfare Services; Introduction to Child Protection; Social Work and Ageing; Social Work and Human Rights; Social Work and Disaster Management; Introduction to Social Work Research; Social Work and Community Health; Child Protection II; and Field Work.

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<sup>40</sup> For more information, see [www.out.ac.tz/](http://www.out.ac.tz/)

<sup>41</sup> Extracted from [www.suza.ac.tz/?page\\_id=1932](http://www.suza.ac.tz/?page_id=1932)

- Supportive modules include: Introduction to Psychology; Basic Skills of Guidance and Counselling; Computer Application; Communicative English; Communication Skills; Development Studies; Introduction to Sociology; Sociology of Crime; Introduction to Project Planning and Implementation; Domestic Violence; and Social Interventions.

Feedback from KIIs and GIs with lecturers and students (former and current) suggests that SUZA graduates are relatively well prepared: they portray a good understanding of basic social work concepts, are exposed to several areas of social policy and understand the responsibilities of social workers toward vulnerable groups in the context of wider social welfare and social protection policies and programmes. SUZA lecturers were particularly conversant with field work practice, which seems to be a characteristic of the diploma programme.

SUZA's course contains strong child protection content, likely as a result of the partnership the university had with UNICEF to strengthen this aspect of the Diploma in Social Work programme. Lecturers make reference to having been trained by and having frequent access to child protection publications from UNICEF. This is clearly reflected in the two dedicated modules of the curriculum, where the first child protection module provides a general overview of the topic (addressing issues relating to child rights, legal and policy framework, best interests of the child, etc.), while the second module goes further into social worker's responsibilities within child protection, including teaching methods and tools of child protection practice such as case management, child needs assessments, child protection case conferences, multisectoral work, etc.

Diploma graduates from SUZA expressed frustration in not being able to join a BSW programme at the university after finishing their diploma course. Some students, wishing to remain at SUZA to further their undergraduate studies, continue their career development in other departments, such as Tourism, Geography or Education. The Social Work Department has done preliminary work to establish a BSW programme but this has not yet materialised. The establishment of a good BSW program at SUZA will require further investment in both human and material resources (*see below*) and close involvement and support from senior university management.

The course appears to have high retention levels and 171 students have graduated since its creation, making an average of 43 per year (see Table 15). Unfortunately, SUZA does not maintain formal contact with alumni and therefore further investigations would be needed to learn more about their professional development.

Despite the fact that SUZA's Diploma in Social Work programme seems to be well aligned with the government's social welfare agenda, its Department of Social Work has had minimal interaction with the MLEEYWC on matters related to the social work profession. It appears that some diploma students have undertaken their mandatory field work by being placed in the Ministry, but other than to facilitate such placements course faculty and Ministry leadership have had no formal interaction with a view to discussing the government's social welfare workforce profile, capacity or needs. Field work practice for SUZA students certainly requires some improvement, particularly in terms of ensuring that students have clear objectives for their placements and ensuring that good quality supervision and support from qualified supervisors is made available.

### **Human and physical resources available for teaching**

Seven lecturers teach on the Diploma in Social Work course, all bearers of masters' degrees but only one a holder of an MSW. Presently, two of these lecturers are undertaking Social Work PhD programmes with the OUT, one of whom is a part-time lecturer also teaching social work at Zanzibar University. A third lecturer is undertaking MSW studies with the OUT. The head of the department, who also lectures on the diploma course, has a masters and a PhD qualification in Development Studies.

SUZA is a well-established university and while facilities are modest, the faculty and students of the Diploma in Social Work have access to the main university library (which has a dedicated section for social work literature), classrooms, administrative offices and computers. The university subscribes to several online social work journals, which students have free access to.

