



FINAL REPORT

**MINISTRY OF HEALTH AND SOCIAL WELFARE,
DEPARTMENT OF SOCIAL WELFARE (DSW)
TANZANIA/ UNITED NATIONS CHILDREN'S FUND
(UNICEF)**

CAPACITY ASSESSMENT OF THE DEPARTMENT OF
SOCIAL WELFARE TO FULFILL AND DELIVER
MANDATE

October 2009

 **ERNST & YOUNG**

TABLE OF CONTENTS

ACRONYMS	III
EXECUTIVE SUMMARY	VI
PART I:	11
INTRODUCTION	11
1.0 BACKGROUND.....	11
1.1 OBJECTIVE OF THE ASSESSMENT AND TERMS OF REFERENCE.....	11
1.2 METHODOLOGY AND ASSESSMENT CRITERIA	11
1.3 LIMITATIONS OF THE REPORT	12
1.4 OUTLINE OF THE REPORT	12
PART II:	13
RELEVANCE OF THE WORK OF THE DSW.....	13
2.0 ENABLING ENVIRONMENT	13
2.1 THE POLICY FRAMEWORK AND LEGAL ENVIRONMENT	13
2.2 DECENTRALIZATION BY DEVOLUTION.....	13
2.3 STRUCTURES AND MANDATES.....	14
PART III:	21
EFFECTIVENESS IN PERFORMING MANDATE	21
3.0 TECHNICAL CAPACITY	21
3.1 THE ACHIEVEMENTS	21
3.2 KEY CAPACITY GAPS.....	22
3.3 CONCLUSIONS, KEY ISSUES AND RECOMMENDATIONS	27
PART IV:.....	31
EFFICIENT AND SUSTAINABLE MANAGEMENT OF FINANCIAL RESOURCES	31
4.0 FINANCIAL CAPACITY ASSESSMENT	31
4.1 DSW BUDGET PREPARATION	31
4.2 DSW BUDGETARY ALLOCATIONS FROM THE GOVERNMENT	31
4.3 BUDGETARY ALLOCATIONS FROM DEVELOPMENT PARTNERS	36
4.4 EFFICIENCY IN MANAGEMENT OF FUNDS	39
4.5 FINANCIAL SUSTAINABILITY	40
4.6 DELAYS IN FUNDS RELEASE FROM TREASURY	41
4.7 DSW BUDGETARY NEEDS	42
4.8 CONCLUSIONS, RECOMMENDATIONS AND ACTION POINTS.....	42
PART V:.....	45
MANAGEMENT OF HUMAN RESOURCE	45
5.0 HUMAN RESOURCE CAPACITY.....	45
5.1 MISSION AND VISION OF THE DEPARTMENT	45
5.2 STRATEGIC PLAN AND OVERARCHING GOALS	46
5.3 RECRUITMENT, STAFF ORIENTATION AND STAFF DEVELOPMENT.....	47
5.4 TEAM WORK, PERSONAL AND INTERPERSONAL EFFECTIVENESS.....	50
5.5 PERFORMANCE MANAGEMENT AND OPERATIONAL PLANNING.....	50
5.6 PHYSICAL INFRASTRUCTURE, OFFICE SPACE AND WORKING FACILITIES	50
5.7 KEY ISSUES, CONCLUSIONS AND RECOMMENDATIONS	51
REFERENCES	

List of Annexes

Annex I:	Terms of References
Annex II:	Activities Implementation (Physical and Financial) 2005/06-2008/09Mid year
Annex III a:	Physical Facilities Status at DSW per Units
Annex III b:	Total physical facilities status at DSW
Annex IV:	LGA Funding for Social Welfare Activities: Cases of Dodoma, Temeke and Magu
Annex V:	List of persons consulted/ interviewees
Annex VI:	Tools Used in the Assessment
Annex VII:	Action Plan

List of Figures

Fig 1:	Organisation Structure of Ministry of Health Social Welfare
---------------	---

List of Charts

Chart I:	DSW budgetary allocation against Ministerial budget
Chart II:	Trend of Funds Released

List of Tables

Table I:	Allocation of Government Resources to DSW
Table II:	Actual Requirements Vs Funds Released for Other Charges and Development Budget 2006/07 - 2008/09
Table III:	Activities Budgeted for but not funded/funds reallocated
Table IV:	Funds Flow from UNICEF (2004-2009)
Table V:	Legal Sector Reform Programme financial support to DSW 2006/07- 2009/10
Table VI:	Donor Commitments for Funding to MVCs (2005-2010) in Millions USD
Table VII:	Estimated costs of activities under the social welfare and protection component (HSSP III)

ACRONYMS

AHA	American International Health Alliance
CMO	Chief Medical Officer
CSOs	Civil Society Organizations
DAP	Director of Administration and Personnel
DSW	Department of Social Welfare
DPs	Development Partners
EFA	Education For All
FHI	Family Health International
FY	Financial Year
GLRA	German TB and Leprosy Relief Association
HIV	Human Immunodeficiency Virus
HR	Human Resource
HSSP	Health Sector Strategic Plan
HQ	Headquarters
IPG	Implementing Partners Group
LMS	Leadership, Management and Sustainability Program
LGAs	Local Government Authorities
LSRP	Legal Sector Reform
M&E	Monitoring and Evaluation
MKUKUTA	Mpango wa Kuondoa Umasikini na Kukuza Uchumi
MLYDS	Ministry of Labour Youth Development and Sports
MoHSW	Ministry of Health and Social Welfare
MDAs	Ministries, Departments and Agencies
MVC	Most Vulnerable Children
MSH	Management Science for Health
MTEF	Medium Term Expenditure Framework
NGOs	Non Governmental Organizations

Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate

NSC	National Steering Committee
NTC	National Technical Committee
OC	Other Charges
OVCs	Orphans and Vulnerable Children
OPRAS	Open Performance Review and Appraisal System
PE	Personal Emoluments
PEST	Political, Economical, Social and Technological
PEPFAR	President's Emergency Plan for AIDS Relief
PMO-RALG	Prime Minister's Office Regional Administration and Local Government
PO-PSM	President's Office Public Service Management
REPOA	Research on Poverty Alleviation
SWO	Social Welfare Officer
SWOC	Strength, Weaknesses, Opportunities and Challenges
TASWA	Tanzania Social Welfare Association
TACAIDS	Tanzania Commission for Aids
TFDA	Tanzania Food and Drugs Authority
UNICEF	United Nations Children's Fund
VCT	Voluntary Counselling and Testing
USAID	United States Agency for International Development

ACKNOWLEDGEMENT

This assessment was undertaken by Ernst & Young – Tanzania Office. A number of institutions and individuals contributed to making it successful, and we take this opportunity to thank each of them.

We would like to thank the Ministry of Health and Social Welfare staff for their support, cooperation, inputs and guidance in many occasions during the undertaking of the exercise. We also wish to thank the various Development Partners, Government ministries and Non Government Organizations (national and International) that made it possible for the exercise to be completed successfully through their cooperation, participation, comments, inputs and guidance. These include USAID, Abbott Fund, Family Health International (FHI), Management Sciences for Health (MSH) and Pact Tanzania. We also recognize local government officials in Magu, Mwanza, Dodoma and Temeke for facilitating the exercise at their level and for providing valuable inputs. Special thanks go to different community members and children who actively participated in the focus group discussions.

Finally, we would also like to thank UNICEF Tanzania Office for supporting the carrying out of this assignment. In particular, we wish to acknowledge the guidance and inputs from UNICEF staff members including Mr. Phenny Kakama, Ms. Diane Swales, Mr. Abheet Solomon, Ms. Masuma Mamdani and Dr. Myo Zin Nyunt.

EXECUTIVE SUMMARY

The Department of Social Welfare (DSW) is under the Ministry of Health and Social Welfare (MoHSW). According to the department's Strategic Action Plan for 2007-2011, its core functions include: -

1. Ensuring effective welfare conditions to the vulnerable groups.
2. Promoting community based care for the vulnerable children and other vulnerable groups.
3. Promoting efficiency in social work practice.
4. Enhancing the wellbeing and protection of orphans and vulnerable children, the elderly and people with disabilities.

These core functions are well reflected in the department's mission, which is to strengthen Tanzania's social functioning by supporting the well-being of vulnerable individuals, families, groups and communities, as well as enhancing their participation through client-focused policies, programs and services. The department plans to achieve the mission through accomplishing the following ten (10) objectives: -

1. Ensuring equitable and gender sensitive social welfare services
2. Providing quality social welfare services
3. Improving social welfare services financing
4. Reducing HIV/AIDS infection rate and its impact on social welfare
5. Enhancing institutional capacity of the department to implement its core functions
6. Strengthening effective management, coordination, collaboration and strategic alliances with stakeholders
7. Reviewing and improving policies, legislation, regulation and guidelines for efficient and effective social welfare service delivery.
8. Putting in place an efficient and effective governance system for the delivery of social welfare services
9. Having in place research, Information, Education, Communication (IEC) and Social Welfare Management Information System (SWIMS).
10. Promoting gender equality.

This report presents findings of the capacity assessment of DSW. This assessment was supported by the UNICEF Tanzania Office and is in line with the Government of the United Republic of Tanzania's reform program aimed at increasing efficiency and effectiveness in the management of development initiatives and processes. In addition to assessing the capacity of the department, the assessment also aimed at identifying obstacles to successful implementation of core functions and recommends the way forward. The capacity assessment focused on the department's ability to implement and manage technical, financial and human resource matters.

The methodology used to undertake the assignment included reviewing policies and legislation, the MoHSW's strategic plan, the department's strategic plan, different documentations on local government policy studies, assessment reports, guidelines, web based documents, implementation reports, financial reports and other related references.

Key Informant Interviews: The assessment team interviewed and held discussions with management and staff as well as key technical persons from different government ministries and departments, local government authorities, Non-Government Organizations (NGOs), communities (i.e. children, people with disability and elderly etc) and development partners about the capacity and functions of the department).

Field Study and Focus Group Discussions: The study team visited four Local Government Authorities for deeper insights into how the department functions amidst decentralization. Decentralization has been practically going on since 1982 after the enactment of the Local Government laws. Currently, the Government has directed that all social welfare activities be undertaken at the Local Government level. The visited districts, which were randomly selected, were Dodoma Municipal Council, Temeke Municipal Council, Magu District Council and Mwanza City Council. The team used questionnaires and focus group discussions to guide the interaction. In some occasions, the team used case studies as well. While the questionnaires were used for local government staff and NGOs, men, women and children participated in focus group

Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate

discussions. The methods applied provided a good insight on the capacity situation at both central level government and local levels.

The assessment team used the following elements to assess the capacity: -

1. Levels of effectiveness,
2. Relevance of the department (policy, legal and structural environment)
3. Efficiency
4. Outcome of the work of the department as partners and key stakeholders perceive it
5. Sustainability issues.
6. Capacity to coordinate key actors
7. Coherence of systems
8. Processes applied in implementing core functions.

Limitations included lack of some key documents that would have made the assessment more thorough and non availability of some of the key stakeholders who might have important information to share, both in and outside the Ministry.

Key findings

The assessment concluded that: -

1. MoHSW is considered as one of the ministries that is successfully decentralized. Since the department is under this ministry, the situation offers it (i.e. the department) good avenue to monitor and implement the role played by local government authorities in provision of social welfare services.
2. However, to successfully achieve this, the department's relationship with PMO-RALG needs to be clearly defined, considering that the latter is centrally responsible for the decentralization process.
3. In addition, to undertake this challenge efficiently, the department needs to review and improve its own technical, financial and human capacities. Currently, gaps in these key dimensions pose problems for the effective implementation of the department's core functions and undertaking other activities such as research and development.
4. The place of the department within the MoHSW functional structure does not currently give adequate visibility to the department.
5. The scope of the department's functions needs to be clarified, in order to validate whether it is right or wrong for it to engage itself in certain issues e.g. marriage reconciliation. The department needs to be empowered and enabled to play its role in Board of Visitors and National Advisory Council.
6. The department's management is competent but not efficiently performing their roles. Despite being challenged by being moved from one ministry to another for a long time now, the leadership is insufficiently aware of the challenges it faces and how to tackle them. The leadership needs to improve is working as a team, by sharing information and meet regularly.
7. It was appreciated that the department has a relatively good network with other stakeholders such as the Ministry of Community Development, Gender & Children and several development partners. The department has made good use of this by engaging the stakeholders in consultative processes to develop different strategies, policies and tools. One successful example coming from this is the way the department collects and manages data. However, there is still room for this to improve, and the department should consider improvement in the way it disseminates data to its stakeholders.
8. Also, in order to increase levels of accountability to the development partners and the Government, the department needs to improve the quality of its financial reporting.
9. The assessment found out that apart from the government funding, there is significant support received from by DSW from external sources, the department needs to increase efficiency of utilization of government funds and existing development partners' support.
10. Another area that relates to this, which the study found wanting is lack of effective mechanisms to distribute and share resources equally. The department must have a comprehensive policy on how to mobilize and utilize resources. Going forward, the department needs to consider having a Project Coordination and Resource Mobilization Unit, whose responsibilities should include looking for sources of funding in order to break the dependency on aid. The unit should take the lead in writing proposals for funding and co-working with different stakeholders. It could also take leadership in developing evidence-based technical and financial proposals for funding.
11. Also, the study established that the department is understaffed. Parallel to this is the need to train, motivate and develop the available staff members.

FINAL REPORT***Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate***

Key constraints

The assessment team could not meet all top level Government officials, whose input would have certainly widened the scope and coverage of the exercise.

Another constraint that the team experienced was non-availability of complete financial data. Responsible officials cited the needs for confidentiality as one of the major reason for not sharing the information. The information that the team failed to access was generally but not limited to past financial inflows from the Government and development partners. Also, there were problems with regards to the way documentations, especially with financial records, are kept and retained.

FINAL REPORT**Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate****Summary of recommendations**

Recommendation	Responsible	Timeframe
Revisit and restate the functions of the department. Currently, this is not clear, leaving the central level department to undertake functions that it is not responsible for, such as reconciliation of marriages	The Central Government	Immediately
Redesign functional structure of MoHSW with the purpose of elevating the status of the department	The Central Government	Immediately
Enhance the department's capacity to coordinate activities (internally and externally), fulfil its mandate and promote the reasons for its existence.	The Department's Commissioner	Immediately
Create a unit to deal with Project Coordination within the department	The Commissioner/MoHSW	Immediately
Create a unit for Research and Development	The Commissioner/MoHSW	Immediately
Create a Monitoring and Evaluation unit	The Commissioner/MoHSW	Immediately
Decentralize in phases	The Central Government	Progressively
Development of Policy, guidelines and Standards and ensure dissemination to all districts	The Commissioner	Progressively
Establish the existing funding gap	DSW Management, MOHSW	Immediately
Increase efficiency in resources utilization	Department of Social Welfare	Continuous
Increase budgetary allocation for Social Welfare Department	The Central Government	Immediately
Timely release of the funds allocated for undertaking activities	The Central Government	Immediately

FINAL REPORT**Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate**

Capacitate the department employees with the ability to account for funds, mobilize resources and keep financial records properly	The Commissioner	Continuous, effective immediately
Develop evidence based budget proposals, which are also linked to national development priorities such as MKUKUTA.	The Commissioner/MoHSW	Continuous, effective immediately
Equal distribution of resources across the department	The Commissioner	Continuous, effective immediately.
Employ enough and competent staff members	The Central Government/the Commissioner	Continuous, effective immediately
Train and develop available employees after a comprehensive assessment of training needs	The Central Government/the Commissioner	Continuous, effective immediately
Promote and sustain team work and team spirit	The Commissioner	Immediately
Harmonize planning process across the department	The Commissioner	Immediately

Part I:

INTRODUCTION

1.0 Background

The Ministry of Health and Social Welfare, Department of Social Welfare has identified the need to assess its capacity to perform its central level core functions. It is based on this need that UNICEF provided the financial assistance to carry out this capacity assessment. This initiative is in line with government processes aimed at structural and institutional reforms for purposes of improving efficiency and effectiveness of service delivery at all levels.

1.1 Objective of the Assessment and Terms of Reference

The objective of this capacity assessment is to look into capacity gaps that hinder effective performance of the DSW. It is aimed at assessing the capacity of the department to fulfil its mandate focusing on technical, human resource and financial management capacity.

After initial consultations with different stakeholders, including employees of the Department and UNICEF, we selected a number of variables to guide the assessment.

The assessment included:

- Assessing whether the Department of Social Welfare is fulfilling its required functions and mandate in accordance with government guidelines, policies and laws; assessing the functions of the central level offices to determine whether the department's functions and mandate are well understood by the management, the staff and other stakeholders. Also, to assess the positioning of the department in the context of decentralization by devolution and how it is able or not, to carry out its functions adequately. This includes assessing whether the districts are aware of the role of the department and the linkages between the LGA and DSW at MOHSW.
- Assessing the financial management capacity including past and current financial flow trends; finance related factors that have supported or impeded DSW; whether budgeting and resource allocation have been responding to the needs; assessing resource mobilization strategies and funding levels by government, development partners and others; determining efficiency of resource utilization; establish the extent to which the delivery of DSW functions has been dependent on external funding; recommend strategies to be employed for resource mobilization and garner greater consideration in government resource allocation decisions.
- Assessing the human capacity of the Department, including: assessing whether the DSW has sufficient staff (in terms of numbers and technical ability) and facilities to carry out its work; whether the local government is well equipped to hire, train and monitor the performance of social welfare officers.

1.2 Methodology and Assessment Criteria

Methodology included the following:

Review of literature - a review of policies and legislation, local government documentation, policy studies, assessment reports, guidelines, web based documents, implementation and financial reports and other important documentation

Key Informant Interviews - The assessment team met with management and staff as well as key technical persons from relevant government ministries, local government authorities, Departments, NGOs, communities (children, people with disability and elderly) and development partners for interviews and discussions about capacity of the DSW.

Field Study and Focus Group Discussions - The study team made visits to four Local Government Authorities to get a deeper insight on how the department functions amidst decentralization. The visited districts were Dodoma Municipal Council, Temeke Municipal Council, Magu District Council and Mwanza City Council. Questionnaires and focus group discussion guides were used as tools and case studies at local government level were done. While the questionnaires were used for local government staff and NGOs, men, women and children participated in focus group discussions.

The methods applied provided a good insight on the situation at both central level government and local levels.

Data Analysis – the bulk of the data was mainly qualitative in nature, quantitative data was also collected and analysed to complement and confirm the qualitative data.

Assessment Criteria - the assessment team used the following elements to assess the capacity of the department; levels of effectiveness, relevance of the department, efficiency in resource utilisation, outcome of the work of the department as perceived by partners and key stakeholders and sustainability issues. In addition, the study looked into the capacity to coordinate and coherence of systems and processes applied in implementing core functions.

The assignment will serve as input into an action plan that will address the specific gaps identified in the study.

1.3 Limitations of the Report

- Availability of key informants

During the term of this assignment, the team was able to meet with several stakeholders (list attached) including representatives in government Ministries, local government authority, NGOs, development partners and community members. The team was however not able to meet with some of the key stakeholders despite various attempts to arrange appointments, such was the case for some of the high ranking decision makers in the Ministry of Health and Social Welfare due to their various commitments. The assessment team was also not able to meet one of the major donors.

- Non- availability and confidentiality of financial data

The Assessment team encountered difficulties in obtaining past financial data especially due to lack of proper documentation and data retention at the Department.

In addition, it was not possible to establish the exact funding from all Development Partners particularly for funds channelled through implementing partners such as International NGOs. This was due to confidentiality regarding financial data.

1.4 Outline of the Report

This report is divided into five key sections, section one lays out the background to the task as well as the terms of reference. It also contains the methodology for undertaking the study, the limitations and outline of the report. Section two addresses the overall enabling environment, the organizational structural issues and status of decentralization as it pertains to the provision of social welfare. Part three, four and five provides the key findings regarding the assessment. It looks into the technical capacity and ability to undertake specific functions within the department, the financial resource management issues, including ability to respond, mobilize resources, distribution and utilization of resources. It also looks into issues of human resource management, basically building on the existing procedures and efforts to strengthen the human resource base, but also highlighting the challenges. All the three sections provide a list of recommendations and action points for moving forward. An action Plan developed in collaboration with the department is attached as an appendix.

Part II:

RELEVANCE OF THE WORK OF THE DSW

2.0 Enabling Environment

2.1 The Policy Framework and Legal Environment

The overall arching policy guiding interventions for vulnerable groups in Tanzania is the poverty reduction strategy paper popularly known as MKUKUTA. Cluster II of the MKUKUTA addresses welfare issues for the most vulnerable groups, including children, the elderly and people with disability. Goal 1 of the strategy addresses issues of early childhood development, access to education and opportunities for children with disabilities; goal 2 addresses improved survival, health and wellbeing of all children and women especially vulnerable groups and goal 4 of the strategy provides for adequate social protection and the provision of basic needs and services for the most vulnerable and needy groups.

Apart from recognition of vulnerability issues in policy, the government in collaboration with development partners and civil society organizations (most of them consulted in this exercise and list is attached) has strategies, plans and programmes aimed at improving the wellbeing of the vulnerable groups. Recently, a Revised Child Development Policy has been approved and one of its objectives is to ensure that the community understands the rights of vulnerable children and it emphasizes on provision of social assistance and other support to such children. In addition, the number of studies aimed at strengthening social security coverage and the ensuing Social Security Policy provide a good landscape for the DSW. The Social Security Policy highly supports the work of the department by ensuring that social security rights of all groups are ensured. Likewise, a draft Social Protection Framework has been developed (the final draft is yet to be adopted) and will be an important national strategy for addressing the needs of vulnerable groups. The framework has prioritized people with disability, the elderly and children as a target for support¹.

The government of Tanzania has a well grounded legal framework that supports and complements the work of the department. The Constitution of the United Republic of Tanzania establishes relevant Ministries and provides for the basic rights of individuals and the duty of the government to ensure the attainment of those rights. Supporting legislation include those enacted for the purpose of enabling the department function and these include the Children's and Young Persons Act (CAP 13); The Law of Marriage Act Cap 29; The children's Home Act Cap 61; The National Social Welfare Training Institute Act Cap 110; the Day Care Centers Act Cap 180; The Disabled Persons (Care and Maintenance) Act, Cap 183; The Disabled Persons (Employment) Act, Cap 184; The Probation of Offenders Act, Cap 247; the Affiliation Act, Cap 278; The Community Service Act, Cap 291; The Adoption of children Act, Cap 335; and the Destitute Persons Act, Cap 389. These Acts give the DSW the power to address the issues that it is currently addressing. There is a move to review some of these Acts within the department and the Law Reform Commission.

2.2 Decentralization by Devolution

Decentralization has practically been going on for the past 26 years, ever since the enactment of the Local Government laws, Including the Local Government Finance Act; ten years since the Policy paper on Local Government Reform was introduced by government (1999) which had the aim to practically implement the local government reform agenda. All these processes mean that the policy of decentralization by devolution will continue to be given priority in the national reform processes. Functions and expenditures will gradually be assigned to the lowest government levels in accordance with the Local Government Acts (1982). Local government finances play an important role in the public finances, the expenditure and revenue account for a substantial share of the public finances. Last year alone, local government spent 858 billion Tanzania shillings². The number of local government councils has increased from 122 to 133.

¹ United Republic of Tanzania, Draft National Multisectors Social Protection Framework, Ministry of Finance and Economic Affairs, 2007

² United Republic of Tanzania, Prime Minister's Office (PMO-RALG), Local Government Fiscal Review 2007, Measuring Progress on Decentralization by Devolution, 2007

Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate

Overall, there is satisfaction with delivery at local government level particularly in the education and basic health sectors (REPOA 2003) which among others reflect improvements in the overall provision of the general welfare. There is a gradual increase in the share of expenditures that take place at local government level, reflecting increasing fiscal decentralization. The introduction of formula-based grant systems is considered to be a positive achievement. However, there are a number of weaknesses including the limited government commitment to the formula-based grant system; local government has limited control over local expenditure because there are still elements of centralized control over local public servants; recurrent allocations deviate substantially from the formula based patterns; and there is a general feeling among sectoral line ministries that the local government does not have the capacity to deliver.

The Local governments' *concurrent expenditure* responsibility continue to include primary education, basic health services, agriculture, extension and livestock services, local water supply and local public works. However, trends show that the share is relatively low given the fact that local government is responsible for delivering the services, for example in fiscal year 2006/2007 it was 21.4%. Local governments' main *exclusive expenditure* responsibilities include local land use planning, sanitation, and public markets. The central government is responsible for policy and financing the delivery of these public services through inter governmental transfers. Currently, the PMO-RALG and the Ministry of Finance review ministerial budgets to ensure that local government role is adequately reflected and activities funded, focus is non education, health, agriculture, works and water. In 2007, the budget of PMO-RALG (Vote 56) was reviewed to consider functional activities and financial resources could be devolved directly to the local government level under the principle of subsidiary, these include Ministry of Energy and Minerals, Ministry of Livestock Development, Ministry of Natural Resources and Tourism, Ministry of Community Development, Gender and Children, Ministry of Lands,, Housing and Human Settlements and the President's office-Public Service Management (PO-PSM).

The MoHSW is one of the ministries that has been successfully decentralized. This gives the department an added advantage and increases its probability for more effective decentralization process, however, the relationship between the department and PMO-RALG from a technical front is not very clear. Information from high level officials within the Ministry states that the DSW has not been fully decentralized but processes to fully decentralize it have started. The Ministry is currently training local government officials on their role in implementing social welfare policy and strategies. There is however need to make sure that this effort is followed up by employment of sufficient social welfare issues, mainstreaming of social welfare issues in council budgets and decentralization of regional social welfare officers so that they become part of district council (this process has been proposed and there is already ongoing discussions to implement it).

2.3 Structures and Mandates

This section provides an overview of the structure and mandates of the department and the structural issues that need to be looked into in assessing the functionality of the department. It provides legal instruments that establish the department including its structures, highlights the relationship between the department and other structures within the Ministry of Health and Social Welfare (MoHSW), the long term vision and mission of the department as well as its key priorities.

2.3.1 Overall Structure and Mandate the MoHSW

The Ministry of Health and Social Welfare (MoHSW) is responsible for policy guidance in the area of health and social welfare with a focus on ensuring adequate and quality healthcare and timely social welfare provisioning to poor and vulnerable groups. The Department of Social Welfare (DSW) is responsible for setting the framework for the provision of social welfare services, including social assistance and emergency aid. Its key targets are the elderly, people with disabilities and vulnerable children.

The Ministry and the department are established under the auspices of the Constitution of the United Republic of Tanzania, 1977 Cap. 2. It covers mainland Tanzania only. Article 55 of the constitution empowers the President to establish offices of Ministers in Government. The document that re establishes the DSW and places it under the Ministry of Health and Social Welfare is the Government Notice No. 21 of 2006 (schedule), this was revoked by Government Notice No. 21 of 2008.

Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate

The instrument establishes all MDAs and provides for their key functions. The Ministry of Health and Social Welfare has the following functions (as stated in the instrument):

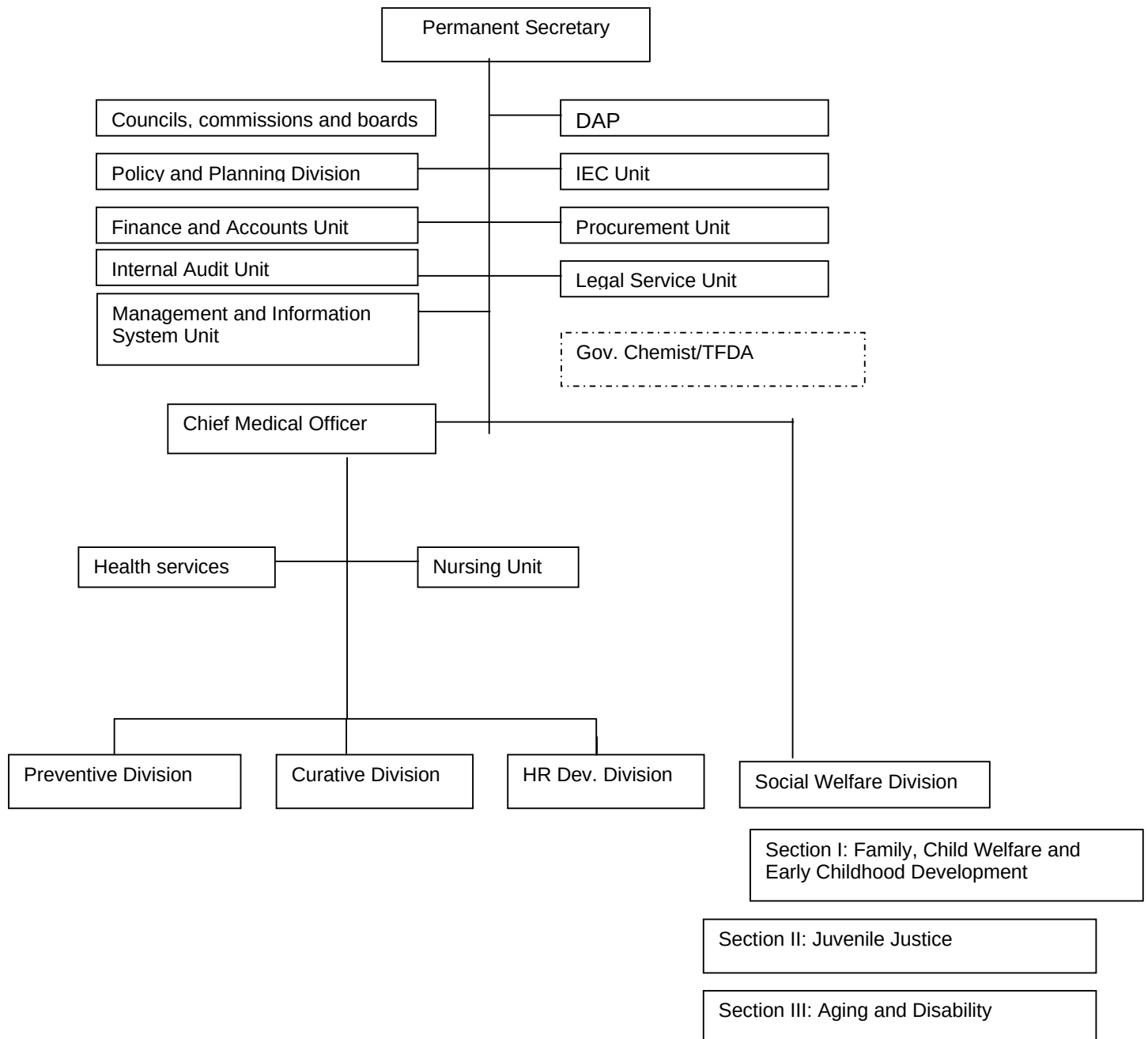
- The Ministry will be responsible for health and social welfare policies and their implementation; health services, preventive services, chemical management services, health services inspection, family planning
- International Health and Medication organizations
- Performance improvement and development of human resource under this Ministry
- Extra Ministerial departments, parastatal organizations and government Agencies

2.3.2 The MoHSW Organizational Structure

The relationship between the department and the entire Ministry is fairly infant. The department was moved into the Ministry of Health and Social Welfare from the Ministry of Labour, Employment and Youth Development (then Ministry of Labour, Youth Development and Sports) in 2005. Since then, the department has been settling down. The current organizational structure was approved in January 2009. This structure demonstrates that the department of social welfare is a division at equal par with other divisions in the MoHSW, that is, at par with the division of preventive Health services, curative services and human resource development.

The functional structure (Fig.1 below) shows that the department is located below the Chief Medical Officer and although the reporting lines are not very clear, practice shows that the CMO and the Commissioner report to the Permanent Secretary. Since this does not appear so in the structure, it is proposed that this anomaly be cleared as it causes confusion by amending the structure.

Fig 1: Organisation Structure of Ministry of Health Social Welfare



Source: Ministry of Health and Social Welfare

2.3.3 Concerns Regarding the Structure

The department has serious concerns regarding the approved organizational structure and feels that it reduces opportunities for the department to push their agenda forward, strengthen its integration in the ministry, strengthen links between social welfare and medical issues and improve the visibility of the department. In light of this, they had proposed an alternative structure that places the CMO at the same level with the Commissioner be formulated. This proposition however was not supported by other officials within the Ministry, saying that in actual fact, since the Commissioner reports directly to the Permanent Secretary, it should not be a problem. The proposed structure does two things, it moves the Commissioner from the division level to a level equal to that of Chief Medical Officer and secondly, it proposes that the Human Resource Development Division be headed by an Assistant Commissioner.

There is concern among leadership in the department that still, there is minimal understanding among the health professionals within the Ministry on the link between health and social welfare and this explains why most of the priorities in the Ministry are on Medical issues rather than on a health balance between medical and social welfare issues. Given this limited understanding, it is unlikely that issues of social welfare will get adequate coverage and representation at higher management and decision making levels. This is well demonstrated in the Ministry Strategic Plan where social welfare issues have been given very limited coverage compared to health issues. The Ministry Strategic Plan of 2009-2011 has 11 strategies and areas of focus which address the following areas priorities, district health services, referral hospital services, central level support, human resource for health, health care financing, public private partnership, maternal, newborn and child health, prevention and control of communicable and non communicable diseases, emergency preparedness and response, social welfare and social protection, monitoring, evaluation and research. Social welfare is in strategy 11; this strategy is the least expanded (elaborated) of all the strategies and needs to be improved.

There are already indications that imply limited understanding of the role of the department of social welfare within the Ministry by Ministerial Management Teams (heads of department). Management structures sometimes question what the role of the department is, for example, the management team which is in a policy supervisory body responsible for approving new plans, following up on implementation and advising/guiding the department does not fully understand the role of the department of social welfare. Questions such as to what extent do medical personnel link medical/health issues to social welfare have been asked and are relevant in strengthening the integration and need to be pursued through meetings, planning and budgeting processes. One interviewee noted that the Minister of Health and Social Welfare does not cover very good grounds on issues of social welfare as is covered for health. In another interview, it was mentioned that there has not been sufficient efforts to increase the understanding of the top leadership and higher level decision makers on the role of social welfare and this explains the limited visibility of the department.

There is also need for further dialogue with civil society organizations, communities and government on the meaning of the concept of social welfare and the conceptualization problems within the department; evaluate how social welfare is perceived and how it has been perceived throughout the years. Social Welfare Officers state that most people perceive the department as promoting dependency, it is a department that responds out of empathy 'Mabwana *huruma*'.

Other issues of concern include the fact that the DSW is located in a separate building which is some distance away from the Ministry HQ. The placement of the department in that location makes it difficult for the commissioner to communicate regularly with the Permanent Secretary; it also makes the process of integration slow. There is a feeling among partners that the department is marginalized within government given its history of moving from one Ministry to another. The department has moved more than four times since its establishment. It started under the Ministry of Health and Social Welfare, in 1972, it was moved to Ministry of Labour and Social Welfare, then in 1980s, it was moved to the Prime Minister's Office. During the 1990s, it was moved back to the Ministry of Labour, Youth Development and Sports and in 2006; it was moved back to the Ministry of Health and Social Welfare. Reasons for the movement have not always been clear.

2.3.4 Organizational Structure and Mandate of the DSW

The overall mandate of the department is as follows: to ensure welfare conditions of vulnerable groups are adequately addressed through policy and other interventions; to promote community based care for the vulnerable children and other vulnerable groups; to promote efficiency in social work practice; to enhance the wellbeing and protection of orphans and vulnerable children, the elderly and people with disabilities. The core functions of the department include formulating policy, guidelines, standards setting and quality assurance; promoting preventive approaches; responding to forces of vulnerability; providing technical guidance and procedures; legislative reform; registration, regulation and inspection related to the provision of services; resource mobilization; capacity development and coordination; monitoring and evaluation of the overall sector performance; development and roll out of appropriate training materials and documentation in relation to social welfare issues, tasks and services; training; research; technical and strategic leadership, advice and guidance to all government offices and other agencies in matters pertaining to social welfare issues and responses. The departmental strategic plan provides for the department's mission which is to strengthen Tanzania's social functions by supporting the well being of vulnerable individuals, families, groups and communities as well as enhancing their participation through client-focused policies, programs and services.

The Sections

The department is headed by the Commissioner assisted by three assistant commissioners who manage three technical sections and one administrative section. The technical sections are the Family, child welfare and early child hood development section, the Juvenile justice section and the section addressing aging and disability. All the assistant commissioners report directly to the Commissioner (vertical reporting) Although a system for horizontal reporting exists (between commissioners) through what the department refers to as departmental management meetings, this system is rarely followed and therefore poor horizontal sharing of information. This has affected the department in several ways, the first is the lack of a comprehensive approach in addressing issues of vulnerability and therefore lack of a common, perhaps more stronger and strategic approach, coherence and public voice and secondly, sections fail to address issues that cut across each of the sections, which ideally ought to be addressed jointly (for example early identification of disability in children is also a health issue that could be addressed through health focused interventions). This may be a problem that is inherent in the system, as the SWO works in one section often remains in one section but this also confuses the DSW partners as most of them are not aware of what each of the sections in department is doing. Although there has been past efforts to strengthen teamwork, such as the team building retreat funded by USAID and the team building initiatives currently being undertaken by MSH, there has not been major changes. MSH started in December 2007 and focused on leadership, management and teambuilding involving all departments.

The Boards

The department is also responsible for overseeing the functioning of three boards, the Marriage Reconciliation Board, the National Advisory Council for People with Disability and the Board of Visitors for the Juvenile Offenders. The boards are reported to be functioning effectively, in that they are performing and making decisions regularly. The following is a brief analysis of the status of each of the boards:

- *The Marriage Reconciliation Board*

The Marriage Reconciliation Board is established by the Law of Marriage Act of 1971, Revised Edition of 2002. According to the Act, the Minister responsible for legal affairs has the power to establish in **every ward** a Board to be known as Marriage Conciliation Board and may, if he considers desirable so to do, establish two or more such Boards in any ward (as per Section 102 of the Act). The Act does not specify the powers of the boards. There is no mention of a national appellate marriage reconciliation board at national level. Appeals from ward level are supposed to be heard by the Primary Courts.

One of the things that keep the department busy is the management of matrimonial cases under the auspices of a marriage reconciliation board. Although is an intervention much desired by the stakeholders, it cannot be a function that is performed by the central level department. The placement of the board within the department compromises the functioning of other duties because it demands time to deal with individual cases. It has been reported that a lot of time is put into resolving the disputes. In addition, the board is located in Dar es Salaam, far away from some of the clients who come from other districts outside

Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate

of Dar es Salaam, making it impractical (cost and inconvenience) for their target groups. The idea however of managing such cases at ward level is invited and preferred by the high level decision making powers and middle management level, the challenge however is the lack of social welfare staff at that level, which makes it pertinent to reassess the mandate to deal with such cases even at lower levels.

- ***Board of Visitors***

The Children and Young Persons Act, Revised Edition of 2002, provides for the establishment and the appointment of Board of Visitors for a particular Approved School. Under section 27 of the Act, the board is established by the Minister responsible for Social welfare. The powers of the Board include visiting the school from time to time, calling for books, papers and records relating to the management and discipline of the school, Interview members of the staff and pupils, inspect and test the quality and quantity of the pupils' food, follow up on disciplinary issues, ascertain whether reasonable facilities are provided for the education, training, welfare and recreation of the pupils, investigate any complaint made by any pupil or member of the staff. This Board operates independently and its key role is to review recommendations and provide supervision. The board however is tasked with clearly impractical obligations which make it difficult to function and they do not work with district level government such as the education officers. The Act gives the Board activity based functions as opposed to advisory or decision making functions. The board is reported to be ineffective and almost non-functioning.

- ***National Advisory Council***

The Disabled Persons (Employment) Act of 1982, (Revised Edition 2002) provides for the establishment of the council (section 3(1)). The functions of the council include advising and assisting the Minister for Social Welfare in matters related to employment, undertaking of work and training of disabled persons. It is also responsible for advising the government on formulation of programmes to secure the education and integration of handicapped persons, matters relating to the promotion for the welfare of the disabled, coordination of policies, programmes and the provision of grants relating to the disabled persons, promotion of the collection and dissemination of information regarding programmes and services for disabled persons, training and facilitation of counsellors who will carry out programmes for disabled persons. The Disabled Persons (Care and Maintenance) Act of 1982 (Revised Edition 2002) states that an additional role for the council will be to advise the Minister on matters relating to the care and maintenance of persons handicapped by disablement.

The only snag with this board is the fact that the Act gives it power to coordinate all policies and programmes related to disabled persons. This function seems to be in conflict with the functions of the Department as it is the role of the department to coordinate policies, not the board. The board however is not effective as it does not operate on a regular basis.