**Table 15: Overview of SUZA’s Diploma in Social Work course**

<b>SUZA, Social Work Diploma Course            Inaugurated in 2012/2013            Housed under the Department of Arts            Course taught in English</b>					
<b>Programme duration</b>	Two years in 24 Modules; 17 weeks per semester for four semesters;				
<b>Field work practice</b>	Is mandatory through one placement of eight weeks; is assessed and graded.				
<b>Lecturers</b>	Total of seven, of which: <ul style="list-style-type: none"> <li>• No BSWs</li> <li>• Two MSWs</li> <li>• Five other lecturers with masters degrees (two in Development Studies, one in Education, one in English and one in Computer Sciences)</li> </ul>				
<b>Cost to students</b>	TZS 942,000 per year				
<b>Students (class of)</b>	<b>2012/13</b>	<b>2013/14</b>	<b>2014/15</b>	<b>2015/16</b>	<b>2016/17</b>
<b>Admitted</b>	44	48	50	34	61
<b>Graduated</b>	42	47	48	34	N/A
<b>Physical resources</b>					
<b>Library</b>	Shared with other courses. There is a dedicated section for social work literature but the collection is limited, if wider than that available at ZU.				
<b>Classrooms</b>	Shared with other courses and under high demand, sometimes leading to classes being held in inadequate alternative locations.				
<b>Access to computers</b>	Both students and teachers have access to modest ICT facilities.				

### Summary findings regarding SUZA’s social work Diploma programme

SUZA social work Diploma graduates are relatively well prepared: they portray a good understanding of basic social work concepts, are exposed to several areas of social policy and understand the responsibilities of social workers toward vulnerable groups in the context of wider social welfare and social protection policies and programmes. However, as is the case for other higher learning institutions in Tanzania, a number of challenges are being encountered by SUZA in relation to the provision of social work education. There is a critical need for more qualified social work lecturers and adequate teaching facilities (e.g. lecture rooms). Production and access to local social work literature is very limited as most of the published literature comes from the West. The supervision for student placements can be improved both in terms of academic supervision and

orientation to field supervisors. In terms of students' ability to access the education provided, concerns include their level of fluency in English language and the absence of, or limited access to, student loans. The incentive for a BSW program at SUZA is driven by those who have completed the Diploma programme and want to continue their studies at SUZA. A good knowledge base exists in social work and child protection academic expertise and teaching content, providing a foundation for the further development of social work education at SUZA.

### **5.2.2 Zanzibar University**

Zanzibar University is a private institution founded, owned and governed by the Daryl-Iman Charitable Association. It obtained its official registration as an institution of higher learning in 1998 and started its operations in the same year. Its mission is 'to educate broadly and liberally men and women without discrimination of race, religion or physical disability, so as to reduce the severe inadequacy of qualified professionals and practitioners, improve the quality of education with the ultimate aim of up lifting the quality of life of Tanzanians in particular, and that of other people at large' (Zanzibar University, n.d. a: p. 17).

The Department of Social Work is under the Faculty of Arts and Social Sciences. The BSW was started in the academic year 2013/14. Prior to having a BSW programme, the department hosted a Diploma Programme in Child Protection; this has now been discontinued, having been replaced by the BSW degree.

#### **Social work education and practice**

The mission of the BSW at Zanzibar University is 'to deliver an applied education in Social Work aiming at producing qualified and competent generalist Social Work Practitioners prepared to take on new challenges and emerging roles in Tanzania, Africa region and the world at large' (Zanzibar University, n.d. b: p. 4).

The BSW Programme at Zanzibar University encompasses six semesters, two per academic year and awards a total of 364 academic credits. The programme covers a total of 36 modules divided on average into six modules per semester, including two mandatory modules of eight weeks of supervised field work each. The modules are organised in core and supportive modules:

- Core modules include: Social Work Practice; Social Welfare Services; Social Work Ethics and Principles; Field Instruction; Human Behaviour and Social Environment; Field Placement I; Social Work and Health; Social Work and Human Rights; Social Work Practice II; Social Work and Law; Social Policy; Field Placement II; Social Work and Religion; Developmental Social Work; Integrated Field Work; Social Protection; Social Work and People with Disabilities; Social Work and Mental Health; Social Administration; Gerontology; Research Methodology; and Gender and Development.
- Supportive modules include: Principles of Economics; English Language; Computer Skills; Communication Skills; Arabic Language Communication; Skills Development Studies; Sociology; Psychology; Child Protection; Anthropology; Guidance and Counselling; Project Management; Peace and Conflict Management; Disaster Management; Demography; and Statistics.

Much like the SUZA Diploma of Social Work graduates, feedback from GIs with lecturers and students (former and current) suggests that Zanzibar University BSW graduates are relatively well prepared: they portray a good understanding of basic social work concepts, are exposed to several areas of social policy and understand the responsibilities of social workers toward vulnerable groups in the context of wider social welfare and social protection policies and programmes. The

Zanzibar University curriculum, which is longer than SUZA's by two semesters, includes more in-depth coverage of certain social work and other social policy areas, but in general both cover the main subjects recommended by IASSW and IFSW.