The relationship between the boards and the department is not clear. In the overall organizational structure, all the boards under the Ministry of Health and Social Welfare are supposed to be under the Permanent Secretary, but in the proposed organizational structure by the department of social welfare, the boards are under the Commissioner (note that the proposed structure has not been approved). This anomaly needs to be cleared through a legislative process, followed by discussions on how the boards can play a more instrumental and active role.

The Management Teams

There are two management teams, one working at the department level and the other at the Ministerial level. The department management team, made up of all section heads is supposed to meet regularly for purposes of sharing progress and discussing problems facing the department. Decisions coming from this body are further worked on in each of the sections and carried forward to the Ministerial management team. Practice and feedback from high level officials reveal that this body does not meet and therefore critical decisions regarding functionality of the department are not made. Each of the section raised their concerns regarding the lack of these meetings and how this directly impacts on the overall visibility of the department.

Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate

The overall management team is the policy supervisory body composed of all heads of departments at the Ministry. The team is responsible for approving plans, programmes and budgets, reviews progress of implementation, and advises/guides the department. This team meets on a regular basis and when it meets, it makes important decisions that impact on performance and delivery of the entire Ministry. There is however a feeling among some of the DSW high level officials that this body does not adequately understand the role and work of the department and the link between health and social welfare. It is also true that there has not been consistent and strategic efforts from the department to make the role of the department well understood by the Ministry. There is also an agreement among the decision makers that if this body is capacitated to clearly understand the role of the DSW and the links between health and social welfare through planned meetings for this purpose, a regular agenda on the meetings of the Ministerial Management Teams, brochures and workshops and other initiatives that are meant for this purpose, the department is likely to function with greater confidence.

Department Units

There are five units within the department, Policy and planning; Quality assurance and standards; M&E and Supervision; Registration; and Training and Coordination. There are also 15 elderly camps, 1 children home, 5 remand homes (plans are under way to add more) and 1 approved school.

Key Issues:

- De-link between DSW (physically and conceptually) and rest of MoHSW
- Marginalization of the department
- The role of boards and their role in the work of the department
- Absence of horizontal and vertical linkages

Part III:

EFFECTIVENESS IN PERFORMING MANDATE

3.0 Technical Capacity

3.1 The achievements

The DSW is the lead department in terms of providing guidance, supervision, monitoring and leadership to other actors working on social welfare issues. On this front, the department is expected to produce policies, legislation, guidelines, systems and tools aimed at overseeing the management of social welfare issues in Tanzania. The DSW has been producing various and much needed products in the department, it has staff members who are experienced in addressing issues of social welfare, some of them highly competent and experienced, while others still in the learning curve. In general, there is a feeling among staff and the DSW management that there is commitment among staff but limited competence to implement core functions. While some staff are trained through different sources (such as internet), others are lacking in necessary skills and knowledge. Despite this limitation, the DSW has been able to achieve several things.

Systems have been set up to assist in the implementation of core mandates. There is a monitoring and evaluation system (M&E staff and IT system) within the Family and Child welfare unit; there is a resource center for use by both internal and external agents; and there is a database management system being developed, but the database is only for one department. There are several challenges related to the function of the systems and therefore impacting on overall performance of the department.

The department uses highly consultative processes with communities, government, donors and civil society organizations when developing or designing guidelines, policies, standards and is contemplating the application of human rights approaches in the social welfare sector. Consultative processes have added value because they have brought in the element of ownership and practicality. Other government departments that have been involved in these processes have indicated this as strength in the department and a motivation for the DSW to be engaged in other processes that complement their work in other ministries. Tools and products developed include two policies (The Aging Policy and the Disability Policy) and are currently in the process of developing a Social Welfare Policy and the Disabled Persons rights Bill; They have developed a costed action plan for MVC; guidelines have been developed particularly in the section that addresses issues of children (list attached), a customer service charter developed, standard setting documents have been developed for a number of activities and other guiding documents.

The DSW has generated information on vulnerable children, elderly and juvenile justice through collaboration with other actors in the government and civil society. Though much of this information was not internally driven (not initiated by the department, but by their partners), it has enabled the department to plan and undertake activities. It is well acknowledged that because the department does not generate its own knowledge and does not have a strategy for generating its own knowledge or a research agenda, there is no regular updated information to drive policy development nor to guide the designing of tools and interventions. The lack of researched information and researched knowledge limits planning and strategizing, which in turn limits demand driven policy and tool development.

In terms of leadership, the DSW has had competent leaders who have contributed to the achievements within the department and the Ministry. Leadership however has faced a number of challenges, both internally driven and externally driven. External driven challenges include the movement of the DSW from one Ministry to another, which has meant the changing of high level leaders and thus the distraction in achievement of long term goals and objectives. Secondly, the social and economic environment has changed and thus demands for different approaches in addressing social welfare issues, challenges in increasing numbers of the target groups (vulnerable children, elderly and people with disability) and the increase has not matched with increasing budget or staff. Internally driven challenges include the limited resources to carry out core functions, limited staff.

Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate

In order to work effectively at national level, the department's work depends on collaboration, networking and partnership with other institutions. The Department has a good record of working with other government ministries, departments and agencies. The Ministry of Community Development, Gender and Children works with the Department in several ways, it engages the department in its activities such as policy development, workshops and discussions regarding children's issues. The Community Development Officers at district level assume the role of social welfare officers in selected districts, and whenever the two institutions are developing documentation (whether a policy, study, guideline), the department is involved and vice versa. The departments also work with the Ministry of Labour, Employment and Youth development on issues of child labour, employment and social security; TACAIDS; Ministry of Home affairs and Ministry of Justice and Constitutional affairs on probation issues; and the Ministry of Finance and Economy on social protection and financial issues.

There has been established a long term relationship between the department and some of the partners, including German TB and Leprosy Relief Association (GLRA), Helpage, PEPFAR, UNICEF and USAID (including USAID funded organizations). This long term relationship has facilitated the undertaking of a number of activities aiming at strengthening the capacity of the department as well as support to national processes to respond to the needs of vulnerable groups in accordance with MKUKUTA.

3.2 Key Capacity Gaps

3.2.1 Development of Policies, Guidelines and Standard Setting

Process to design and develop guidelines/policies takes a long time. The delays are partly occasioned by the lack of process and content guidelines to guide policy/guideline development. Experience shows that guidelines are developed without a plan that highlights the purpose, timeline, roles of various stakeholders and the committed/needed resources. The lack of a clear plan to guide tool development has resulted in sporadic rather than evolutionary processes. As one of the social welfare officers stated, *'the best that we can do is to copy from what other countries have done'*. While experience is applied, as it is often the case, there is no process of mentoring the new entrants and they are often left out of the process. Because of this, there are social welfare officers who have gathered experience and knowledge of how to make the tools and there are those who do not know.

Once the tools are developed, they go through a bureaucratic process. The commissioner has to approve them first before they move on to the Permanent Secretary and if it is a strategy or policy it goes through the Cabinet. At any stage, if the tool, strategy or policy does not get the approval in one of the stages, it is returned for revision and has to undergo consultation and similar stages of approval. The chances that a guideline/policy/standard will reach the final stage for approval and be returned are large because there is limited technical expertise, skill or knowledge on guideline development (and therefore the main cause for delays). For example, the review of curriculum for day care centers assistants started in 2007 and it is still going on; likewise, the strategy on care and support for MVC which was to be developed in 2005 has not been approved by cabinet.

Many of the processes have been slowed down by lack of funds to undertake key activities such as research, consultative meetings and other drafting processes. All sections need guidelines, but most of the available guidelines have been developed by the Family and child welfare section with support from external funding, other sections have failed to do this because of lack of adequate funding from either donors or government. Standard setting documents and guidelines for the running of the institutions such as elderly and remand homes for example are missing, there are no guidelines for early interventions for children with disability and there are no guidelines for community based care for the elderly.

Although some guidelines/standards/policies have been developed, there has been limited dissemination. Feedback from stakeholders reflect little understanding of the work of the department and government Ministries declare that access to the tools at the central and district level is very limited and therefore this affects implementation. Stakeholders see this major weakness. As one of the government officers gave an example, *'there is nothing to show that the MVC National Action Plan has been implemented and it ends next year (2010)'*.

Tools are also compartmentalized, while there is a lot of room for synergy, harmonization and cross integration of issues across sections, this is not reflected in the guidelines.

3.2.2 Strategic Leadership

Leadership is assessed from two levels, the first is the ability to provide leadership within the department and the second level is the ability to provide leadership to external agents and actors. With regards to leadership provided internally, the DSW has leadership within each of the sections. Each of the commissioners is responsible for mobilizing resources for their sections, coordinating, supervising and monitoring implementation of core mandates. All the leaders are seasoned, well grounded and have a social welfare academic background.

Within the department, some of the technical staff in the department noted that the leadership does not provide adequate support in the carrying out of core functions. Some of the high level officials felt that the leadership has been slack and sometimes ineffective. Social welfare officers and other technical staff expect guidance and mentoring from the department leader but this seems to be something that is not being effectively provided and therefore efficiency and effectiveness compromised. Likewise, there are concerns among SWO that the relationship between the leadership in the department and higher level leadership is not strong as there is little interaction between the activities of the three sections. Some of the officers believe that a more productive relationship between the different levels of leadership needs to be strengthened.

The departmental management teams have a responsibility to continuously feed the ministerial management teams with sufficient information about the department in order for the Ministerial team to be able to make informed decisions. The Ministerial team reviews implementation reports, approves new plans, programmes and budgets and guides departments on implementation issues. However, since the department team does not meet often, there is no opportunity for exchanging ideas on several issues of benefit to the department. Currently, the Leadership, Management and Sustainability Program (LMS) implemented by the Management Sciences for Health (MSH) through funding from USAID is addressing this problem through training. The programme trains senior level officials in planning, human resource management, teamwork and leadership. In addition, the program will assist the DSW to develop a transition action plan.

Within the department, as evidenced by other studies undertaken in the past³, there is high levels of fragmentation and compartmentalization of sections. While each of the section is independent and is dealing with specific social problems, these sections are highly interdependent. Formulation of policies, guidelines, quality standards, system development and other core functions should not be done without adequate engagement and involvement of all sections in the department. Staff mentioned that they know little about what goes on in each of the sections and when representing the department in meetings, they often fail to provide adequate input or contributions to discussions. Staff also raised concerns about the fact that some of the sections are ready to use human resource from other MDAs than staff from another section in the same department. There is no promotion of cross learning and teamwork. The segmentation of the department has on the face of it, weakened its ability to effectively implement the key mandates and to stand out as a strong and visible department.

Leadership provided to external agents

Feedback from interviews reveals some overlaps between key Ministries responsible for children's issues, for example, the Ministry of Community Development Women and Children developed a national action plan for street children; the Ministry of Employment, Labour and Youth Development has a national strategy on Elimination of Child Labour; the Ministry of Health and Social Welfare, Social Welfare Department has developed a mechanism for identifying most vulnerable children and have established local structures to support this system (Most vulnerable Children Committees). Similarly, the Ministry of Education, responsible for the supervision of this sponsorship for vulnerable children has developed their own system of identifying vulnerable children in need of sponsorship for their education. The Ministry of Labour, Child Labour Division has a system (community based) of identifying children who are at risk from entering child labour and have supported the establishment of community based child labour committees. TACAIDS has their own system of identifying beneficiaries for HIV and AIDS grants/support supported through community structures known as HIV and AIDS Committees (based at village, ward and district levels). Leadership particularly in the area of vulnerable children needs to be strengthened while

³ Corel Lucia et al, The Tanzania National Action Plan for Most Vulnerable Children, A Human Capacity Needs Assessment, 2006

Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate

leadership on issues of Juvenile Justice, elderly and people with disability needs to more pro active. At the local level, there are no specific structures that address issues of elderly and children in trouble with the law. Children with disability are sometimes identified for support through the Most Vulnerable Children's committee but such children have to meet the other criteria.

Community Development Officers who serve as social welfare officers lack adequate skills, knowledge and motivation to carry out this role in rural areas. They are currently reporting to the local government and not the Ministry of Community Development, Gender and Children nor the Ministry of Health and Social Welfare and therefore monitoring and follow-up becomes difficult. It is also difficult for them to get guidance from the department.

At local government level, little priority is given to social welfare issues and since planning and budgeting depends on priorities, there is little support provided to social welfare officers. Although the department has in the past tried to have meetings with high level officers in PMO-RALG, little has changed. While there are districts where there is marked support for social welfare issues, there are some other district with lack of support from local government levels.

3.2.3 Legislative reform and laws

Much of the work at the department depends on law and policy. Regulations are outdated and need to be reviewed and amended; many have weaknesses which need to be addressed (this process has already started but needs to be continued). Systems and procedures of regularly revising legislation and reviewing effectiveness of legislation are needed and in revising legislation, stakeholder consultations are critical.

3.2.4 Registration

The department is responsible for registering centers and institutions dealing with targets groups within their mandates. Registration of centers/institutions often passes through various institutions with no apparent connections/with the departments' role (the role of the department is to assess if the organization meets minimum requirements). The process of registration starts from the street to ward to district levels and moves on to national levels. At national level, there are a number of Ministries and Departments dealing with registration of NGOs/Institutions, including the Ministry of Community Development, Gender and Children (NGO Unit), Ministry of Justice and Constitutional Affairs, Ministry of Home Affairs and Ministry of Trade and Industries. Once the NGOs get a certificate of registration from any one of these Ministries, they are supposed to get a certificate of service from the Ministry of Health, Social Welfare Department. However, this rarely happens because many of the NGOs use one certificate to operate (therefore, many are registered as NGOs and not Service Centers). That being the case, not all institutions dealing with their target groups are known by the department and therefore this functions is highly hampered by the overall registration system.

Ideally, since registration of institutions starts at district levels (in places outside of Dar es Salaam), the district based social welfare officer is more likely to know about registered organizations more than the centrally based staff. The greater issue may be the quality control function which DSW may not be fulfilling efficiently.

Currently, the department has draft guidelines to guide the registration of day care centers in accordance with the law on day care centers of 1981. These draft guidelines will also be used to guide SWO at district levels who presently use the law but even the law has not been amended, it places a lot of power on the commissioner and the penalty for lack of adherence is small. There are also guidelines for registering elderly homes.

The standard setting role is not adequately done because of lack of adequate guidance and direction from top leadership. In addition to this, there is little knowledge and skills to effectively carry out this role among staff.

3.2.5 Development of training materials and documentation

Training materials on various issues have been developed with the exception of the Juvenile Justice section where there are insufficient training materials. There are however, a number of factors that impede the performance of this function. The first is the lack of guidance to on how to develop materials; social welfare officers have not been trained on how to develop training materials. Some years back the supervision unit used to develop training materials, but this has not happened in many years due to lack of

Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate

funds. The existing manuals are old and outdated thus do not address the current challenges. Likewise, for some of the sections (e.g. The Child Welfare Section), development of a training manual depends on availability of a curriculum and curriculum in some cases are not completed because of lack of funds. In order for this function to be carried out, the department needs adequate resources which it currently does not get for this activity.

The department has neither systems of documenting experiences and lessons learned at district and central levels nor sharing the lessons with a broad range of stakeholders. While the department has accumulated experience and faced numerous challenges, these have not been documented. There is no regular reporting of achievements to partners and there is little efforts to coordinate the documentation of various interventions undertaken by partners in the country. Currently, different models of support are being applied for orphans, the elderly and people with disability, but information on whether the models have worked and how successful they have been does not exist in the department.

3.2.6 National research and Analysis

This is a weak area within the department. Currently, the department does not undertake research and this limits the opportunity to use research findings in carrying out their work. Ideally, designing and development of policies, guidelines, standard setting and other core functions should be guided by researched information and consultation with communities. The department lacks a research unit and most of the research is undertaken by the Implementing Partner's Group.

There is little evidence that the design of policies, guidelines and standards is demand driven or evidence based (based on research findings). Development of tools is not internally driven, meaning that there has been some external force leading to the development of tools. External pressure comes from partners (donors and civil society organizations after realization of existing gaps of course and not necessarily through research). While it is a healthy process to engage partners in defining the research gaps and agenda and proposing means of intervention, a more systematic process that identifies research needs based on the overall development agenda is a more sustainable approach. Given the fact that the research gaps are identified by partners, there are pertinent questions that need to be sorted out, the first is who determines and drives the research agenda, the second is how are the research findings utilized to enrich the work of the departments and thirdly, whether research findings are owned and disseminated by the department.

The department has neither research framework nor a research agenda. This leaves room for multiple research agendas which do not necessarily facilitate the effective management of social welfare functions or services to vulnerable groups. This takes us back to the issue of ownership and lack of sufficient guidance from the department. Circumstances demand that if there is a research agenda or framework, then it should benefit all sections within the department, meaning that the agenda should reflect linkages and cross benefits across all sections. Currently, this is not the case as research is done by the partners for the benefit of mainly one section (example, the implementing partners group has undertaken several studies that benefit only one of the units. But a more crucial issue is the application of research findings by the department sections, there is little evidence that reflects the application of research findings and data on the products that have been developed.

There is little or no linkage with research institutions. For example, REPOA which has supported a number of research activities on vulnerability, poverty and social protection issues has a body of knowledge and skilled expertise, that if utilized could support the work of the department. Repoa also has a research agenda on vulnerability and vulnerable groups. The lack of an elaborate working relationship with this institution which is an institution that closely collaborates with other key government institutions responsible for the implementation of the MKUKUTA is a missed opportunity.

Discussions with social welfare officers reflect poor capacity to undertake research and the need to train social welfare officers in the department on research skills. Where research is done by a partner, it is recommended that the partners engage social welfare officers intensively for purposes of building their capacity and enhancing ownership and understanding of the problem.

3.2.7 Inspection and Supervision

This is one of the weakest roles in the department. Institutions dealing with elderly and orphans are not supervised, monitored or followed up to determine adherence to standards. Elderly camps are dilapidated and the working environment in the camps is poor and once the early childhood centers are registered, there is little inspection or follow up.

Currently, the department has no guidelines for inspection and therefore, SWO are guided by experience rather than written down procedures. But more serious is the lack of funding for inspection activities at the central level.

Inspection is a role that needs to be decentralized to the local government level because it is the local government that is closer to the service providers. However, the department needs to provide guidance, provide guidelines and set standards. The functioning of this role is also limited by the fact that the numbers of institutions providing care to children, people with disability and elderly are not known by the department and therefore difficult for them to inspect. The institutions are spread out across the nation and thus with the limited human and financial resources to conduct physical inspection it becomes highly complicated.

3.2.8 Monitoring and evaluation

There is lack of a systematic way of reviewing the impact/effectiveness of policies, guidelines and set standards. With the setting up of the monitoring system, monitoring is expected to be more efficient. However, there are still a number of limitations. Currently, there is no efficient system or strategy for the management of data (from collection to storage), currently, data is sent by SWO from districts, but the central level has no means of verifying the information, there is also no regular systems for updating the data and no standards to guide data collection. In light of this gap, a data management expert supported by PACT assisted in the designing of data collection forms (numbers and characteristics of vulnerable children) which were shared with Social welfare officers for their input. Inputs were received but the forms have not been revised. It should however be noted that the forms are only part of the process, the department needs resources in order to update statistics and other data on a yearly basis.

The monitoring system being supported by PACT through USAID funding is supposed to be a system that serves the entire department, but the system is also compartmentalized and serves one of the sections. The statistics unit provides statistics for the entire department, but they do not pass on this information to the M&E unit and vice versa, likewise, the social welfare officer for MVC reports directly to the M&E officer and not the statistician and thus the statistician does not have records on MVCs.

There is also no statistics on disabled children. The department has a resource center which was supported by Abbot Foundation and UNICEF and later PACT. However, there is no documentation system in place and the resource center is not functioning.

3.2.9 Coordination

Programmes and partners are to some extent are coordinated at national and district levels. One good example is the MVC unofficial coordination meetings. Coordination of MVC partners focuses only on issues of MVCs. At national level, there is an implementing partners group (IPG) coordinated by the department and supported by PACT (secretariat). The IPG is made up of donors, NGOs and government MDAs addressing issues of most vulnerable children. It was initially started as a US funded partner group and later expanded to include other actors. Even with this expansion, it is not all CSOs that participate in the IPG. Through PACT support, an expert has been assisting the department to coordinate partners in the area of MVCs. It meets at UNICEF every month to discuss progress in the area of most vulnerable children, in these meetings, only one of the sections in the department is represented. Other sections in the department are not represented and have little knowledge about the IPG and what it does. It is not clear how elderly, disability and juvenile justice actors are coordinated because currently, there is no system for coordinating these actors.

At the national level, there is also established the Steering Committee for Most Vulnerable Children. This committee however does not meet and is regarded as redundant by some of the partners. The role of the national structures is presumably immense as they are supposed to be the link between implementers and decision makers. Often the steering committee (as in this case) is made up of institutions responsible for decision making and strategizing on the welfare of children. The steering committee has not met ever

Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate

since it was established. The reasons for not meeting are not clear although members of the committee have been nominated; The Terms of reference for the steering committee have not been developed, thus it is unclear to the partners on the role the steering committee, likewise, the technical committee which is also not meeting regularly

While it is good to see that implementing partners are meeting at district levels, Information flow from district to national level is not coordinated and therefore activities and challenges faced at that level are not documented/well known by the central level; the coordination of district based partners is only done in regions/districts where USAID and other partners are supporting activities. There have not been plans by the DSW to roll out this activity to other non supported districts.

Coordination of donors is basically weak, some donors feel that this is because of lack of sufficient manpower and as a result, actors on the ground are self guided. Where guidelines exist, there is little supervision on their application. There is also a feeling among some donors that the department sometimes fails to take its *rightful* place as a leader and coordinator; for example, some donor's question why the department is not coordinating the review of the MVC identification documentation. Similarly, there is a problem of regionalization (donors/CSOs preferring to work in selected regions). Decision to work in a region is mainly left to donors and CSOs resulting in some of the regions getting more attention than others. High level officials of the Ministry on the other hand feel that donors have not been channelling the funds through proper communication channels. Ideally all development partners channelling support to the Ministry must communicate to the Permanent Secretary but this has not been the case. Officials at the Ministry declare that this experience with donors needs to be re-worked on.

With regards to the issue of technical assistance, there is a feeling among some of the donors that all experts working with the department should be located in the department and ensure that knowledge and skills are passed on to department staff. As one of the donors mentioned, *'donors have their own project outputs to deliver and that is what they focus on'*. Therefore if government is not clear about what they want, they will miss out. The nature of collaboration and partnerships between the department and donors has to be determined by both actors and the department can play a critical role in providing the guidance and direction of technical assistance. .

Partnership with Tanzania Social Workers Association (TASWA) has the potential to boost performance issues if the partnership is strengthened. The department is supposed to be a close collaborator of TASWA, but this collaboration does not exist. It is said that ever since 2001, in its last elections, nothing has been done and TASWA seems to be redundant. The current draft policy recognizes TASWA.

3.3 Conclusions, Key Issues and Recommendations

(i) The Approved Organizational Structure of the Department Should be Revisited

The organizational structure suggests that the Commissioner reports to the Chief Medical Officer, although in principle, the Commissioner reports directly to the Permanent Secretary. Over time, this has brought some friction and must be addressed by leadership. A system where the social welfare officer reports directly to the Permanent Secretary is a preferred system to the department and is also a system that is likely to ensure that the department is able to push their issues forward directly and perhaps more effectively. There are already discussions within the department regarding some proposals for changes, these discussions should be facilitated with the leadership in the Ministry of Health and Social Welfare and considered for action.

(ii) Strengthen the commitment of the DSW

Evidence shows that there is limited understanding of the role of the department in the Ministry. The leaders within the department of social welfare need to undertake intensive awareness sessions to the leadership of the Ministry on the role of the department and the link between social welfare and medical issues. All management forums should dedicate time for a briefing on the practical things happening in the districts that enhance this linkage.

The department management team cannot bring forth changes if they continue to function as separate sections. Leadership within the department needs to be committed to issues of the department as a whole. There is limited confidence on the part of the staff regarding the ability of the leadership to provide

Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate

staff with adequate support and strategic guidance if this style of operation continues. This means that the former department meetings must be reinstated and leaders should meet as often as possible to strategize on various issues. There should also be departmental staff meetings at least one every month.

Team building and provision of strategic guidance and leadership to staff is a role of the management teams. There is need to strengthen teamwork among sections. Over the years, this has been a major weakness within the department. It is recommended that the department undertakes immediate measures to strengthen teamwork (within) as training has been done, there should not be a need for further training unless the purpose of such training is clearly identified. Activities such as joint meetings, joint proposal development, joint development of guidelines, standards etc should be considered. The motivation to do that is there (a stronger more visible department). Leaders need to represent interests of the department and not interests of sections. Staff must also realize that the sections are interdependent and they should be facilitated to work under different sections and learn about what goes on in all sections. This is already happening but needs to be a continuous process

(iii) Need to redefine role of Committee and Boards

There is not clear legislation that gives the DSW the mandate to deal with Marriage Reconciliation Board, but over the years, the department has been assuming this function. It is recommended that central level stop performing this function. The functions should be decentralized to ward levels as the Act suggests and should under no condition be undertaken by the central level department because it has proved to be impractical and time consuming.

(iv) Need to Decentralize in Phases

Decentralization by devolution is a government policy that will be continued for the coming years. It is therefore something that the department has to prepare for more effectively. So far, the department has not been taking an active role in ensuring that decentralization of the departmental functions is effectively carried out by local government. Several things need to be undertaken in order for the department to benefit from the decentralization process

- Take stock how the districts are faring in terms of decentralization. So far there are reports that highlight that education and health are leading sectors showing improvements in these reforms. Much is not known about social welfare and already, evidence from districts still reflect that social welfare issues are marginalized. Taking stock of the current situation will help the department plan a way forward and perhaps undertake steps that will strengthen decentralization of social welfare.
- Evidence shows a gradual increase in decentralization of finances at local government level. However, there are a number of weaknesses linked to financial decentralization, including conflicting beliefs, inconsistent application of the formula-based grant system and limited control over resources by local government and in confidence among actors regarding the ability of local government to deliver. These are genuine concerns for the department to consider and should follow up closely on while in the meantime devise mechanisms of providing as much support to local government. This will mean working closely with local government to ensure their understanding of the role of social welfare, ensuring decentralization of resources, assisting local government in mobilizing resources for social welfare issues and building capacity of social welfare officers at district level to effectively implement their roles. The department should also ensure that all policies, guidelines and standards are disseminated and distributed to all local authorities.
- The Department must train and influence local government to include social welfare issues in planning and budgeting. They also need to train Community Development Officers on their role as Social Welfare Officers while they wait for more social welfare officers to be employed.
- Inspection is a role that must be decentralized, but even if it is decentralized, the department must retain the supervision role and ensure that there is sufficient funding to support the institutions. However, before this is done, local government must be able to take up this role and reporting lines made clear.
- Ensure mainstreaming of social welfare issues at the council level, particularly in all council development plans and budgets. Including decentralizing regional social welfare officers to council level (this process has begun but must be continued).

Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate

(v) Effective development of Policy, guidelines and Standards

The department should develop a list of all the key guidelines, standards, policies and other documents that have been developed and those that need to be in place. The list should be guided by needs identified through research (whether within government or through partners). They should also develop process and content guidelines to guide development of policies, guidelines and standards. These guidelines should highlight the process from the time the concerned document conceived, drafted to the time it is finished, including the proposed timelines. It should also highlight the key sources of information for the tools. Where there are inadequate sources, information should be researched and already, some of these areas have been identified in the DSW strategic plan (example the identification of social protection safety nets and identification of all forms of abuse against vulnerable groups). Guidelines should emphasize mainstreaming/integration of related departmental issues so that a tool is comprehensive. No document should be developed in one section without the knowledge or participation of other sections.

There is need to build capacity of all staff on how to perform this core function. All social welfare officers from all sections should be involved in the capacity building activity. Once that has been done, all officers should participate in the development of tools.

Finally, the department needs to print and disseminate all tools to staff at district level, partners and MDAs. Dissemination will ensure that the concepts and actions are applied.

(vi) Strategic Leadership to external stakeholders

The department should disseminate information on the concept of social welfare and their role across all key groups, in the Ministry of Health and Social Welfare, with partners and communities. This should include a clear understanding of all the key concepts by all department staff so that all staff are prepared and confident to represent the department in important forums.

The department should undertake awareness sessions to communities and partners about what it is responsible for, what it is achieving and challenges. To reinforce this activity, the department should develop a comprehensive communication strategy that will include the design, production and dissemination of a brochure that elaborates on its functions, existing tools and existing programmes.

(vii) Review Outdated Legislation and Finalize Pending Work

The department needs to review outdated legislation and develop ones that do not exist as well as create a system for regular reviews and revising regulations. They also need to finalize the draft guidelines for registration of day care centres and develop guideline for the registration of elderly homes and any other registration guidelines. Inspection guidelines for all institutions must be developed; these guidelines should be widely disseminated to local levels to enable application. Social welfare officers at district level must be trained on how to use the guidelines and how to perform this function

(viii) Improve performance in training, documentation, research and analysis

The department needs to undertake the following in order to improve performance and efficiency in training documentation, research and analysis:

Training:

- Develop a comprehensive plan of the kinds of training materials that are required and for whom. As some of the engaging roles need to be decentralized, training tools must be developed for each of the decentralized roles.
- Identify groups of institutions to be trained need and the kinds of expertise required to undertake the training
- Develop a long term and short term training plan highlighting areas of training (based on current and past assessments), sources of funding, training materials, timelines and show opportunities for refresher courses
- Develop training of trainers guides and training materials and training undertaken to ensure that a broad range of partners understand their roles
- Training should be placed within one unit which will not only have a coordinating role (ensuring consistency and harmony) but that quality is checked before training materials and guides are finalized. The unit should also be responsible for ensuring that a list of all training materials exists; Coordinate the updating and review of training materials; organize training activities on behalf of sections; monitor and evaluate quality of training and liaise with partners to guide them on types and minimum quality of training.

Documentation:

- Document experiences, models of intervention, lessons learned and challenges and undertake regular reviews of departmental activities; mapping of activities undertaken by non state partners in the area of social welfare provisioning in all districts; produce and circulate documented copies for learning purposes in all districts on an annual basis.
- Discuss and agree with partners the possibility of an annual activity report which reflects among other things what has been achieved in the department and planned activities for years ahead. The report should be widely shared in government, civil society and communities.

Research and analysis:

- Train all social welfare officers in the department in research methods. Possibilities of using a local research institution to do this should be explored. Social Welfare Officers should be trained in various methods, including participatory methods that will ensure the participation of key target groups such as children, the elderly and people with disability.
- In collaboration with partners (government and non governmental), develop a research agenda that outlines areas that need to be researched on (also note areas that have been widely researched on). Some of the future research topics have already been indicated in the strategic plan but these need to be expounded, further discussed with partners and expanded. The agenda should identify areas that need to be researched on immediately and those to be researched on progressively and it should link the topics to current and future policy, guidelines and standards so that the tools to be developed are responsive to the needs. Research should be an ongoing activity.
- Results of research findings should be shared broadly with stakeholders
- Follow up and work closely with REPOA on research for vulnerable groups, participate in discussion of research findings

(ix) *Strengthen Coordination, Monitoring and Evaluation*

The Government through the department in collaboration with partners should agree on a coordination mechanism for district and national level. All actors dealing with vulnerable groups should be coordinated either in one forum or in different forums and the current MVC IPG group should be used as a model. Modalities of coordinating actors across the entire department should be thoroughly discussed and implemented. The department should take a lead in all coordination matters related to social welfare and where this role is delegated to an institution; all actors involved in the process should be adequately consulted and made aware of the progress of the activity.

Technical assistance to improve coordination, monitoring and evaluation has to be repackaged and made sustainable by ensuring that the expert placed within or outside the department is progressively mentoring and building capacities of staff to take over their roles and that there are visible improvements in the department's role of ensuring coordination and Monitoring and evaluation.

The department needs to review its monitoring and evaluation needs and set up a system that responds to the needs of the entire department (taking into account the work that has been done to set up the monitoring system for MVCs) with a system that is well integrated into the local government system that will enable it to update the information regularly. The department should ensure that the statistics unit and the M&E expert work together. Once the systems are set, data is needed for all target groups. One issue that needs to be immediately addressed is the lack of a trained statistician. The current statistician has generated valuable experience and knowledge through on the job training. He is also not computer literate. The current statistician should be sponsored to attend professional statistician courses.

Part IV:

EFFICIENT AND SUSTAINABLE MANAGEMENT OF FINANCIAL RESOURCES

4.0 Financial Capacity Assessment

4.1 DSW Budget preparation

Budgeting at DSW is done within MOHSW and follows the government planning and budgeting cycle. The budget process starts between October and November with the preparation of budget projections. The department's projections are based on projections made by each unit within it. Department's projections consolidated into MOHSW projections are then submitted to Treasury at the Ministry of Finance and Economic Affairs. Treasury prepares budgeting guidelines between January and February based on the submitted projections. Budget ceilings are received by the Department at the end of February. Based on these ceilings, prioritization is done in drawing the department's budget. DSW budget is prepared by the Budgeting Officer in collaboration with the Commissioner, Assistant Commissioners and two staff from each unit. The budget is then consolidated into MOHSW budget for submission and approval by the Parliament. When funds are remitted to MOHSW from Treasury, the actual allocation to the department depends on activities priority setting within the department due to budgetary ceilings and actual funds remitted to MOHSW.

4.2 DSW Budgetary allocations from the Government

The government has been providing resources to Ministries where the department has been based, but the distribution of resources within ministries has been the major problem. Budgetary allocations to the Department have not been sufficient to cover DSW activities over the years. This situation has impeded DSW in fulfilling its mandate and functions. The following table highlights the trends of government allocations for the department:

Table I: Allocation of Government Resources to DSW⁴

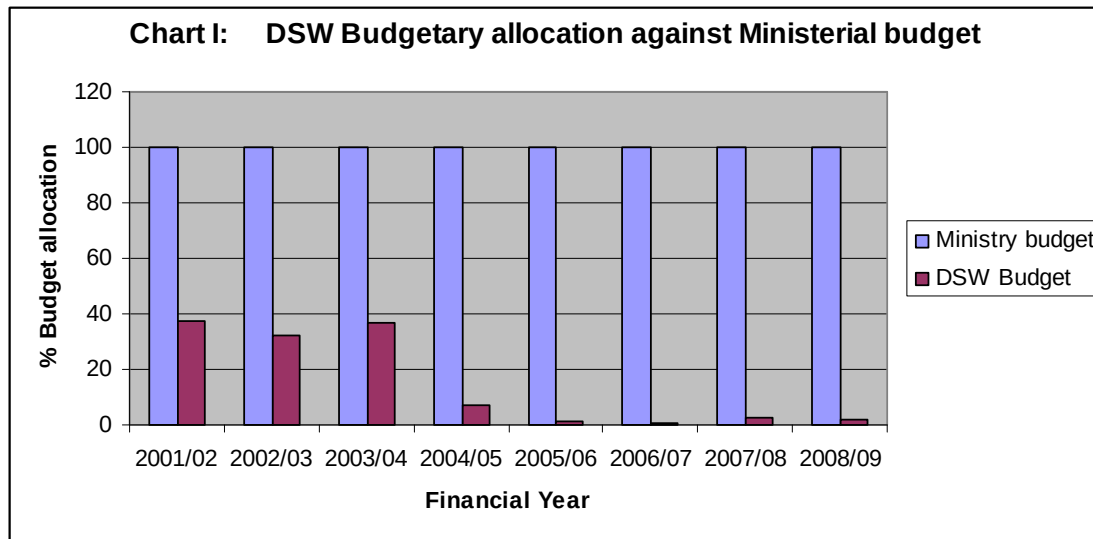
Fiscal Year	Ministry	Total Budget	Allocation to DSW	Utilization at DSW
2001/02	Ministry of Labour Youth Development and Sports (MLYDS)	Tshs. 4,349,158,900	Tshs. 1,623,288,500 (37.3%)	48% allocated to personal emoluments(PE) ⁵ and 52% to other charges (OC)
2002/03	MLYDS	Tshs. 4,697,037,400	Tshs. 1,750,516,605 (32%)	24.8% was allocated to PE and 75.2% was allocated to OC
2003/04	MLYDS	Tshs. 5,101,372,075.2	Tshs. 1,878,107,713.08 (36.8%)	46% was PE and the remaining 54% made up OC
2004/05	MLYDS	Tshs. 61,113,986,200	estimated ⁶ at Tshs. 4,266,429,295 (6.9%)	19% estimated allocation for PE and 71% allocated to OC
2005/06	Ministry of Health and Social Welfare (MOHSW)	Tshs. 271,168,602,300	Tshs. 3,089,965,100 (1.14%)	37.6 % was allocated to PE and 62.4% allocated to OC.
2006/07	MOHSW	Tshs. 286,839,917,700	Tshs. 2,300,401,900 (0.8 %)	53% was budgeted for PE and 47 % constituted OC.
2007/08	MOHSW	Tshs. 111,288,843,224	Tsh.3,318,697,432 (2.9%)	57% allocated to PE and 43% allocated to OC
2008/09	MOHSW	Tshs. 260,288,597,991	Tshs. 4,560,989,300 (1.7%)	45% allocated to PE and 55% constituted other charges.

⁴ The DSW budget allocation figures comprise PE and OC only, available figures for development budget is shown in table II

⁵ Personal Emoluments (PE) refers to wage and wage related expenditure while other charges (OC) refers to non wage expenditure.

⁶ Presented is the draft estimate, figures for approved estimates could not be obtained

The histogram below depicts the DSW budget allocation trend against Ministerial budget.



Trends show great differences in percentage of allocation between the Ministry that hosted the department formerly and the one hosting it now. When the department was in the Ministry of Labour it was allocated a significant percentage of the overall budget (although in nominal terms, the amount was less than the current Ministry). Reduction in percentage allocation started in fiscal year 2004/05 and has not increased since. Table I shows that funding to the department has increased substantially in terms of the amounts (almost double for years 2006-2009) but this is also because the Ministry gets a lot more resources than the Ministry of Labour, Employment and Youth Development. In terms of percentages, the amounts allocated to the department within the Ministry of Health and Social welfare has been significantly reduced from a range of 30% formerly provided in the Ministry of Labour to the current 0.8- 2.9% provided by the Ministry of Health and Social Welfare.

The argument put forward is that the Ministry faces serious budgetary constraints and since it deals with Health and Social Welfare issues, there is a tendency to give priorities on health related issues over social welfare issues. Activities within the department that have been highly affected include monitoring and evaluation, research, preparation of guidelines, inspection and statistics. Activities in the Statistics unit are budgeted for but resources are not actually allocated, the unit depends entirely on government funding. These financial constraints have caused the Department to depend highly on Development Partners (DPs) support which in turn has assisted the department in undertaking many of its functions.

Budget ceilings usually affect the amount of funds budgeted and subsequently actual funds released by the Government to DSW. The actual needs versus approved and actual funds released with respect to Other Charges and Development Expenditure in the last three financial years is shown in the following table:

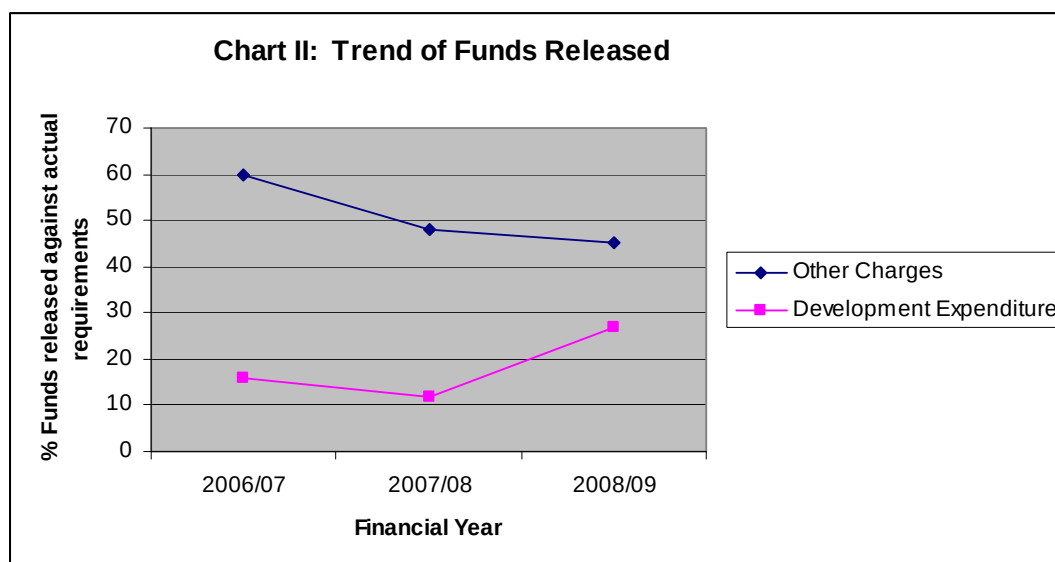
Table II Actual Requirements Vs Funds Released for Other Charges and Development Budget 2006/07 - 2008/09

Financial Year	Actual Requirements		Funds Released	
	Other Charges	Development Expenditure	Other Charges	Development Expenditure
	Tshs.	Tshs.	Tshs.	Tshs.
2006/07	4,000,000,000	8,000,000,000	2,468,368,000	1,303,200,000
2007/08	4,500,000,000	8,000,000,000	2,191,035,403	988,628,000
2008/09	5,500,000,000	8,000,000,000	2,503,654,000	2,175,650,000
TOTAL	14,000,000,000	16,000,000,000	7,163,057,403	4,467,478,000

Source: DSW Budget requests and Fund Releases

Table II shows the difference between actual needs of the Department and funds released for utilization.