The Zanzibar University BSW curriculum includes one core module on child protection, whereas SUZA's diploma course, although shorter in duration than the Zanzibar University BSW, offers two child protection core modules.

It is therefore not surprising that some of the Zanzibar University students interviewed for this assignment showed little familiarity with the concept of case management in child protection, for example. The relevant Zanzibar University module focuses on the general aspects of the sector, providing an introductory overview of issues, but does not go into the methods and tools of child protection practice that are covered by SUZA's second child protection module. As a consequence, graduates from the ZU diploma in Child Protection course portrayed much more familiarity with the concept of case management than those who did not possess the diploma degree. Zanzibar University students also mentioned their desire that the module on social protection be expanded to cover wider policy-oriented social protection issues beyond its current focus on social security.

The BSW programme includes three modules related to field work, one to provide field instruction and the other two related to actual field work, where students are expected to work full time for eight consecutive weeks in a 'field agency' of their choice, being each of the two field placements potentially carried-out in different agencies. The curriculum of each of the field placement modules is exactly the same. Some of the students interviewed mentioned that their placement agency supervisors were not familiar with social work practice and therefore struggled to provide them with adequate supervision in the field; they are however also supervised by university lecturers during their practicums. The course management should guarantee more active involvement of university lecturers in field supervision, and dispense better orientation to those who will be in charge of supervising students in the field to ensure this experience yields better learning outcomes. Students have been placed in a wide range of organisations, including the MLEEYWC.

Much like in SUZA, Zanzibar University's Social Work Department has not been actively engaged in local social welfare and social protection policy development debates, maintaining no formal contact with the MLEEYWC in relation to social welfare workforce issues.

The first batch of 127 Zanzibar University BSW students graduated in 2016 and 127 students are expected to graduate in 2017. Since there was a reduction in admission rates from 2015, the next cohorts of graduates will be significantly smaller.<sup>42</sup> At any rate, Zanzibar University is producing a fairly high number of social workers per year when compared with social work education institutions in Mainland Tanzania, which, with the exception of the Institute of Social Work and Open University (which typically graduate over 150 BSW students annually), tend to graduate less than 100 students per year. Unfortunately, as was also the case with SUZA, the university does not maintain formal contact with alumni and therefore further investigations would be needed to learn more about their professional development. It is however unlikely that the majority of these graduates are able to engage in the Zanzibar job market as social workers, given the limited employment opportunities available for such professionals in the archipelago.

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<sup>42</sup> The sharp decrease in the BSW admission rates from 2015 was explained by the Head of the Social Work Department as resulting from the extinction of university admission loans for BSW students that year. It appears loans are presently available for a small number of students undertaking so-called 'pure science' studies, leaving social science students without critical access to tuition financing sources.

## Human and physical resources available for teaching

The Zanzibar University BSW programme is taught by 11 different university lecturers, of which only two are fully employed by the Social Work Department; the majority of lecturers therefore belong to other university departments and teach specific modules in the BSW. Three qualified social work professionals teach in the programme: two lecturers hold BSW degrees, one of which also has an MSW, while one other has an MSW (but not a BSW and only teaches part time at the university). The Head of the Social Work Department holds a BSW. This being a bachelor-level programme, it is particularly concerning that Zanzibar University has so few social workers among its faculty. The Global Standards recommend that schools should aspire to 'the provision of professional staff, adequate in number and range of expertise, who have appropriate qualifications as determined by the development status of the social work profession in any given country. As far as possible a Masters level qualification in social work, or a related discipline (in countries where social work is an emerging discipline), should be required' (Sewpaul and Jones, 2004: p. 8).

The regulator of higher learning institutions in Tanzania, the Tanzania Commission for Universities (TCU) - which therefore regulates the BSW programme delivered by Zanzibar University - expects that teaching staff in these institutions should be involved in a range of tasks including: teaching, research, consultancy, outreach, public services and administration. Academic staff are also expected to generate knowledge for dissemination to students and other stakeholders in the form of published books and other publications. Teaching roles in higher learning institutions are variable – determined by factors including student numbers and modes of knowledge delivery - but tend to involve, among other tasks, lecturing, involvement in practical or clinical sessions, setting up variable forms of examinations, marking scripts and dissertations/thesis, consultations with students and supervising field practice.<sup>43</sup> Each university and department must decide what tasks it will prioritize for lecturers and how their workloads will be divided. Without knowing exactly in what academic activities SUZA and ZU lecturers are involved in their engagement with their respective social work departments we cannot assess whether the total number of lecturers assigned to each programme is sufficient. There is however a clear need for more qualified social work professionals in the teaching community in both universities – a challenge which was acknowledged by course lecturers and students interviewed for this assessment alike. A more thorough investigation would be required to establish in detail exactly how teaching staff spend their time and what types of academic profiles and qualifications would be needed of the lecturers expected to deliver the SUZA and ZU social work curricula with the improvements suggested in this report.

The Social Work Department at ZU currently has two lecture halls, which can accommodate 200 students each, and four lecture rooms, which can accommodate 40, 40, 80 and 80 students respectively. While these were sufficient to accommodate all BSW students at the time the course was created, our interviews revealed that some of the classrooms have recently been converted into offices, reducing the availability of student classrooms.

Zanzibar University has a central library, a separate reference room/section and an electronic library that accommodate 150, 30 and 30 users at a time respectively. The central library can accommodate 210 students in total. However, this library is shared by all the programmes at Zanzibar University and this means that most of the time the library is congested, with limited space to cover the number of users. The university also has one fully air conditioned computer centre, which has 50 computers and high-speed internet access but again serves all courses. As

<sup>43</sup> TCU proposes weekly and annual estimates for teaching and staff members, distinguishing between academic and non-academic tasks. In terms of teaching /class time, TCU suggests that Tutorial Assistants spend five hours of the 40 hour working week on teaching; Assistant Lecturers spend seven hours teaching per week; Lecturers and Senior Lecturers are expected to spend 10 hours of their working time teaching and Associate Professors eight hours (Tanzania Commission for Universities, 2014).

with the library, this is insufficient to support the number of students at any given time. Table 16 below provides an overview of the resources available to course lecturers and students.

**Table 16: Overview of Zanzibar University’s BSW programme**

Zanzibar University, BSW course Inaugurated in 2013 Housed under the Department of Social Work Course taught in English				
<b>Programme duration</b>	Three years in 36 modules 17 weeks per semester for six semesters			
<b>Field work practice</b>	Is mandatory for two placements of eight weeks each (total of 16 weeks); is assessed and graded			
<b>Lecturers</b>	Total of 11, of which: <ul style="list-style-type: none"> <li>• Two BSWs</li> <li>• Two MSWs</li> <li>• Three other lecturers with master’s degrees in a wide range of subjects</li> <li>• Four lecturers have PhD degrees, three are currently undertaking PhD studies (one in Social Work)</li> </ul>			
<b>Cost to students</b>	TZS 2,084,500 per year			
<b>Students (class of)</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>
<b>Admitted</b>	129	127	57	85
<b>Graduated<sup>44</sup></b>	127	N/A	N/A	N/A
<b>Physical resources</b>				
<b>Library</b>	Shared with other courses. There is a dedicated section for social work literature with very limited resources. Students often consult the SUZA library where there is more literature on social work available.			
<b>Classrooms</b>	The Department of Social Work has access to lecture halls and rooms but these have been diminishing over time. Presently the availability of classrooms for the BSW is inadequate.			
<b>Access to computers and internet</b>	Both students and teachers have access to 50 computers with internet at the university’s central computer centre.			

### Summary findings regarding ZU’s BSW programme

ZU social work Bachelor graduates are relatively well prepared: they portray a good understanding of basic social work concepts, are exposed to several areas of social policy and understand the responsibilities of social workers toward vulnerable groups in the context of wider social welfare and social protection policies and programmes. The challenges in the delivery of social work education at ZU are very similar to those faced by SUZA, namely: an insufficient number of qualified lecturers, insufficient facilities (including lecture rooms) which can accommodate the number of students, limited availability of and access to social work literature, including local

<sup>44</sup> The total number of graduates for the BSW class of 2014 was not yet available at the time this report was finalised. The class of 2015 will graduate in 2018 and the class of 2016 in 2019.

literature, and limited access to student loans. The supervision for student placements can be improved both in terms of academic supervision and orientation to field supervisors. Key strengths of the existing programme include good admission rates, commitment from the existing social work lecturers and a reasonably well-structured BSW curriculum.