The following chart depicts the percentage of funds released against actual requirements for the three financial years.



The situation is alarming with regard to development expenditure where by the Department has been receiving the average of 18% of actual requirements in the last three FYs. Likewise in the budget for non-wage expenditure, the department has been receiving the average of 52% of the actual requirements.

4.2.1 Reallocations and Non Release of Funds Allocated

There is a tendency within the Ministries of not releasing funds per approved budgets for activities that have been earmarked and also reallocation of funds to different activities. These factors have impeded the performance of the department⁷. For any reallocation to be effected, the MOHSW Permanent Secretary requests for approval from Treasury. Normally, reallocation of funds is done for activities whose funds have been delayed and for which implementation period has significantly lapsed.

In various instances planned activities were not implemented due to non-release of funds, these include:

Table III: Activities Budgeted for but not funded/funds reallocated

Financial Year	Section	Activity
FY 2005/06	Disability and Elderly	Enhancing life skills and entrepreneurship training for rural population
		Provision of technical equipments to 400 people living with disabilities
		Consultative meeting with stakeholders on employment for people with disabilities
		Preparing the strategy for implementation of National disability policy
		Printing of 5,000 National Disability and Agencies policies
		Facilitating sitting of NAC
		Consultative meeting with stakeholders on non discriminatory policies on employment for elderly and people with disabilities
	Child Welfare and Family	Printing of 500 facilitators guide on early childhood stimulation
		Meeting with stakeholders on education for OVC
		Training of ward level officials on family counselling
		Conducting training on new counselling skills
		Developing social protection for MVC
		Reunifying and transporting vulnerable groups
		Facilitating sitting of NSC and NTC for OVC
		Providing clothes and bedding to 4475 vulnerable groups
		Training of 70 social welfare Officers in Rights of the children
	Juvenile Justice	Development of an affirmative action mechanism to support youth in vocational education
		Situation analysis in remands and prisons
		Facilitating the sitting of Board of Approved school
		Preparation of juvenile justice administration profile
	Administration	Undertaking a service delivery and client satisfaction survey
		Conducting a workshop on HIV/AIDS preventive skills to staff
2006/07	Disability and Elderly	Developing a model for inclusive education (Tshs. 19,400,000)
		Paying subscription fees to Africa Rehabilitation Institute (Tsh. 15,000,000)
2007/08	Child Welfare and Family	Developing Early Childhood Development curriculum (Tshs. 70,000,000 for was reallocated to other activities)

⁷ Details of activities implementation against targets can be seen in Annex II

Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate

Financial Year	Section	Activity
	Cross cutting through all the three sections	Protection of Rights of the vulnerable groups (Out of Tshs. 228,863,828 budgeted for various activities under this target, Tshs. 121,981,329 was reallocated to finance Education For All (EFA) conference)
	Juvenile Justice	Counselling services to substance abusers (Tshs. 15,850,000 budgeted for was reallocated to other activities)
	Administrative	Conducting awareness training on VCT to staff (Tshs. 15,089,500)
		Welfare services administration (Tshs. 10,860,000 was reallocated to other activities)
2008/09	Child Welfare and Family	-Establishment of National programs that promote needs for MVC and early childhood development (non release of funds. Tshs. 238,815,000 had been allocated for this in the annual budget.)
	Cross cutting through all the three sections	-Under National and regional agreement ratification and implementation, the mid year target met by 36%. Other activities were not implemented due to inadequate release of fund. - Under protection of rights of the vulnerable groups 21% of the target was achieved by mid-year. Other planned activities under this target were not implemented due to inadequate release of funds.

In FY 2006/07 while some activities were not funded, Tshs 11,000,000 was reallocated to other activities. Overall, targets were not been achieved because of either non funding or re-allocation of resources. In 2008/09, under National and regional agreements, the mid year target was only met by 36%. Other activities were not implemented due to inadequate release of fund; under protection of rights of the vulnerable groups' target, 21% of the target was achieved, other planned activities under this target were not implemented due to inadequate release of funds.

4.3 Budgetary allocations from Development Partners

In contrast with Government funding, DSW is highly dependent on external funding in fulfilling its mandate and roles. This is because budgetary allocations from the government have not been adequate to cover all planned activities of the department. In addition, donors have also been offering technical support and support in kind to DSW.

The department receives financial support from the United Nations Children's Fund (UNICEF), Legal Sector Reform Programme (LSRP), and Global Fund. It also receives technical support and support in kind from Abbott Fund and United States Agency for International Development (USAID) through its partners including Family Health International (FHI), PACT, Management Science for Health (MSH) and American International Health Alliance (AHA). A large amount of donor funds lie with NGOs working with bilateral donors. This is the case for funds from USAID which are channelled through different programs such as PEPFAR. The reason for not channelling funds directly to the Government is lack of some donor's confidence in the government mechanisms on remittance of funds control over resources utilization and reporting mechanisms.

4.3.1 Sources of Funds

USAID:

- (i) Pact Tanzania which has provided technical assistance (funded an M&E officer and a capacity building officer within the department), purchased office furniture and computers, helped in the set up of a DSW Website⁸ and helped with the funding of the resource center.
- (ii) Family Health International (FHI) with the funding support of USAID has two projects for the DSW, the National Systems Strengthening Project of which one component is support for Orphans and Vulnerable Children (OVCs). Areas supported include human resources Development (seconded technical Staff who work full time at DSW, M & E Officer and a Data Management Specialist who helps with development of management systems. FHI has supported development of the data management system which was piloted in 2008 and it is implemented in 69 LGAs. Evidence of implementation has been shown by 40 Councils that have sent their reports. Likewise, the National Costed Plan of Action has been implemented in 81 councils among 133 councils in Tanzania. FHI also supports DSW in development of guidelines on how to improve quality of services provided to MVCs (including Development of National Policies, Guidelines, Plans of Action, development of M&E plans, funding to support attendance of International Conferences on matters related to MVCs)
- (iii) Management Science for Health (MSH) has provided capacity building in Leadership and Management to DSW. So far, MSH has assessed leadership and Management of DSW up to regional and district level and identified areas to build capacity. MSH is assisting DSW in developing a Leadership Transition Plan
- (iv) American International Health Alliance (AHA) in collaboration with Intra-Health focus on Human Resources development of the new cadre-the Para-social workers (Social Welfare Assistants). So far 500 para-social workers have been trained; they will be placed at ward level. In collaboration with PMO-RALG, the future plan is to train and enable these para-social workers graduate at Certificate level.

UNICEF

UNICEF has been supporting DSW for many years; particular focus has been in the MVC Care and Support, community Justice facilitation and Early Childhood Development. UNICEF support has been in form of funding for activities, facilitating training, development and publication of guidelines tools, training manuals and policies, supplies of computers and printers for district level data management.

Funds flow from UNICEF to DSW for the past five years⁹ have been as follows:

Table IV: Funds Flow from UNICEF (2004-2009)

FINANCIAL YEAR	AMOUNT (Tshs)
2004	85,712,840.00
2005	269,096,796.00
2006	169,802,600.00
2007	16,031,000.00
2008	147,081,280.00
2008/09	176,000,000.00 In addition, in January 2008-June 2009, UNICEF allocated USD 1,475,471 to DSW through the Child Protection and Participation Programme

In addition, UNICEF offers direct support to 7 learning districts of Temeke, Bagamoyo, Makete, Mtwara rural, Hai, Siha and Magu. The assistance is aimed at adoption and implementation of National Plans and guidelines for MVC in the 7 learning districts; also UNICEF facilitates Capacity assessment and development of Action plans and designing of Costing of Child Welfare/Protection System for pilot in 7 Learning Districts.

⁸ The website is not running due to non-payment of web hosting fees

⁹ No UNICEF funds disbursed to DSW in 2009 due to blacklisting

Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate

UNICEF is also supporting DSW in the program on Early Childhood Development (ECD). The support offered is in terms of material, technical and financial support. Specifically, UNICEF has offered support to ECD program in the following areas:

- Capacity building to staff and ECD Service providers
- Preparation of guidelines, training and advocacy materials
- Support councils in establishing low cost level models for child care arrangements
- Support in Monitoring and Evaluation
- Support in Policy Development

Legal Sector Reform Programme (LSRP)

The Legal Sector Reform Programme (LSRP) has been supporting the department from FY 2006/07 to 2009/10. LSRP has been offering financial support geared at capacity building for Juvenile Justice Department. Funds flow from LSRP to DSW is as shown in Table V.

Table V: Legal Sector Reform Programme financial support to DSW 2006/07- 2009/10

	Activity/Dev. project funded	Tshs.	Tshs.
	FY 2006/07		
1.	Rehabilitation and expansion of Mbeya Approved School	100,600,000	
2.	Installation of equipments and furnishing Mbeya Approved School	11,138,000	
3.	Installation of equipments and furnishing Mbeya Approved School	28,450,000	
			140,188,000
	FY 2007/08		
1.	Feasibility study and design of engineering works for Mwanza Remand Home - Tendering Process - Feasibility study and engineering works	8,500,000 30,000,000	
2.	Tanga Remand Home -Consultancy for supervision of Rehabilitation works - Building Rehabilitation	15,000,000 46,000,000	
3.	Updating design and supervision of the rehabilitation Work of Mbeya Approved School - Tender Evaluation - Consultancy	8,500,000 32,000,000	
4.	Training of Social Welfare staff on Psychosocial guidance and counselling	67,000,000	
			207,000,000
	FY 2008/09		
1.	Procurement of 2 vehicles for Remand Homes	140,000,000	
2.	Rehabilitation and equipping Irambo Approved School	348,500,000	
3.	Construction of Mwanza Remand Home	310,000,000	
4.	Installation of equipment in the Remand Homes	63,000,000	
			861,500,000

Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate

	Activity/Dev. project funded	Tshs.	Tshs.
	Planned for FY 2009/10		
1.	Preparation of training manual for training of Juvenile Justice Administrators in Remand Homes and Approved School	38,200,000	
2.	Training of Juvenile Justice Administration on best practices for handling juvenile offenders to enhance speedy dispensation of justice	86,900,000	
3.	Training of Juvenile Justice Administrators on mainstreaming gender	78,325,999	
4.	Rehabilitation of Dar es Salaam Remand Home	90,100,000	
5.	Purchase of equipments for Dar es Salaam, Moshi and Arusha Remand Homes	52,150,000	
			345,675,999

Global Fund

Financial reports covering the period Dec 2005 – Dec 2008 shows that Global Fund has disbursed to DSW Tshs. 5,155,946,262.40 and by December 2008, Tshs. 3,061,973,590.40 was spent. Funds from Global Fund are targeting Orphans and Vulnerable Children (OVC). Out of the funds received from Global Fund Tshs. 2,244,615,195.00 (73%) was spent in the MVC identification process in Local Government Authorities. Tshs. 527,885,663 (17%) was used in implementation of OVC activities. The remaining Tshs. 289,472,732.4 (10%) was used in salary and office expenses payments, printing of brochures, procurement of motor vehicles, motorcycles, computers and laptops.

Abbott Fund

Abbott Fund started supporting DSW since year 2000 while DSW was still at the Ministry of Labour Youth Development and Sports. Abbott Fund assisted the department in office renovation, purchase of computers, training of staff, installation of Air condition system and installation of Internet services. At that time Abbot Fund was disbursing funds directly to the Ministry for the Department to utilize according to its action plan. Abbott Fund also remits funds directly to implementing agencies for example, districts. Since 2007, Abbot Fund does not provide funds directly to the Department; it only provides technical support, the reason being that there are a number of other partners providing financial support to DSW who they feel can provide the needed financial resources. Currently, Abbot Fund has chosen to work on MVCs with particular focus on establishment of a Para-legal system (this involves creating community awareness on rights of a child).

4.4 Efficiency in Management of Funds**4.4.1 Weak financial reporting on donor funds**

The assessment noted weaknesses in the way DSW captures information on funds received from different donors. This has been the case for funds from LSRP, it was only until 2009/10, LSRP funds were accounted in DSW financial reports. Timely reporting to donors on expenditures made is also a major weakness. This is partly caused by delays in receiving funds and getting approval for implementation. Absence of Program Officer and Monitoring and Evaluation Officer to be solely responsible for the multiple sources of funds also affects reporting. Recruitment of these two officers is still pending; there is a need to speed up the recruitment process. Currently, the Department has assigned one Social Welfare Officer, Accountant and Secretary to facilitate implementation of Global Fund –OVC activities.

4.4.2 Efficiency in Resource Utilization

DSW has not been very efficient in utilization of funds received from the government and Development Partners. The overall department's expenditure against the budget in FY 2008/09 was just 40.32%. Utilization is low especially for development budget; expenditure is delayed by the bureaucracy in procurement process. For example, in the last three consecutive years since FY 2006/07 Rehabilitation of Urambo Approved School has not been implemented while funds have been allocated.

In other cases delay in undertaking activities is due to the requirement of approval from the Prime Minister's Office. This has been the case for capacity building activities involving workshops and seminars; as a result, the implementation of the Annual Action Plan is affected.

Delay in receiving funds as well as slow decisions to implement activities within the department has also affected expenditure of funds received. For example: At the time of the assessment, UNICEF funds amounting to USD 48,000 released last year have not yet been utilized.

4.4.3 Concentration of resources in one unit

There is a problem regarding allocation and distribution of resources in that distribution is not equitable. There are several reasons put forward for this, one is the lack of a common strategy in addressing vulnerability issues and therefore each section works on its own in searching for resources. Secondly, because of the limited funding from government sources, each of the department competes to get donor attention and resources. Donors have responded to these requests as they come, interview with donors suggest that the intention is not to fund the sections as separate entities, but to fund the entire department. But the challenge regarding this is that each of the donors has their own interests and most of them have developed a keen interest for support to MVCs. The assessment revealed that the Family and Children section is strongly funded and supported by donors than all other departments. Donors for this section include UNICEF, Abbott Fund, Global Fund and USAID through FHI and PACT. The Legal Sector Reform Program focuses on Juvenile Justice Section while the Elderly and People with Disability section has been receiving no direct donor support. Other units within DSW are marginalized within the department, this affects working of the overall department.

Below is an outline of the amount of financial contributions/commitments by major MVC supporting donor agencies as of January 2005:

Table VI: Donor Commitments for Funding to MVCs (2005-2010) in Millions USD

Donor	2005	2006	2007	2008	2009	2010
UNICEF	4.76	~ 4.7	~ 4.7	~ 4.7	~ 4.7	~ 4.7
Global Fund	3.1	6.9	11.6	16.6	19.9	-
PEPFAR	4.0	~ 5.0	~ 5.0	~ 5.0	-	-
World Bank	~ 9.9	~17.5	~ 17.8	~18.3	-	-
Community Support	138.0	141.0	152.0	163.0	176.0	189.0
Total External Funding	159.76	175.1	191.1	207.6	200.6	193.7

Source: The National Costed Plan of Action for Most Vulnerable Children 2007-2010

4.5 Financial Sustainability

The department lacks capacity in many areas of financial management and resource mobilization. This lack of capacity has resulted in limited resources for their activities, particularly for sections dealing with Juvenile Justice and the Elderly. It must also be noted that even the section dealing with Child Welfare and Family does not have sufficient fund raising capacity. The following areas are of critical concern;

4.5.1 Weakness in Funding Proposals preparation

Weakness in the nature and quality of proposals from DSW to donors is one of the factors impeding the department in accessing resources for implementation of its core functions. Receipt of Donor funds largely depends on the quality of proposals written for funding requests. Interviews conducted with DSW staff and other stakeholders revealed that DSW has no adequate capacity in proposal writing skills. The Social Welfare Officers given this task are often untrained and require sufficient backup and assistance which they claim not to get from their section leaders. Development Partners such as Abbott Fund has assisted to build capacity in proposal writing skills but there has not been significant changes, mainly because this kind of capacity needs to be ongoing and is built over a period of time. Overall, there is no system for checking quality of proposals, no review mechanism and no teamwork in proposal preparation.

4.5.2 Weakness in bargaining and lobbying for resources

While sections are busy preparing their individual proposals for donor funding, districts are also busy doing the same thing, the districts have been sending their proposals directly to UNICEF. It becomes difficult to lobby and bargain for resources when the central level is not adequately communicating with the local levels and this is mainly a result of lack of a comprehensive fundraising strategy. For example, in approaching Donor representatives, sometimes Desk Officers are asked to hold discussions with donors without sufficient guidance from their superiors, likewise, the lack of team work in lobbying and bargaining for resources creates an impression of disorganization and lack of a strategic approach in mobilizing resources.

4.5.3 Planning outside the government system compromises sustainability

When negotiating with the department, some Development Partners offer to assist the department outside the government system but later channel funds through the government system. When planning is done outside the government system, it basically means that the activities to be funded will not have been incorporated into the MOHSW Medium Term Expenditure Framework (MTEF). Therefore, when funds are remitted to Treasury, the government is likely not to incorporate the donor funds into the ministry budget and subsequently to the DSW. Interviews with MOHSW finance staff revealed this to be often the case for funds channelled by UNICEF to DSW.

4.5.4 Absence of Projects Coordination Unit

The lack of a single unit that coordinates all projects in all sections has significantly contributed to a number of weaknesses, particularly the segmentation, unequal distribution and weak reporting. The lack of a specific unit to deal with projects has also resulted in some of the officers spending a great deal of time dealing with individual projects instead of focusing on their core functions. For example, social welfare officers deal with UNICEF and Global Fund projects management instead of focusing on duties and functions for which they were employed. However, the authority of MOHSW is of the opinion that projects can still be handled by the social welfare staff as part of their daily duties; this modality brings a sense of ownership of the projects activities.

4.6 Delays in Funds release from Treasury

The Department experiences significant delays in release of funds channelled through Treasury; it takes about a month for funds to actually be remitted to DSW after funds have been deposited in Treasury account by DPs. This has been affecting implementation of planned activities and subsequently reporting on funds utilisation.

4.7 DSW Budgetary Needs

According to the Health Sector Strategic Plan (HSSP) III July 2009-June 2015, within that period, objectives for Social Welfare and Protection objectives have been outlined as follows:

- To operationalise the Social Welfare Strategic plan (2008)
- To intergrate social welfare and health offices at Regional and Council level
- To ensure gender sensitive socio-economic wellbeing and to establish an efficient system for delivery of social welfare services
- To improve social protection in the community

The estimated costs for achieving those objectives is as shown in the following table:

Table VII: Estimated costs of activities under the social welfare and protection component (HSSP III)

Financial Year (FY)	Amount in USD
FY 2009/2010	2,504,042
FY 2010/2011	2,451,250
FY 2011/2012	1,925,000
FY 2012/2013	2,973,958
FY 2013/2014	1,033,333
FY 2014/2015	1,033,333
TOTAL	11,920,916

Source: HSSP III June 2009- July 2015

Together with other components, funding for Social Welfare and Protection activities will be obtained from domestic and foreign sources. It is important that these resources be obtained in order for the department to carry out its core functions and to undertake the reforms that it needs to undertake to become more efficient.

4.8 Conclusions, Recommendations and Action Points

Recommendations focus on strengthening systems and building capacities to effectively manage resources within the department. Although there is limited financial allocation from government sources, there is need to strengthen the current capacity to manage resources and in particular instil a sense of teamwork and leadership in mobilizing and effectively utilizing resources as well as strengthening systems and procedures. The following are the key recommendations:

4.8.1 Establishing Funding Gap

Despite the fact that allocation of government funding to DSW is low, the department has been receiving a lot of support from various development partners some of which are not reflected in the department's budget and subsequently in the financial reports. The management, utilization and reporting on funds received from development partners need to be made more effective.

The exact amount of support to DSW needs to be established by the Department in collaboration with the MOHSW in order to establish the existing funding gap.¹⁰ This will need to take into account the expected future government allocation and donor commitments to support the Department for the period July 2009-June 2015 covered in the MOHSW Strategic Plan.