### **5.2.3 Social work practice in Zanzibar**

The social work profession is nascent in the United Republic of Tanzania, as is the case in most countries in sub-Saharan Africa. As we have seen, the two main schools of social work in Zanzibar were only established in the past five years and are yet to offer postgraduate degrees in the field.

Social work is not formally recognised as a profession in either Mainland Tanzania or Zanzibar; a reflection of the nascent character of the profession in the country. Several professionals and students consulted for this assignment referred to the fact that the profession is not yet well understood or appreciated in general, both by civil society and government bodies. As a response to this situation, a group of university lecturers and social workers formed ZASWA in 2016 and it currently has 166 members. To join, members must have at least a Diploma in Social Work or a higher professional qualification. Being a very new organisation, its objectives are not yet very clear, although it has been increasingly involved in advocacy activities to raise the profile of the profession. For example, ZASWA runs a weekly 30-minute radio show on Chuchu Radio on Sundays where issues related to social work, the role of social workers in society and the needs of social work service users are addressed. ZASWA is not formally involved in any initiative to promote the regulation of the profession in Zanzibar, but has been in contact with organisations in Mainland Tanzania to enquire whether ongoing discussions about professional regulation there will include Zanzibar. The issue remains unclear and subject to legal determinations.

ZASWA does not have an established database of existing social workers in Zanzibar but estimates the number to be in the 'hundreds'. ZASWA members believe few of these are actually practising in a formal social work position as the jobs explicitly requiring such qualifications are scarce. Social workers work in many different positions in the wider social services sector, including in the government. On the other hand, it was also noted that positions which should typically require formal social work qualifications do not and are occupied by professionals with other degrees, which was evidenced even among the faculty of the schools of social work.

As discussed in the previous chapters, we have identified that the DWCD and DESW together currently employ 21 professional social workers out of its 76 technical staff at headquarters and district levels, of which 14 are district officers.<sup>45</sup> Our observations lead us to conclude that the number of professional social workers employed by the MLEEYWC at large is unlikely to be much greater at present, and is unlikely to exponentially increase in the short term.

We interviewed three recently recruited social workers working at the DESW headquarters (in the CPU and SPU). Two had graduated in Zanzibar (one from Zanzibar University and another from OUT) and a third in Mainland Tanzania. While all seemed to have been exposed to several social work-related topics during their undergraduate studies, including gender, disabilities, old age, youth, etc., all mentioned not having received sufficient, if any, child protection training. They agreed that on-the-job exposure was critical to their learning and concurred with other informants in that the field work undertaken during their bachelor programmes was not adequately supervised. It was also clear from the dialogue that professionals who have graduated outside Zanzibar need,

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<sup>45</sup> Bearing in mind that these figures do not include data on the numbers and qualifications of DESW staff working at Pemba HQ level or all staff working in DESW residential care facilities.



as would be expected, further time to become acquainted with local social welfare and social protection laws and policies.

Discussions with social work graduates confirmed that in-service mentoring and training is critical to all social work professionals, especially those working within the social welfare system. The realities they will face daily will most certainly bring about challenges that they will, more often than not, have only discussed theoretically in classrooms. Furthermore, in a context where other professionals, often without bachelor degrees of any type, may be responsible for undertaking social work-related tasks, it would be paramount to ensure some type of professional social work coaching or supportive supervision, incrementally building the capacity of the social welfare workforce at large in Zanzibar.

While neither SUZA nor Zanzibar University have, to date, collaborated with the MLEEYWC to develop or provide in-service-training opportunities, both university departments demonstrated a potential interest in initiating such discussions. Such arrangements could be mutually beneficial, not only securing qualified, tailored support for in-service training to MLEEYWC staff but also allowing university lecturers to have more exposure to how social welfare and social protection policy are effectively implemented in Zanzibar. This should lead to improvements in both the content of the curricula of both SUZA and Zanzibar University courses, as well as providing better opportunities for students to be placed in the MLEEYWC for their field work.

### 5.3 Summary of findings

- Social work as a profession is very new and not yet regulated in Zanzibar. Social work education, which has been offered in Zanzibar since 2012/2013, is presently provided through two academic institutions, SUZA and ZU, which offer a Diploma and a Bachelor of social work programme each, respectively. For the first time, there now exists a significant cadre of graduates with social work qualifications in Zanzibar: 171 students have graduated from SUZA's social work Diploma course since 2012 and 127 social workers graduated from ZU's BSW programme's first cohort in 2016. A new professional association, ZASWA, was formed in 2016 to raise awareness about the role of social workers in society.
- SUZA Diploma and ZU Bachelor social work graduates are relatively well prepared: they portray a good understanding of basic social work concepts, are exposed to several areas of social policy and understand the responsibilities of social workers toward vulnerable groups in the context of wider social welfare and social protection policies and programmes. The challenges in the delivery of social work education at ZU are very similar to those faced by SUZA, namely: an insufficient number of qualified lecturers, insufficient facilities (including lecture rooms) which can accommodate the number of students, limited availability of and access to social work literature, including local literature, and limited access to student loans. The supervision for student placements can be improved both in terms of academic supervision and orientation to field supervisors in both programmes. Key strengths of both courses include good admission rates, commitment from the existing social work lecturers and relatively well structured curricula.
- A key concern for the development of the profession in Zanzibar is, however, that there appear to be very limited professional opportunities in the labour market for social work graduates to put their learning into practice. Despite producing a relatively large number of social workers every year, neither SUZA nor ZU keep track of their graduates to understand what kind of work they go on to perform once they have concluded their studies. As seen in earlier chapters of this report, the MLEEYWC presently employs a very small number of social workers and there are no expectations that this number will increase exponentially in

the short term. Our interviews indicate that a large number of government officers tasked with executing social work functions do not have any formal social work training, which is a reflection of the lack of understanding about the role of professional social workers and the fact that the profession is not formally regulated in Tanzania.

## 6 Recommendations

### 6.1 Introduction

This report has presented our findings from the assessment of the institutional capacity within MLEEYWC to deliver its mandate in relation to the coordination and delivery of social welfare services. The overall aim of the assignment has been to understand the current roles and responsibilities discharged primarily by DESW, DWCD and DPPR compared to their formal mandates and to identify capacity gaps to be addressed through a capacity development plan.

The report began by laying out our understanding of what capacity is and our approach to assessing it. Capacity was broken down into three dimensions of individual skills and capability; organisational structures, processes and resources; and the formal laws, policies and coordination arrangements and informal structures which constitute the broader institutional setting. Chapter 3 provided an account of the Ministry's mandate and scope of work, the social and economic context within which its work is performed, and its organisational structure at department and unit level. Chapter 4 set out our assessment of the Ministry's current performance, the challenges it faces and the gaps in its capacity. Chapter 5 provided an assessment of the capacity of the schools of social work in Zanzibar, applying a different methodological framework suitable to the subject.

As the findings of the assessment of MLEEYWC have been summarised after each section of Chapter 4, under the categories of institutional, organisational and individual capacity, it would be superfluous to repeat them here. The purpose of this chapter is to move from the findings to some specific recommendations for action to be taken by the Ministry, with the support of its development partners, to address its principal capacity problems. The number of recommendations has been kept as small as reasonably possible, in recognition of the resource constraints facing the Ministry and to try to present the basis for a practicable plan of action.

A small number of recommendations are also presented, arising from the findings in Chapter 5, regarding the schools of social work and their relationship with the Ministry.

### 6.2 Recommendations

#### 6.2.1 At the institutional level

- i. MLEEYWC should seize the opportunity provided by decentralisation by devolution to clarify the institutional linkages between the Ministry at headquarters level and the work of the district officers, which are at present clouded by the different bases of employment of two groups of DSWOs. In preparation for the eventual transfer of responsibility for social welfare services to district and municipal councils, the role of the Ministry as the setter of policy standards and overseer of compliance should be recognised, ideally reflected in the intended social protection statute, and more immediately set out in a memorandum of understanding between the local government authorities and the Ministry.
- ii. MLEEYWC should seek an opportunity, in an appropriate policy document or communication (for example during the development of its next strategic plan), to formulate an authoritative definition of the scope of 'social welfare' services, to complement the definition of 'social protection' in the ZSPP.