¹⁰ This activity has been included in the action plan.

4.8.2 Strategies for Resource Mobilization

In order to mobilize resources for its activities, DSW Commissioner and Assistant Commissioners must be fully committed to provide high level leadership and support to staff. There should be in place a comprehensive resource mobilization strategy for social welfare activities. It is proposed that DSW engages itself in the following resource mobilization activities:

(i) Lobby for increased budgetary allocation to DSW from the government

Deliberate efforts should be put in place by the MOHSW to increase budgetary allocation to DSW. The need for funding social welfare services is of great importance since the marginalised groups in the society have the right to be assisted and protected by the government. The Department on the other hand need to demonstrate to the government on how it contributes to poverty reduction strategies and the National Vision 2025 which are all guiding policies in resource allocation. Public awareness will increase visibility and the understanding of the department's objectives and mandate.

(ii) Increased Capacity to develop convincing budgets

DSW management and staff dealing with budgeting preparation must be equipped with the necessary knowledge and skills needed to enable them prepare effective result based budgets. The resource requirements of the Department must always be linked to the output to be delivered.

In order to compile credible MTEF, there should always be a link between strategic planning, budgeting and spending plans. Re-examination of departmental strategic priorities must be done in each year.

(iii) Build capacity for effective proposals writing and set up a unit to coordinate proposal management

Interviews with social welfare officers revealed the lack capacity in preparation of winning proposals. This is evidenced by low success rate for proposals submitted for funding DSW activities. There is need for both in-house training on effective proposal writing skills and soliciting external long term assistance that helps the department staff (as many as possible) to think through the proposal writing steps, design and development of evidence based proposals. This may need to be facilitated by a Project Coordination Unit, which needs to be established immediately to respond to the technical and financial resource needs of the department.

Currently, there is no system or procedure to review quality of proposals. This gap needs to be addressed immediately. It is therefore proposed for all proposals to be reviewed first by responsible commissioners within the department and secondly by the Department of Policy and Planning within MOHSW before being submitted to Development Partners and other funding institutions.

(v) Strengthen Negotiating and Lobbying skills including working closely with the implementing Partners Group (IPG)

In order to succeed in resource mobilization, there is a need of having in place a strong Negotiating Team which will be able to effectively negotiate with donors. This team will assist the department in bargaining and lobbying for resources. Through IPG meetings coordinated DSW; the department is already in a good negotiating position. The department must utilize these meetings to seek for support from these partners and work together towards congruent goals.

(vi) Ensuring equitable distribution of resources within units

DSW needs to agree that all sections are integrated and inter depended and move on to establish a partnership agreement with all the donors highlighting all areas of support and clearly showing the linkages between all sections. The department should then sign a partnership Memorandum of Understanding (MOU) with development partners on the scope of assistance offered and roles of each actor. This step will ensure a broader coverage of activities within the department, avoidance of double funding, longer term capacity building interventions, more equitable distribution of resources, harmonized ways of reporting and more efficient management of donor resources.

(vii) Planning in accordance with government planning cycle

There is a need to strengthen transparency; all donations should be made through the government system and be known and approved by the government. DPs need to be well informed about the government's accountability cycle including disclosing the term of their commitment. Likewise, DPs need to align with respective Desk Officers at Ministry of Finance and Economic Affairs-External Financing Department.

On the same token, the Government of Tanzania must make a deliberate effort to increase confidence of development partners in order that funds for implementing Social Welfare activities will be channelled to department and that reporting and utilization of funds will be in accordance with the agreement between donors and government.

4.8.3 Implications of Decentralization on funding for Social Welfare Activities

Decentralization of Social Welfare services to Local Government Authorities has not been fully implemented. Structure-wise, Social Welfare Units in LGAs are located in the Community Development and Social Welfare Department. In addition, Social Welfare Units are not well supported and they are significantly under-funded by Local Government Authorities. These units do not have their own budget lines in the LGA budgets. Funding for social welfare activities depend mainly on LGAs' own sources of revenue which are not sufficient¹¹. The units do not have working facilities including private office, computers and transport facilities.

According to directives from PMO-RALG to all LGAs in Tanzania Mainland, Social Welfare Officers based at the Regional Secretariats are to be shifted to LGAs where services are offered. This has not yet been fully implemented and still Regional Secretariats receive budget allocations for Social Welfare activities. Once the transfers have taken place financial support for Social Welfare Service provisioning need to be directed to the LGAs.

Once Social Welfare services are fully decentralization in terms of human capacity and work facilities, service provision centers and institutions (e.g. elderly and children homes) should be placed under Local Government Authorities. Proper institutional arrangements must be put into place to allocate sufficient funds to LGAs to enable them operate these centers. In addition, the LGAs will need to provide adequate budget for social welfare activities. When that is achieved, DSW should remain with the role of policy and guidelines development as well as quality controls of these centers.

¹¹ Appendix IV shows the allocation of LGA funds for social welfare activities for three case districts of Dodoma, Temeke and Magu.

Part V:

MANAGEMENT OF HUMAN RESOURCE

5.0 HUMAN RESOURCE CAPACITY

Literature defines human resources management as the integrated use of procedures, policies, and management practices to recruit, maintain and develop employees in order for the organization to meet its desired goals¹². A well functioning human resources management plays a pivotal role in ensuring that organizations successfully select, maintain, develop and motivate employees to make them give their best to the production process (whether it is goods or services) and therefore contributing in ensuring organizations meet their strategic objectives.

In assessing the capacity of the department of social welfare, different variables listed below were used. Their selection was based on past experience on the relevance of those variables in assessing capacity of human resources at work places. They are regarded as a platform for providing general indication of the state of human resources in workplaces. The variables are: -

- Mission and vision
- Strategic plan and overarching goals
- Recruitment, staff orientation and staff development
- Team work, personal and interpersonal effectiveness
- Performance management and operational planning
- Physical infrastructure, building and office space

5.1 Mission and vision of the department

In today's global business world - with tougher and more competition and tighter budgets - every business, and even families and individuals are looking at who they are, what they are doing and how they can do it better by writing down their purposes and desired future in the form of mission statements and vision statements. An institution that has clear mission and vision statements is an institution that is prepared for the future. The purpose of a mission statement is to define the organization's overarching purpose, based on its unique philosophies and goals. An organization that knows exactly why it is in business can successfully move forward on a clear path. While a mission statement may remain unchanged for many years, a vision statement is much more specific, and will therefore change more often.

According to the 2007-2011 Department of Social Welfare's Strategic Action Plan, the Department's mission is to strengthen Tanzania's social functioning by supporting the well being of vulnerable individuals, families, groups and communities, as well as enhancing their participation through client-focused policies, programs and services. This is supposed to be achieved by reducing barriers and facilitating access to opportunities; investing in people and strengthening communities; delivering equitable, gender and environmental sensitive, innovative and responsive services, both internally and externally; working with stakeholders, development partners, other MDAs, and communities; supporting department's staff; and serving Tanzanians with high integrity and commitment. The vision of the department is to be the centre of excellence in providing client-centred services to improve the quality of life of vulnerable groups.

In the HR context, the fact that the department has mission and vision implies an opportunity to unify employees' and other stakeholders' efforts and loyalty. Such a development situates the department in a position where it is easier to stay focused and on track in achieving its strategic goals, as well as evaluating progress made towards realisation of the mission and vision.

¹² An article titled 'Human Resources: Managing and Developing Your Most Important Asset' in an HR Journal The Supplement to the Manager, Vol. VIII, number 1, Spring 1999

5.2 Strategic plan and Overarching Goals

Strategic planning provides organizations purposes and direction. Without a strategic plan, an institution simply drifts and is always reacting to the pressure of the day. By planning strategically, organizations get the opportunity to analyze their immediate and far environment and therefore appreciate their strengths and weaknesses.

The department has a strategic action plan for the period from 2007 to 2011. Apart from presenting the social welfare delivery system in Tanzania, the plan has sections that present the situation analysis, mission and vision, performance objectives, strategies and targets as well as implementation and monitoring and evaluation. It acknowledges and recognizes the onset of the HIV/AIDS pandemic, coupled with the resurgence of other traditional diseases, natural disasters and increasing levels of poverty as having made many Tanzanians vulnerable and generated an increasing number of children orphaned and made vulnerable. The plan is therefore set to serve as a comprehensive guide on strategies and actions undertaken to address this issue, among others. The goal of (this) strategic plan is to ensure planning and budgeting processes which strategically capture interventions that will change the cause of provision of social welfare services in the country. The plan aims to ensure that services are integrated so that resources are strategically mobilized and targeted to maximize the impact on the lives of the vulnerable communities and individuals.

After carrying out internal and external audit using SWOC analysis, PEST environmental variables, stakeholder analysis and problem analysis, the department developed the following goals: -

- To strengthen human resource capacity, especially in the professional category, improve office facilities, networking and forging strategic alliance.
- To strengthen capacity at community level on community based care and protection, and support of vulnerable groups (CBS) particularly for the children orphaned and made vulnerable by HIV/AIDS.
- To strengthen information sharing system and capacity building among the youth for reduced substance abuse and enhance early identification and intervention on disability.
- To strengthen capacity to improve social welfare services provision in Local Government Authorities.
- To strengthen the department's capacity to plan, budget, manage finance and be accountable.

This report recognizes the presence of the strategic action plan and overarching goals within the department's operational mechanism as a positive attribute towards the right direction. It is commendable that the department took effort to review its strengths and weaknesses and is therefore in a position to know where and how to direct resources and efforts to maintain or develop its operational efficiency. However, effectiveness of strategic plans as planning and managing tools is more viable when a comprehensive analysis of the external and internal environment is carried out. Developing a strategic plan is like carrying out a diagnostic test to find out what type of cure a patient needs. In such situations, if the medical team does not examine the patient thoroughly, there is going to be a risk of either treating wrong symptoms or not treating all the symptoms. Either way, the overall drawback is - the problem may not be effectively solved.

The situation analysis that the department carried out prior to developing the strategic action plan could have led to more realistic addressing of the environment if it was done comprehensively. It is recognized however that this would not have been a simple challenge to accomplish, considering the Government itself is still building the expertise to develop and review strategic action plans and the process itself is always characterized by the need to balance conflicting interests internally and externally. This notwithstanding, the promising development that the department can make use of is in the fact that the Government's capability to analyze situations effectively is relatively improving. Besides, there may be some Development Partners willing to help the department to carry out a situation analysis that clearly displays the department's weaknesses and strengths, as well as threats and opportunities. The department has to seize up such opportunities in order to meaningfully direct resources where it, as well as the public, can benefit the most.

Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate

Strategic action plans need to be reviewed regularly to validate their relevance. Situation analysis should therefore not be regarded as one-off events, but as rather continuous process whose observations are used to feed into the process to monitor the relevance of strategic action plans. In view of this, the department needs to make a judgment whether the plan as it is right now is comprehensive enough, and whether it has helped the department anyhow in moving forward ever since its inception.

5.3 Recruitment, Staff Orientation and Staff Development

The department' strategic plan acknowledges shortage of staff as one of the challenges that need to be addressed. According to the data provided in the plan, in 2007, the department was employing 180 staff only country-wide as opposed to a requirement of 802 employees. This presented a shortage of 622 employees. Table 1 below shows how the employees were deployed.

Table 1: Distribution of employees in the Department of Social Welfare (Nation-wide) - 2007

NO. OF SOCIAL WELFARE OFFICERS	REQUIREMENT	AVAILABLE	GAP
National level (DSW)	60	25	35
Regional Social Welfare Officer	21	16	5
Regional Secretariats	21	16	5
Districts	520	52	468
Specialized Institutions	70	51	19
Others (total)	110	20	90
Total	802	180	622

Source: (Statistics and Supervision Unit of DSW)

The term 'national level' used in the table above is also used to refer to the department's headquarters. Even though the actual requirement for Social Welfare Officers in the Headquarters is 60 employees, by 2007, only 25 were employed. Table 2 below shows the number of the officers in each position: -

Table 2: Deployment of Social Welfare Officers in the Headquarters per position/category as of 2007

NO. OF SOCIAL WELFARE OFFICERS	REQUIREMENT	AVAILABLE	GAP
Commissioner	1	1	0
Assistant Commissioners	3	3	0
Principal Officers (PSWOs)	16	5	11
Senior Officers (SSWOs)	26	5	21
Officers (SWOs)	14	11	3
Total	60	25	35

Source: (Statistics and Supervision Unit of DSW)

Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate

Recent data (i.e. July 2009) show that since 2007, there has been an increase of 11 Social Welfare Officers at the Headquarters level. Although it is also correct that there is a substantial number of officers who are about to retire as well due to age, and that this will eventually reduce the current number of the officers, it should be recognized that the department is moving fairly well towards meeting the target of increasing its workforce. The current distribution of the officers is compared to that of 2007 here below: -

Category	2007	Current (i.e. July 2009)
Commissioner	1	1
Assistant Commissioners	3	3
Principal Social Welfare Officers	5	5
Senior Social Welfare Officers	5	7
Social Welfare Officers	11	20
Total	25	36

Source: (Department of Social Welfare)

In terms of different sections within the Department's structure, the 36 Social Welfare Officers are deployed as follows: -

No	Section	Number of Social Welfare Officers
1	Family, Child Welfare and Early Childhood Development	13
2	Juvenile Justice	6
3	Aging and Disability	11
4	Administration	3
5	Statistics	2
6	Planning	1

According to a report by Ugullumu, Kapinga and LMS/MSH titled 'DSW Leadership Transition Progress Report' (March 2009, page 7), by 2010, 13 long experienced Social Welfare Officers, including the Commissioner and the three (3) Assistant Commissioners will be retiring. From these statistics, it is obvious that the current shortage of officers will increase. It is logical to conclude that with these levels of work force, the department's ability to deliver is also going to be affected. The progress report further underscores the shortage of the Social Welfare Officers outside the Headquarters. The report presents that whereas the recommended number per region is between 6 and 8, the current average is 1 to 2. Some regions and districts in Tanzania do not have any Social Welfare Officer. In many cases, in locations where there are no Social Welfare Officers, Community Development Officers have been called in to perform their (Social Welfare Officers') duties. It needless to say that for this to happen, the Community Development Officers must be there, to begin with, and there is no guarantee that each location in the country has Community Development Officers. Also, the training these two categories of profession receive is quite different. Again, when the Community Development Officers come in to perform the functions of Social Welfare Officers, they do so in addition to their primary responsibilities as Community Development Officers.

From a Human Resource perspective, it is assumed that needs for skills evolve at almost the same pace that businesses change and face different challenges. In view of this, it could add value if the department undertook a manning level study, training needs assessment as well as skills audit to establish: -

1. The current needs for staffing
2. The type of skills and experiences that are needed, and
3. The type of knowledge, skills and abilities that training, developmental and learning activities should provide

In addition to this, it is important that the department operates within its scope and therefore determines its needs for staffing and training etc accordingly. The main focus of the role of the department is currently unclear, as to whether it is limited to policy development and issuance, or it includes implementation of

Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate

policies as well. Clarity of the matter has an impact on the required staffing levels and the type of skills and experiences needed. The observation above notwithstanding, this study is of the view that there is a need to employ and train staff members in the department. The considerations put forth should only impact the number of employees to be added and the type of competencies they may need.

The recruitment process in the department, like it is the case with many other government offices, is coordinated by the President's Office – Public Service Management. This is in alignment with the government's directive which gives the Public Service Management the central control over budgeting and coordinating the hiring process for the public service. This arrangement has not been as a drawback towards the department's efforts to address the manning levels problem as financial resources have been. The Public Service Management, much as it appreciates the need to quickly coordinate and approve the recruitment exercise, it is facing budgetary constraints.

The power to attract the right calibre of employees is yet another problem the department is facing, even if it was able to recruit. The onset of non-government organizations has increased the demand for social workers' skills in the labour market. Unfortunately, the fact that the competition offers comparatively high salaries and better working conditions cause serious challenge to the department. To address this problem, the department can design and create attractive work conditions. Of the approaches that could be considered include sponsoring college students. The department may solicit funds to sponsor a number of students at college levels on condition that they sign a contract to work with the department for a number of years. Other approaches would include instituting training and learning programs, recognizing performance, inter-departmental transfers, promoting team work spirit etc.

The staff orientation and development aspects in the department were also found wanting. Employees who have worked with the department for a long time spoke of fond memories from the past when the department used to have structured programs to receive and induct new employees. The programs were being run by the department's experienced officers, at no substantial cost. Unfortunately, this arrangement seems to have been lost at the present. The department does not have structured mechanisms to orient new employees any more. Such employees are left to fend for their own, mostly learning the culture and work process in the department through trying and erring.

Employees' development programs require a serious re-look as well. Activities to develop employees (i.e. learning, training, performance appraisal etc) should be given priority since they are so relevant in not only motivating employees, but are also as sources for acquisition of knowledge and skills to match the changing pace in the environment. Employees with budgetary constraints like the department have always find it more effective to mobilize and utilize internal resources to develop and motivate employees than spending money to send them away on training. Currently, the department's outlook on training and learning is limited to 'attending training' outside the department. This traditional perspective is good, but it can only work where financial affordability is not an issue. Organizations that struggle with finance prefer to employ alternative approaches to impart knowledge to employees. These would include institutionalized approaches to have long experienced employees coach and mentor colleagues as well as have forums to discuss different technical issues. As it is currently in the department, this window is not effectively used to share and impart knowledge. The department could consider institutionalizing a system that requires retiring officers to transfer their knowledge and experiences to young officers through coaching, mentoring, leading technical discussions as well as leaving written notes on different aspects of the profession.

When employees are involved in setting up their own performance goals and receive guidance on how to go about carrying out their duties, they tend to get motivated. Simple things like choosing an employee of the month, recognizing good performance etc are not being done in the department, but if they were, they could have positive impact on employees' morale.

In implementing Decentralization by Devolution, in September 2008, through circular no CHA.215/355/01/87, the Principal Secretary, PMO-RALG informed all Directors in District Councils, City Councils and Municipal Councils to start employing at least 4 Social Welfare Officers to work in each of the three units in the Social Welfare Department structure, namely the Family, Child Welfare and Early Childhood Development, Juvenile Justice and Aging and Disability effective 2009/10 financial year. In the same circular, the Government instructed for transferring of Social Welfare Officers located in Regional Secretariats (these are under the central government) to local governments. The process, whose objective is to bring social welfare service closer to communities, is still in progress.

5.4 Team work, personal and interpersonal effectiveness

The report by Ugullumu and others noticed the existence of lack of team work and team building initiatives in the department. The study concluded that employees are not transparent with each other, and information sharing among them is very minimal. Findings from interviews with employees and other stakeholders revealed the same impressions. Unfortunately, the department's four (4) sections do not work as units working towards a common goal. Between them, there is minimum interaction due to not working cohesively with one another and lack of coordination. In response to this, the department urgently needs to create and grow the climate for teamwork so that all the sections can identify themselves as parts of one team that is working on the same cause. A teamwork culture will promote information sharing as well as balancing individual and group interests,

5.5 Performance management and operational planning

One of the strategies promoted for implementation in the Strategic Plan is to install a performance-based management system. The plan recognizes the move as effective for improving individual employee performance. In view of this, the target was to install and implement the Open Performance Review and Appraisal System (OPRAS) by 2008. However, this has not been achieved yet, leaving performance of the employees uncoordinated and not linked to annual action plans and the strategic plan.

In the absence of a coherent performance management system, among other factors, the department is challenged to plan operations in a holistic manner. Effective operational planning is should be preceded by the culture to work in teams, transparency, coordination and identification of areas of common interest and understanding. So long as sections within the department (or some of them) do not appreciate the importance of working together, the department will continue to be challenged to plan its operations competently, and therefore manage its performance and the performance of its employees effectively.

Even though many of the department's employees are high-spirited and view themselves as parts of the solution to the social welfare challenges in Tanzania, there is certainly room to motivate them more. The employees should be more involved in discussing problems and solutions to their work challenges, receive recognition for the work they do and let to receive and share information. Furthermore, institution of performance management system will lead to having a clear performance management direction, something that individual employees need to stay focused on the strategic goals. As it is now, there is no radar to direct their performance output.

Job descriptions need to be regularly reviewed to align them with the changed environment. A review of a sample of the descriptions made us conclude that many of them are not necessarily reflecting the roles and responsibilities that the department's employees either undertake or should undertake. Parallel to this, the department needs to institutionalize a system for the employees to account for their time at work. In social service providing industry, time is a big asset. At the present, it is hard for the employees to rationalize their use of time since accounting for it is not a requirement.