- iii. The Revolutionary Government of Zanzibar should streamline the various actual and proposed social protection coordination mechanisms and structures, for example as set out in the ZSP Implementation Plan and the NPA-VAWC, to limit duplication and ensure the more effective operation of the remaining ones, and clarify the role and mandate of MLEEYWC in each. In particular, steps should be taken to consolidate and simplify these structures at *shahia* and district level and in Pemba, to reduce the burden on officers, WCCs and communities.
- iv. MLEEYWC should strengthen its M&E capability both to improve the performance of its own internal management and to reinforce the Ministry's credibility as the national social protection coordinator. This will require ensuring that key posts in DPPR and functional departments are staffed, relevant skills development needs identified, and advice obtained on the Ministry's information management systems; these should provide a means of collating information on the volume and quality of services delivered and trends in casework over time.
- v. MLEEYWC and PO-RALGS&D should review the role of social welfare officers at regional level, and whether they constitute a professional resource that could be utilised to better effect.

### 6.2.2 At the organisational level

- i. MLEEYWC should develop proposals for restructuring the organisation of the social welfare function at national and district level. Two options have been identified in this assessment:
  - a. Reallocate functions to make DWCD, DWCOs and WCCs more clearly and exclusively responsible for preventive activities with regard to women and children, and DESW and DSWOs responsible for all responsive services;
  - b. Merge the functions of the current DESW and DWCD into a single new department, and integrate DSWOs and DWCOs into a single team at district level.

The pros and cons of both options are discussed in Chapter 4 of this report. Both would involve quite onerous processes of formal approval, but a decision in principle on the way forward will have to be taken before detailed planning can proceed. Discussions should be held at an early stage with the departments in the President's Office responsible for Public Service, Good Governance, Justice and Constitutional Affairs, and for Regional Administration, Local Government and Special Departments.
- ii. MLEEYWC should prepare and issue a guidance note for staff explaining the division of labour between DPPR and other departments with regard to policy development, to ensure there is a clear and shared understanding of the roles to be played by each.
- iii. MLEEYWC should review the roles and mandates of the Ministry's various departments (DWCD, Empowerment, Cooperative Development and Youth Development) with regard to economic empowerment, to ensure that there is no duplication or overlap, that resources are deployed to the best effect, and that there is a clear referral pathway between departments where necessary.
- iv. MLEEYWC should take steps to develop or procure an adequate information management system to support the follow-up and assessment of child protection cases;

better information on volume and nature of caseloads would also enable the optimal allocation of DSWO case workers between districts to be assessed.

- v. MLEEYWC should review the current roles and capabilities of WCCs, and develop a plan to strengthen their capacity as the frontline workers of the Zanzibar child protection system and link to formal child protection system. There is a need to ensure both their continuing motivation and the appropriateness of their interventions. Better supervision and support are required, and recognition of their role (by, for example, supplying them with official identity cards and small transport allowances).
- vi. MLEEYWC should take steps to ensure that there is consistent, up to date and accessible information about the allocation of staff to units, the functions of units, their expected and actual performance, and the extent of the delegated authority of managers. This will be essential to inculcating a greater management orientation amongst staff, in preparation for the introduction of the OPRAS performance management and staff appraisal system. Current reporting flows will need to be made more effective, and summary performance management information developed on the basis of strengthened programme M&E, to assist in this management improvement.
- vii. MLEEYWC should initiate a process to ensure that up-to-date and meaningful individual job descriptions are developed for all technical staff, as a basis for reorganisation or job redesign and as a starting-point for introduction of a new staff appraisal system. This should begin with the review and refinement of the drafts prepared as part of this assessment.
- viii. MLEEYWC should commence development of a workforce strengthening strategy, addressing both the numbers of staff and the skills and qualifications required across the sector, as a guide to recruitment and training and to help ensure the continued provision of relevant professional education in the field.
- ix. MLEEYWC should ensure that the strongest possible and most relevant performance information is available to support its advocacy in the budget process, if it wishes to increase its share of national resources, and should similarly ensure that there is a clear and empirical basis for internal decisions about the allocation of budget ceilings and of cash releases between departments.
- x. MLEEYWC should review the root causes of the differential performance of departments in budget execution, including the extent to which weaknesses may be due to its own decisions on cash releases, and take steps to equalise performance across the Ministry.
- xi. MLEEYWC should ensure that its staffing figures are reliable and accurate enough to provide a sound basis for the projection of salary costs in the budget.

### **6.2.3 At the individual level**

- i. MLEEYWC should ensure that in future information about the qualifications of technical staff at national and district levels (even following decentralisation), and in particular the distribution of qualified social workers, should be readily available to support workforce development.
- ii. MLEEYWC should adopt a definite policy that all officers with case-working or case-worker supervisory responsibilities, at district or national level, should have a Bachelors

in Social Work degree as a minimum qualification, and that recruitment will be on this basis as posts fall vacant. Identification of posts concerned at headquarters should be made following further development of job descriptions and any associated redesign or reorganisation. Further assessment of district level jobs should be carried out to ascertain how many of the officers (DSWO or DWCO) need to be qualified social workers, given the need to carry out a range of functions other than case work.

- iii. In the meantime MLEEYWC should ensure that all DSWOs and DWCOs receive training in case management, with enhanced training required for those who are not qualified social workers. An assessment of the further in-service training needs of the latter group should be made, given that is impractical to put them all through a two-year diploma or three-year degree course.
- iv. MLEEYWC should develop a plan for a short-course training programme to meet urgent specific needs identified in this assessment (for example in counselling skills), after decisions have been made about reorganisation, reallocation of functions or the redesign of some jobs (which may affect where in the organisation those skills are needed).
- v. MLEEYWC should take steps to strengthen its general management capabilities, through the establishment of a senior management and leadership development programme and a complementary middle management training programme, in preparation for a transition to a performance management approach.

#### **6.2.4 The schools of social work**

The recommendations below are structured in two parts. The first we consider a priority to improve the quality of social work education and practice in Zanzibar and the collaboration between the schools of social work and the MLEEYWC, aiming at making the best use of the existing capacity of the schools to contribute to the Ministry's social and child protection policy objectives. Additional recommendations follow which could be considered in the medium to long-term to contribute further to the strengthening of the social work profession in Zanzibar.

#### **Key recommendations**

- i. Social work departments at SUZA and ZU should develop strategies to attract a higher level of investment for the delivery of their social work programmes. Additional resources are needed, for example, to attract and hire more qualified social work lecturers, to improve the physical infrastructure (such as teaching spaces and libraries, including their social work collections) and improve ICT facilities accessible to students. Furthermore, a review of the current practice of student field work placements is critical to achieve better learning outcomes.
- ii. SUZA, ZU, the MLEEYWC and social work professional bodies such as ZASWA should work together to promote the regulation of the social work profession in Zanzibar. Information on how this can be best pursued can be exchanged with actors advocating for the same goal in the Mainland via professional associations such as the Tanzania Association of Social Workers and ASSWOT. This process should be accompanied by a strategy to raise awareness among Zanzibar policy makers and civil society actors who are engaged in social policy issues about the nature and purpose of the social work profession and the distinct role of social workers in different settings.

- iii. Formal mechanisms of collaboration should be established between the MLEEYWC and the schools of social work to encourage joint initiatives related to the formulation of social welfare laws, policies and practice standards, as well as research. An adequately structured and well-supervised approach to the placement of social work students for their field work across the MLEEYWC would, for instance, benefit both parties and lead to improved learning outcomes for students. A Memorandum of Understanding between the Ministry and the schools may be an appropriate mechanism to facilitate this collaboration.

### **Additional recommendations**

- iv. Social work departments of both SUZA and ZU should review the curricula of their social work programmes to align their academic content on child protection to the Child Care and Protection, the Foster Care and the Approved Residential Establishment Regulations added to the Zanzibar Children's Act 2011 in 2017.
- v. SUZA, ZU and ZASWA should collaborate to undertake a mapping of existing positions and opportunities for the employment of professional social workers across the main social policy stakeholders in Zanzibar. This mapping should establish how many positions currently require social work qualifications in each employer as well as a projection of the future demand for such professionals in the next ten years. The results of this study should be used to inform how the schools of social work shape their programmes in the near future, including in regards to which levels of social work education need further investment to supply the existing and estimated demand for professional social workers in Zanzibar.
- vi. The government should review its position vis-à-vis provision of loans to social work students in Zanzibar to avoid a drastic reduction in the number of students interested and able to pursue BSW qualifications in the coming years.

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