5.6 Physical infrastructure, office space and working facilities

The department has relocated to a bigger and spacious office space; however the Department experiences shortages in working facilities and tools. It has received computers and desk telephones from development partners. However, there is no equitable distribution of these facilities within sections. For example apart from Children and Family Unit, other units have no computer facilities. In nearly all stations, which include Children Remands, Children's homes, Elderly homes, Institutions for disabled, there are no motor vehicles to facilitate service provision. On a broader basis, there is an acute problem in the stations, a dire lack of critical working facilities that makes the living conditions in the facilities deplorable. Immediate action must be taken to address these weaknesses as it is an infringement of the rights of individuals who occupy them. The overall status of facilities present, needs and gaps at DSW is shown in Annex III a and III b.

5.7 Key Issues, Conclusions and Recommendations

It must be appreciated that there are HR capacity challenges that the department faces but do not have absolute control to solve. On the same vein, it is also correct to argue that they are also HR challenges that the department can address and solve on its own. By having mission and vision, the department has set a direction on which to concentrate its efforts. This is a very positive step towards engineering resources to specific targets. The strategic plan should help the department to steer its focus on areas in which it is both strong and weak. Opportunities that were identified must be capitalized on, and threats managed. However, a long lasting return on such endeavours can only be obtained if the situation analysis is realistic. There could be a need for the parent ministry to the department to review how reflective of the reality the situation analysis and the strategic plan are. If necessary, the department can consider approaching Development Partners to technical and financial aid.

With increasing challenges in the social welfare domain in Tanzania, review of the organization structure of the department could be considered with a view of having fully fledged units that focus on resource mobilization, monitoring and evaluation as well as research and development.

Whereas the department does not have total influence on when and how many people to recruit, its leadership must continue to lobby the ministry by making an impression of the real situation on the ground to get approval to recruit more people. Influential stakeholders in the Government can be requested to use their contacts to make this happen.

The department must realize and bring to bear its potential and ability to solve some of the problems it is facing on the HR front. It should continue using its internal resources and relationship with the parent ministry, Development Partners and other stakeholders to: -

- Organize induction workshops for all newly recruited employees
- Prepare and distribute work guidelines and operation manuals
- Promote and sustain team building and working
- Follow up and implement recommendations made on succession planning in the leadership transition report
- Embrace the use of OPRAS
- Encourage operational planning of work in the whole department
- Expand and promote management and sharing of knowledge
- Recognize and acknowledge good performance by employees (without necessarily linking this to OPRAS) as a way of motivating employees and encourage innovation.

The current relationships between learning institutions such as the Institute of Social Welfare and the department must be promoted further to include all institutions which in one way or another teach social work studies. Under the arrangement, the department is involved in curriculum reviews and situation analysis of what the environment in which the courses are taught are applied.

Another opportunity that the department could use to manage competition in the labour market is to sponsor students to do courses related to its (the department's) mandate at college level. The students can sign an agreement to work for the department for a number of years after graduation in return for the sponsorship. This will guarantee constant and reliable supply of Social Welfare Officers each year. It is another thing that Development Partners can be requested to help, if the Government does not have enough resources.

CONCLUSION

The objective of the study was to assess the capacity of the Department of Social Welfare to deliver on its core functions. In carrying out the assessment, this study looked at three (3) dimensions, namely technical capacity, financial capacity and human resources capacity.

Department of Social Welfare is under the Ministry of Health and Social Welfare (MoHSW). The study observed that there is a need for the Government of the United Republic of Tanzania to amend the Instrument that establishes the Ministry of Health and Social Welfare in order to clear set out the core functions of the department. This will lay down a foundation from which the department can appreciate its functional limits (i.e. not to deal with marriage reconciliation activities) and what is expected from them.

Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate

The need to redesign the structure of the ministry to alleviate the department was also observed. In the current structure, the department is put at the same level like the Ministry's Human Resources unit, and is required to report to the Chief Medical Officer. The study took a position that the appropriate reporting unit for the department in the structure should be the Permanent Secretary. Fortunately, the relationship in which the department's Commissioner reports to the ministry's Permanent Secretary is already happening in practice. It was also observed that the department and the parent ministry need to undertake deliberate efforts to promote itself by making its presence and cause more visible. To improve in coordination, project management, resource mobilization and utilization as well as accountability, the study observed that the department needs to redesign its structure as well to add units for Project Management, Resource Mobilization, and Monitoring and Evaluation.

Of the other key observations made was the issue of under funding. The study established that the department has not been receiving sufficient funds from the government to sustain its programme implementation. This trend, among others, has had a negative impact on its capacity to deliver. Another area that the study found impeding the department's capacity to meet its obligations is delays by the Central Government to release funds budgeted for activities implementation. After the budget is approved, it takes relatively longer for the department to receive the money needed to undertake its activities. In addition, the study observed that the department's dependence on financial resources from Development Partners to run its operations needs to be managed. The solution to this, which the study proposes, is for the Central Government to try to the extent possible, provide the department with enough funding.

While on this point, the study observed that whereas on one hand the department is not receiving enough funding or is delayed to get funding, there is always a problem of the capacity to utilize resources particularly on donor funding. The study cited cases in which the department was unable to implement activities despite having the required financial resources. In another area, but related to this, it was observed that when resources are made available, the department lacks the capacity and willingness to distribute them equally, or as per needs, among its key operational sections.

The need for the department to enhance its capacity to develop evidence based budget proposal cannot be underlined. Prioritization of activities and showing connectedness of activities in the Ministry and the department are but skills that need to be imparted in the department, as it moves forward to the future. It adds value when activities for which funds are sought are linked to national strategies such as MKUKUTA. This way, they show how they broadly contribute to poverty elimination in the country.

The department needs to employ as per its staffing requirements. Currently, the shortage is serious. However, there is also a need to review the manning levels and current job descriptions. The issue of promoting team work and coordinated operational planning was also observed.

REFERENCES

Department of Social Welfare, Strategic Action Plan 2007-2011, The United Republic of Tanzania. Ministry of Health and Social Welfare.

Health Sector Strategic Plan III July 2009 – June 2015 “Partnership in Delivering the MDGs” The United Republic of Tanzania. Ministry of Health and Social Welfare.

Human Resources: Managing and Developing Your Most Important Assets'. Supplement to the Manager, Volume III, number 1, Spring 1999

Ministry of Health and Social Welfare, Budget Memorandum 2006/2007

Ministry of Health and Social Welfare Vote 52, Annual Implementation Report (Physical and Financial) July 2005-June 2006.

Ministry of Health and Social Welfare Vote 52, Annual Implementation Report (Physical and Financial) July 2006-June 2007.

Ministry of Health and Social Welfare Vote 52, Medium Term Expenditure Framework (MTEF) 2003/04 - 2005/2006

Ministry of Health and Social Welfare Vote 52, Medium Term Expenditure Framework (MTEF) 2007/2008-2009/2010

Ministry of Labour, Youth and Sports, Budget Memorandum 2005/2006

The National Costed Plan of Action for Most Vulnerable Children 2007-2010, Department of Social Welfare, Ministry of Health and Social Welfare, The United Republic of Tanzania.

Social Welfare Department, Financial Report for Global Fund-OVC component for the period December 2005-December 2008

Annual Implementation Report (Physical and Financial) fir July 1st 2005 – June 30th 2006

The Tanzanian National Plan of Action for Most Vulnerable Children, a Human Capacity Needs Assessment, Lucia Correll and Time Correll, September 2006

Joint Government-Development Partner Programme Evaluation (2007), Prime Minister's Office, Regional Administration and Local Government (Local Government Reform Programme)

Local Government Fiscal Review 2007, Measuring Progress on Decentralization by Devolution, Prime Minister's Office, Regional Administration and Local Government, 2007

MKUKUTA Annual Implementation Report 2006/07, Ministry of Planning, Economy and Empowerment, 2007

Taarifa ya Mwaka ya Utekelezaji wa MKUKUTA 02007/08, Wizara ya Fedha na Uchumi, 2008

TERMS OF REFERENCE

1.0 STATEMENT OF WORK

Assessing the capacity of the Department of Social Welfare to fulfill and deliver its core functions and mandate

1.1 BACKGROUND AND OBJECTIVES

Established in 1967, the Department of Social Welfare is mandated by the Government of Tanzania to ensure effective welfare conditions for the vulnerable groups in society; promote efficiency in social work practice and to enhance care for the elderly, people with disabilities, orphans and most vulnerable children. These functions have to be performed in the context of the decentralization policy which requires that central level Government Ministries focus their attention towards policy formulation, advocacy, standards and quality assurance, follow up and monitoring of compliance with national policy frameworks.

Sectoral ministries have also to deliver their mandates within the National Strategy for Growth and Reduction of poverty (Mkukuta). Accordingly, the ministries need to review their policies and align their activities toward the realization of the MKUKUTA objectives and targets.

The Government of Tanzania has in recent years been undertaking various structural and institutional reforms to improve efficiency and effectiveness of service delivery and to increase stakeholder participation in these processes. The relocation of the Department of Social Welfare (DSW) to the Ministry of Health and Social Welfare which was until 2002, in the Ministry of Labour, Youth Development and Sports was a result of these reform processes.

In practice, the Department of Social Welfare has to meet a whole range of expectations from its clientele for reporting and proactive requests for engagement; timely social welfare services that enhance sustainability, joint planning; clear operational guidelines; reliable data; statistics and information; good governance; accountability; timely credible reports; proper management of resources; coordination of social welfare sector through integrated networks bringing together all actors and harmonizing activities and interventions.

In summary, the core functions of the central Department of Social Welfare can be outlined as:

- ~ Legislative reform and policy development and their implementation in relation to social welfare for vulnerable groups, prevention and response to vulnerability including technical guidance and procedures
- ~ Registration, regulation and inspection related to the provision of services, and the establishment of related national standards
- ~ The development and roll out of appropriate training materials, standards and guidance, and documentation in relation to social welfare issues, tasks and services
- ~ Technical and strategic leadership, advice and guidance to all Government Offices and other agencies in matters pertaining to social welfare issues and responses
- ~ National research, monitoring, analysis and planning in matters related to social welfare issues and provision in Tanzania

Despite the heavy responsibility placed on the Department of Social Welfare to deliver social welfare services for the most vulnerable population including children, the Department faces a number of constraints which include insufficient logistical, human and financial resources and inadequate understanding and or appreciation by decision makers of the Social Welfare role in national development.

1.2 PURPOSE OF THE EVALUATION

In order to strengthen capacity of key national institutions in line with national legislative and policy development which is one of the CPAP outputs, this evaluation is being undertaken to provide information to enable better understanding of what exists and use this information to inform interventions. In addition the evaluation will enable greater understanding of the capacity and other factors that have supported or impeded the DSW to fulfill its core mandate and thus be in a better position to provide strategic leadership in the delivery of its mandate.

The evaluation will also generate information that will be used by the DSW in the annual planning cycle and on going resource mobilization within and outside government, to support on going important initiatives such as the implementation of the recently launched National Plan of Action for the most vulnerable children and the development of the national social welfare policy. This evaluation will also feed into the mapping study in the 7 learning districts by providing National level data on the capacity and functioning of the DSW which is mandated to oversee the delivery of social welfare services in Tanzania. A combination of data (from the DSW evaluation and the mapping in the 7 learning districts) will provide a sound basis for the design and implementation of the child protection models.

The evaluation is thus intended:

- (a) to determine the factors which affect the ability of the DSW to fulfill its core function and mandate;
- (b) to establish current resources and budgetary needs, staffing and skills requirements needs and functionality of the social welfare service delivery systems
- (c) to identify actions that needs to be implemented to enable DSW to deliver its mandate and increase its profile

1.3 SCOPE AND FOCUS

Against the core functions and mandate of the Department of Social Welfare, the assessment will answer the following key questions:

- To what extent has DSW been able to fulfill its role against its established mandate and functions?
- What are the factors that have supported or impeded Department of Social Welfare in fulfilling its role?
- How efficient has Department of Social Welfare been in moving towards the fulfillment of its mission?
- What are the human, financial and technical needs and gaps of Department of Social Welfare?
- To what extent has the delivery of Department of Social Welfare functions been dependent on external funding?
- What is the current resource flow including gaps in budgetary needs, staffing skills and

Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate

service delivery systems?

- What strategies can be employed for increasing the profile of Department Social Welfare, mobilize resources and garner greater recognition in government resource allocation decisions?

1.4 EXISTING INFORMATION SOURCES

Existing documentation (policy and research papers) from government and development partners will be accessed and analysed for information relevant to this evaluation. These include but not limited to the following

Government

- (i) Department of Social Welfare Strategic Plan
- (ii) Ministry of Health and Social Welfare ministerial policy statements
- (iii) Ministry of Health and Social Welfare reports (financial and narrative for government and for donors)
- (iv) National Costed Plan of Action for MVC
- (v) National Strategy for Growth and Poverty Reduction (Mkukuta)

Development partners

- (iv) Relevant research papers from key partners such as REPOA, FHI, USAID and UNICEF

1.5 EVALUATION PROCESS AND METHODS

This evaluation will be delivered through an ***Institutional Contract***. A relevant Institution (here in referred to as consultant) will be identified through the normal selection processes to conduct the evaluation. The selected institution will present an inception report which will detail the evaluation methodology including the work plan, selection of respondents, data analysis and presentation of interim and final reports. For quality assurance, the evaluation design will be reviewed by the studies and evaluation quality assurance group.

Both primary and secondary data will be utilized in the assessment.

1. Desk review: Secondary data will mainly be obtained from a desk review of existing policy documents, studies and assessments as outlined above

2. Discussion and interviews: Interviews and discussions will be held with:

- Key technical officers of the Ministry of Health and Social Welfare and PMO-RALG. Ministry of Community Development ,Gender and Children, Ministry of Finance and Economic Planning, Institute of Social Work
- Local government officials in a few selected districts.
- NGOs and CBOs involved in child welfare and protection work at national and community level
- Development partners working with and supporting Department of Social Welfare

3. Analysis and preparation of reports

A draft evaluation report will be presented to UNICEF and DSW for comments. Feedback provided on the draft report will be incorporated into the final report.

FINAL REPORT***Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate***

1.6 STAKEHOLDER PARTICIPATION

This assessment will be developed and executed in the close collaboration with the Department of Department of Social welfare. This activity is part of the MVC Care and Protection Work Plan 2008/09 which has been discussed and endorsed by the DSW. The DSW will be involved in all processes related to TOR, selection of consultants, providing information to the consultant

Receiving and providing feedback on the study of instruments and draft reports and developing a follow up action plan based on the recommendations of the Evaluation. As already indicated above, Development Partners, NGOs and other appropriate government ministries will be consulted and their experiences will inform the evaluation.

FINAL REPORT*Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate***Annex II****Activities Implementation against Targets (Physical and Financial) 2005/06**

Planned Objective	Target	Planned Annual Budget Tshs.	Achievement July- June 2006		Remarks
			Physical	Financial (Actual Expenditure)	
Sustainable and broad based growth is promoted	Promote the use of ICT and	15,000,000	-	-	
Rural Income for both men and women is reduced	Enhance life skills and entrepreneurship training for rural	6,000,000	Activity not done due to lack of funds	-	Fund not released
	Purchase tricycles to 300 PWDs	3,000,000	20 tricycles bought	3,000,000	
	Purchase 1 Motor wheeler	3,500,000	1 motor wheeler bought	3,500,000	
	Provision of other technical equipments to 400 PWDs	6,000,000	Activity not done due to inadequate funds	-	Fund was not released
	Provision of tools, seed money and technical training center	6,000,000	60 PWDs were provided with seed money	6,000,000	
	To revamp and rehabilitate vocational training center	28,000,000	Rehabilitation of building at Yombo and Luanzari VTC was done	28,000,000	
All men are able to access quality education	To have consultative meeting with stakeholders on employment for PWDs	1,950,000	Activity was not done	-	Funds not released
	Print 500 facilitators guide on Early Childhood stimulation	6,000,000	Activity was not done	-	Funds not released
	Facilitate 135 pupils acquire primary education	8,205,000	135 students were facilitated to acquire primary education	8,205,000	

FINAL REPORT**Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate**

Planned Objective	Target	Planned Annual Budget Tshs.	Achievement July- June 2006		Remarks
			Physical	Financial (Actual Expenditure)	
	To organize meeting with stakeholders on education for OVC	8,740,000	Activity was not done	-	Funds not released
	To review DCC training curriculum	8,650,000	Draft of reviewed syllabus in place	8,650,000	
	To have affirmative action to support youth in Vocational education	3,500,000	Activity was not done	-	Funds not released
Educate social protection	To conduct situation analysis in Remand and Prisons	5,700,000	-	-	Activity not done
	Conduct TOT training on Early Intervention to children with disabilities	9,880,000	Activity was not done due to lack of fund	-	
	Provide seed money to caretakers of venerable groups	4,000,000	40 caretakers were provided with seed money	-	
	Provide presidential bounty for triplets	8,000,000	30 mothers were provided with seed money	4,500,000	Inadequate funds
	Providing subvention to NGO/CSO	9,500,000	NGOs vulnerable groups were supported	9,500,000	
	To develop National Social protection for MVC	8,060,000	Activity was not done	-	Funds not released
	Conduct Workshop on mainstreaming issues of elderly and PWDs in district plans	10,665,000	Sensitization was done to 25 districts	16,665,000	
	Prepare strategy to implementation of National Disability Policy	11,040,000	Activity not done	-	Funds not released

FINAL REPORT**Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate**

Planned Objective	Target	Planned Annual Budget Tshs.	Achievement July- June 2006		Remarks
			Physical	Financial (Actual Expenditure)	
	Prepare Guideline on Implementation of National Disability Policy	11,250,000	A draft of Implementation Strategy for National Disability Policy developed	11,250,000	
	To print 5,000 National Disability and agencies policies	22,000,000	-	-	Funds not released
	Facilitate sitting of Marriage Reconciliation	7,506,250	Meetings of Marriage Reconciliation Board was done	7,502,250	
	Providing Official Ward cases in issues to family counselling	15,000,000			Activity not done as funds were not released
	Facilitate sitting NAC	5,000,000	-	-	Funds not released
	Facilitate the sitting of Board of Approved School	5,700,000	-	-	Funds not released
	Conduct training on new counselling skills	13,500,000	-	-	Funds not released
	To reunify and transport vulnerable groups	4,200,000	-	-	Funds not released
	Facilitate sitting of NSC and NTC for OVC	3,900,000	-	-	Funds not released
	Provide clothes and bedding to 4475 vulnerable groups	24,000,000	-	-	Funds not released
	Provision of food to the Institution for vulnerable groups	400,065,000	Food was provided to 4475	400,065,000	-
	Provision of food to the institution for vulnerable groups	23,895,500	Medical supplies and services in 32 institution	41,000,000	-

FINAL REPORT**Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate**

Planned Objective	Target	Planned Annual Budget Tshs.	Achievement July- June 2006		Remarks
			Physical	Financial (Actual Expenditure)	
	Preparation of Juvenile justice Administration Profile	4,200,000	-	-	Funds not released
	Train 70 Social Welfare Officers in Rights of the children	19,930,000	-	-	Funds not released
	Conduct Workshop on HIV/AIDS preventive skills to staff	38,980,000	-	-	Funds not released
Improve health and Wellbeing	Mainstreaming issue of health people with disabilities and Elderly in curriculum for health practitioner	5,700,000	Dialogue mainstreaming started	5,700,000	
	Educate 200 staffs on strategies to curb satisfaction survey	8,900,000	50 staff were sensitized on curbing corruption	11,350,000	
	Training 200 staff on client service charter	15,700,000	-	-	Activity not funded
	To have a consultative meeting with stakeholders on non discriminatory policies on employment for elderly and PWDs	7,000,000	-	-	Activity not funded
	Facilitate Budget Preparation	10,000,000	Budget preparation was accomplished	10,000,000	
	Pay fee to 40 staff undergoing training in various training institutions	49,000,000	5 staff were facilitated in Advanced Diploma in Social Work, 2 in M.A, 1 in Diploma in Secretarial Accounts	49,000,000	

FINAL REPORT**Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate**

Planned Objective	Target	Planned Annual Budget Tshs.	Achievement July- June 2006		Remarks
			Physical	Financial (Actual Expenditure)	
	Pay subvention to Institute of Social Work	416,446,000	Utility bills and salaries to ISW was paid	416,446,000	
	Rehabilitation of building in 2 Remand Homes 2 VTC	40,000,000	Sewage system Rehabilitation of Yombo Vocation Training Dar es Salaam Remand Home Luanzari and Tanga Remand Home	40,000,000	

Source: Ministry of Health and Social Welfare – Annual Implementation Report July 2005-June 2006

FINAL REPORT**Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate****Activities Implementation against Targets (Physical and Financial) 2006/07**

	Planned Target	Planned Annual Budget Tshs.	Achievement	Actual Expenditure Tshs
1.	Capacity of 7 VTC tailored to people with disabilities and other vulnerable groups improved by June 2007	28,300,000	3 vocational training centers for people with disabilities, five remand homes, Irambo approved school, Kisangara day care centre and Kurasini Children's home were facilitated.	28,300,000
2.	10 Region have capacity and re-settlement programs tailored to the needs of vulnerable groups by June 2007	100,000,000	235 people with disabilities were provided with seed money and disables appliances were provided to 125 people with disabilities.	100,000,000
3.	Revamp and equip 2 VTC tailored to people with disabilities by June 2007	20,000,000	Electrical installation and rehabilitation of classroom at Luanzari VTC was done. Sewage system for Yombo VTC was maintained.	20,000,000
4.	National Programs that promote education for MVC and early childhood development in place and operationalised.	85,350,000	120 students from 15 institutions caring vulnerable groups were facilitated in schooling. A draft of National Guidelines for inclusive education was developed.	44,950,000
5.	To provide entrepreneurship skills to 150 older people from institutions of elderly by June 2007	26,320,000	80 Elderly at Nunge Home were provided with entrepreneurship skills	26,320,000
6.	Learning environment at Kisangara Day Care Centre training centers improved	31,850,000	Electrical wiring at Kisangara Training Centre was done and Day Care Centre Training curriculum was reviewed	31,850,000
7.	Orphaned and other Vulnerable Children (OVC/MVC) in 15 Regions identified for effective social protection	57,850,000	OVC data were updated in 5 districts. 50 TOTs on early intervention programmes to children with disabilities were trained.	57,850,000

FINAL REPORT**Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate**

	Planned Target	Planned Annual Budget Tshs.	Achievement	Actual Expenditure Tshs
8.	Basic needs of people with disabilities, elderly and children living in 32 institutions improved	574,135,000	- Food, health services and beddings were provided to 4475 in 32 institutions 20 NGOs were provided with subvention and subscription fee to Africa Rehabilitation Institute (ARI) paid 327 people were provided with destitute emergency aid and artificial limbs	400,000,000 66,000,000 108,135,000
9.	Procedure for identifying and evaluating all form of abuses against	112,176,000	- Two meetings for the Board of Approved School were conducted 312 Meetings for Marriage were conducted 11 regional welfare offices: Songea, Dodoma, Singida, Kigoma, Arusha, Manyara, Iringa, Mbeya, Mwanza, Mara and 7 institutions for vulnerable groups were rehabilitated.	5,160,000 7,016,000 100,000,000
10.	To have interventions that facilitates the identification avail social to employment protection safety nets.	25,803,300	Stakeholders meeting for collecting views for developing social welfare services policy was conducted	25,803,300
11.	To have improved welfare of inmates in Remand Homes	7,500,000	A situation analysis in 5 Remand Homes was conducted	7,500,000
	TOTAL	1,069,284,300		1,028,884,300

Source: Annual Implementation Report (Physical and Financial) for FY 2006/2007

FINAL REPORT*Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate***Activities Implementation against Targets (Physical and Financial) 2007/08**

	Planned Target	Planned Annual Budget Tshs.	Achievement	Actual Expenditure Tshs	Remarks
1.	To conduct awareness training on VCT to staff by 2008	15,089,500	-	-	Funds not released
2.	Sustainable and effective institutional and human capacity in the provision	1,009,556,109	300 staff were provided with statutory allowances, 50 offices provided with office supplies; vehicle and other machines were maintained. 600,000,000 was released for construction of library for Institute of Social Work	987,323,000	Activity implemented as planned
3.	National programs that promoted needs for MVC and early childhood care and development established by 2009/2010	15,410,000	Zero draft of Training Manual on Early Identification of children with disabilities was developed.	15,410,000	
4.	Vocational Training and entrepreneurship skills to people with disabilities and other vulnerable groups enhanced	38,000,000	4 Vocational Training centers for People with disabilities were provided with technical and training material. Also 60 children, 250 inmates and 50 child caretakers from Kurasini Children's Home, Remand Homes, Approved School and Kisangara Training center	38,000,000	Activity implemented as planned
5.	Guidance and counselling services to substance abusers strengthened	15,850,000	-----	-----	The fund was reallocated to meet the cost of transporting patients abroad.
6.	Basic needs of vulnerable	580,750,000	2000 Vulnerable groups in	540,120,000	Activity implemented

FINAL REPORT**Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate**

	Planned Target	Planned Annual Budget Tshs.	Achievement	Actual Expenditure Tshs	Remarks
	groups living in institutions and community in 21 regions provided		Institutional care were provided with food, health services and other basic needs		as planned
7.	The Institute of Social Work strengthened by June 2008	150,000,000	Tshs. 135,000,000 was released to Institute of Social Work as subvention for running costs	135,000,000	Activity implemented as planned
8.	Social Welfare employees' competences and professional development improved by 2008	62,125,000	Fees and other training allowances were paid for 25 staff to enable them attend various courses	56,200,000	Activity implemented as planned
9.	Monitoring and evaluation mechanism developed	22,990,000	Monitoring and Evaluation tools were developed and 15 social workers were trained on monitoring juvenile justice in remand home and approved School	22,990,000	Activity implemented as planned
10.	National and Regional agreements ratified and implemented by 2008	104,522,424	International White cane, Elderly Days and People with Disabilities were marked, the National Steering Committee on Africa Decade was launched	90,951,424	The target was met
11.	Rights of vulnerable groups protected by 2008	228,863,828	The zero draft of Social welfare policy was developed. Also, a zero draft of correctional Guideline for Juvenile offenders was developed	192,890,000	Tshs. 121,981,329 was reallocated to finance Education For All (EFA) conference held in February 2008
12.	Monitoring and supervision of social welfare strengthened by 2008	33,000,000	Monitoring and supervision of social welfare services was conducted in 17 regions	33,000,000	Activity implemented as planned
13.	Efficient administrative and welfare services provided by June 2007/08	78,860,000	Board meetings for Irambo Approved School, National Advisory Council for People with disabilities and National	68,000,000	Activity implemented as planned. However, Tshs. 10,860,000 was reallocated to other

FINAL REPORT**Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate**

	Planned Target	Planned Annual Budget Tshs.	Achievement	Actual Expenditure Tshs	Remarks
			Technical and Steering Committee was conducted as planned. 432 sessions for Marriage Reconciliation Board was conducted		activities due to late disbursement of funds which hindered implementation of planned activities
	TOTAL	2,339,166,861		2,179,884,424	

Source: Annual Implementation Report (Physical and Financial) for FY 2007/2008**Activities Implementation against Targets (Physical and Financial) 2008/09 (Mid Year)**

	Planned Target	Planned Annual Budget Tshs.	Achievement	Actual Expenditure Tshs	Remarks
1.	Sustainable and effective institutional and human capacity in the provision of social welfare services by June 2009	697,390,000	200 staff were provided with statutory allowances, 50 offices provided with office supplies; vehicle and other machines were maintained. 14,000,000/= was released for minor work to refurbish Department Headquarter Offices	324,476,000	Implementation is in the right track
2.	National programs that promote needs for MVC and early childhood development established	238,815,000	-----	-----	Funds not released
3.	Vocational Training and Entrepreneurship skills training to people with disabilities and other vulnerable groups	50,000,000	3 Vocational Training Centers for People with Disabilities were provided with technical and training materials. Also 60 children, 250 inmates and 50 child caretakers from Kurasini Children's Home and Remand Homes, Approved School	25,000,000	Mid year target met

FINAL REPORT**Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate**

	Planned Target	Planned Annual Budget Tshs.	Achievement	Actual Expenditure Tshs	Remarks
			were provided with entrepreneurship skills and vocational training		
4.	Basic needs of vulnerable groups living in institutions and community in 21 regions provided	908,000,000	2000 vulnerable groups in Institutional care were provided with food, health services and other basic needs.	412,355,000	Activity implemented as planned
5.	Social Welfare employees competence improved	76,750,000	7 staff were facilitated to pursue a Postgraduate Diploma in Social Work, 4 for M.A in Development Study and one for BA in Social Work	37,455,000	Mid year target met
6.	Monitoring and evaluation of social welfare services developed	75,500,000	Monitoring and Supervision of social welfare services was conducted in 10 regions	54,135,500	Mid year target met
7.	National and Regional agreements ratified and implemented	104,230,350	National Days for the Elderly, White cane and People with Disabilities was Marked. The department also facilitated two officials to attend Regional Meeting on Right of People with Disabilities held in Windhook Namibia	37,511,000	Mid year target met by 36% other activities not implemented due to inadequacy of funds
8.	Rights of the vulnerable groups protected	223,285,950	The first draft of Social Welfare Service Policy was improved	47,516,000	Mid year target met by 21%, other activities not implemented due to inadequate release of funds
9.	Efficient administrative and Welfare services provided	91,725,200	Monitoring and supervision of services was conducted in 10 regions	36,175,000	The implementation of activities is in the right track
	TOTAL	2,388,946,500		937,168,500	

Source: Mid Year Implementation Report (Physical and Financial) for FY 2008/2009

FINAL REPORT**Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate****Annex III a****Physical Facilities Status at DSW per Units**

SN.	Item	Family and Children Unit			Elderly and People with Disabilities			Juvenile Justice			Administration		
		Qty Present	Needs	Gap	Qty Present	Needs	Gap	Qty Present	Needs	Gap	Qty Present	Needs	Gap
1.	Photocopy Machine	1	1	Nil	Nil	1	1	Nil	1	1	1	1	Nil
2.	Desktop Computers	8	16	8	6	14	8	8	12	4	4	10	6
3.	Laptop Computers	4	12	8	2	8	6	2	8	6	4	16	12
4.	Laserjet Printers	2	8	6	2	4	2	1	5	4	4	6	2
5.	Scanner	Nil	1	1	Nil	1	1	Nil	1	1	1	2	1
6.	Colour Laserjet Printer	Nil	1	1	Nil	1	1	Nil	1	1	1	2	1
7.	Motor Vehicles	2	3	1	1	3	2	1	2	1	2	4	2
8.	Office table	14	20	6	12	18	6	16	20	4	18	24	6
9.	Office Chairs	18	20	6	14	20	10	18	26	6	22	28	6
10.	File cabinets	4	8	4	4	16	12	6	10	4	8	14	6
11.	Shelves	6	10	4	4	12	8	4	6	2	6	10	4

Annex III b

Total physical facilities status at DSW

s/n	Item	Quantity Present	Total Needs	Total Gap
1.	Photocopy Machine	2	4	2
2.	Desktop Computers	26	52	26
3.	Laptop Computers	12	44	32
4.	Laserjet Printers	9	23	14
5.	Scanner	1	5	4
6.	Colour Laserjet Printer	1	5	4
7.	Motor Vehicles	6	12	6
8.	Office table	60	82	22
9.	Office Chairs	72	94	22
10.	File cabinets	22	48	26
11.	Shelves	20	38	18

LGA FUNDING FOR SOCIAL WELFARE ACTIVITIES

CASE A. DODOMA MUNICIPAL COUNCIL

Since FY 2005/06 Dodoma Municipal Council has been allocating funds from own sources to cater for Elderly and People with Disabilities only as follows:

FY	Amount (Tshs)
2005/06	3,500,000
2006/07	5,000,000
2007/08	5,500,000
2008/09	6,000,000
2009/10	6,500,000

Source: Dodoma Municipal Budgets

CASE B. TEMEKE MUNICIPAL COUNCIL

The following table presents for years budgetary estimates from own source of revenues for Social Welfare activities for Temeke Municipal Council

FY	Amount (Tshs)
2005/06	5,000,000
2006/07	6,250,000
2007/08	17,910,000
2009/10	52,844,037

Source: Temeke Municipal Budgets

Being one of the 7 UNICEF supported districts Temeke has been receiving funds from UNICEF for Social Welfare activities. The Table below shows activities supported as well as funds remitted and amounts spent.

FY	Planned Activity	Implementation	Funds released Tshs.	Funds utilised Tshs.
2005/06	Conducting seminar for Heads of Department and Executives from 10 Wards on Childrens' rights	- 3 days Training conducted in Kibaha - 11 days Training to resource persons- juvenile justice in 10 wards	26,324,020	25,581,000
2006/07	- Training to Streets Committees for MVCs - Facilitate 3 days Meeting for leaders and MVC stakeholders in 24 Wards and 24 Streets	- Training conducted to 158 Streets committees on MVC matters	30,000,000	27,959,000
		- 3 days training was conducted to MVCs stakeholders in all wards and streets	13,274,000	13,274,000

Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate

FY	Planned Activity	Implementation	Funds released Tshs.	Funds utilised Tshs.
2008/09	Services to Most Vulnerable Children	Identification of vulnerable children		
		1st Phase	41,350,000	
		2nd Phase	39,260,000	
		3rd Phase	38,770,000	
		4th Phase	800,000	

Source: Temeke Municipal Reports

CASE C: MAGU DISTRICT COUNCIL

UNICEF has also been directly supporting Magu District Council in undertaking social welfare activities. Planned Activities and funding support for FY 2008/09 were as follows:

	Planned Activity	Amount (Tshs)
1.	Conducting 7 days seminar on life skills and prevention of HIV/AIDS To 54 children with disabilities from 27 wards by Dec 2008	9,960,000
2.	Conducting Monitoring and supportive supervision on MVCs and CJFs by June 2009	4,160,000
3.	Conducting a four days training to 21 CMAC Members and 18 MVCs District Coordination Committee members on how to coordinate, support and implement the HIV/AIDS multi-sectoral response in the district by March 2009	5,940,000

Source: Magu District MTEF Form 2008/09

Note: Complete financial data from Magu was not obtained

LIST OF PERSONS CONSULTED / INTERVIEWED

s/no.	Name	Institution	Designation
1.	Ms. Blandina Nyoni	MOHSW	Permanent Secretary
2.	Dr. Deo Mtasiwa	MOHSW	Chief Medical Officer
3.	Ms. Hellen Mwakipunda	MOHSW	Chief Accountant
4.	Ms. Patricia Maganga	MOHSW	Legal Officer
5.	Ms. Tabu Chando	MOHSW	Director of Personnel and Administration
6.	Mr. George Kameka	DSW	Commissioner
7.	Mr. D.M Charwe	DSW	Ass. Commissioner: Family and Child Protection Unit
8.	Mr. Enock Mbise	DSW	Representative of Ass. Comm.-Juvenile Justice
9.	Mr. Daniel Masunzu	DSW	Representative of Ass. Comm-Disability and Elderly Unit
10.	Ms. Estomia Kyangenyenka	DSW	Human Resources Officer
11.	Ms. Mary Kisunte	DSW	Accountant
12.	Mr. Maige Kigendi	DSW	Budgeting Officer
13.	Mr. Richard Ng'ombe	DSW	Supplies Officer
14.	Mr. Raphael Mwakasege	DSW	Accountant-Donor Reporting
15.	Mr. Lufumbi	PACT	HR Specialist-PACT Technical Assistant
16.	Mr. David Mganga	DSW	Social Worker/Statistian
17.	Ms. Miriam Luka	DSW	Social Worker – Family and Child Unit
18.	Ms. Joy Maongezi	DSW	Social Worker – Disability and Elderly Unit
19.	Ms.Happiness Nyange	DSW	Social Worker-Juvenile Justice
20.	Dr. Myo Zin Nyunt	UNICEF	HIV AIDS Coordinator
21.	Mr. Ken Heise	MSH	Resident Advisor
22.	Mr. Sebastian Kitiku	MSH	Senior Program Associate: Capacity Building
23.	. Mr. Dan Craun-Selka	PACT Tanzania	Country Director
24.	Mr. Alfred Magalla	Abbott Fund	Manager, Orphans and Vulnerable Children Programs
25.	Ms. Elizabeth Lema	USAID	Program Management Speciality /OVC (HIV/AIDS Team)
26.	Mr. Marx Kamaoni	Dodoma MC	Municipal Planning Officer/Ag. Municipal Director
27.	Ms. Euphrezia Anthony	Dodoma MC	Social Welfare Officer
28.	Mr. Yusuph Mustapha	Dodoma MC	Expenditure Accountant/Ag. Treasurer
29.	Mr. Sebastian Masanja	Dodoma MC	Human Resources Officer
30.	Ms. Miriam Mbagu	PMO-RALG	Principal Administrative Officer HRM for LGAs
31.	Mr. Severin Kahitwa	PMO-RALG	Assistant Director-Governance
32.	Ms. Mariam Mbegu	PMO-RALG	Director of Organisational Development
33.	Dr. Charles Matiko	FHI	Associate Director – OVC - FHI
34.	Mr. Sylvester .S. Kakinda	Shivyawata, Magu	Chairman.
35.	Mr. Shabaan Juma	Magu District Council	Planning Officer
36.	Mr. Fabian M. Nago	Magu District Council	Human Resource Officer
37.	Mr. Dabies M. Manangwa	Local Authorities,Mwanza	Social Welfare Officer
38.	Mr. Philbert Kawemama	Magu District Council	Social Welfare Officer
39.	Mr. Alinune Nsemwa	DSW	Social Welfare Officer
40.	Ms. Josephine Lyengi	DSW	Senior Social Welfare Officer
41.	Ms. Noor Kitete	DSW	Principal Social Welfare Officer

Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate

42.	Ms. Magreth Malunda	DSW	Senior Social Welfare Officer
	Ms. Margreth Njimba	DSW	Assistant Commissioner (Juvenile Justice)
43.			
44.	Mr. Madai Rashid	DSW	Assistant Commissioner (Rehabilitation)
45.	Mr. Rabikira Mushi	DSW	Social Welfare Officer
46.	Mr. Sammy Mulemba	DSW	Social Welfare Officer
47.	Ms. Salma Mwinyishehe	DSW	Social Welfare Officer
48.	Mr. Smarti D.	Helpage	Program Officer
49.	Mr. Chipfuta	Helpage	Director
	Mr. Julius Mdola	Ministry of Community Development, Gender and children	Principal Community Development Officer
50.			
	Mr. Nestroy Mloka	Ministry of Labour, Employment and Youth Development	Social Welfare Officer
51.			
	Mr. Clarence Mwinuka	Ministry of Education and Vocational Training	Pre-Primary and Primary School Coordinator
52.			
53.	Mr. Boniface B. Barchan	German Leprosy Relief Agency	Program Officer
54.	Mr. Sultan A. Mziray	Temeke Municipal	Principal Social Officer
55.	Ms. Jennifer Omolo	Temeke Municipal	Planning Officer
56.	Ms. Josephine Temihango	Temeke Municipal	Human Resource Officer
57.	Ms. Justa Mwaituka	Kiwohede	Managing Director
58.	Mr. Clarence Kipobota	Legal And Human Rights Centre	Outreach Service Co-ordinator
59.	Ms.Elipenda Ezieli	Institute of Social Works	Head of Social Works Department

Focus Group Discussion (men and women)

60.	Simon Elikana	Nyalikungu "A", Magu District
61.	Modestus M.K. Lwandobe	Nyalikungu "A"
62.	Mpungiji Methusela	Nyalikungu "A"
63.	Saidi Juma	Nyalikungu "A"
64.	Mgoma D. Sameke	Nyalikungu "A"

Focus Group Discussion (Children)

65.	Kulwa James	Nyalikungu "A"
66.	Anthony Ladislaus	Nyalikungu "A"
67.	Vaileth Ladislaus	Nyalikungu "A"
68.	Vumilia Mashauri	Nyalikungu "A"
69.	Vedastus Zacharia	Nyalikungu "A"

Annex VI

TOOLS USED IN THE ASSESSMENT

KEY INFORMANT TOOL I: MANAGEMENT/SENIOR LEVELS

This is a capacity assessment tool aimed at assessing the capacity gaps as well as future interventions/strategies for improving performance, visibility and ability of the DSW to fully implement its core functions. The tool is to be administered to the management of the DSW and the MoHSW, Commissioners, Assistant Commissioners, Director of Administration and Personnel, Other Directors, Chief Accountant and Chief Internal Auditor. Respondents are encouraged to respond to all the questions and where possible provide additional information that will add value to the capacity assessment process.

Section I: Technical Issues

- What do you understand to be the mandate and core function of the DSW? Is there a common vision? Mission? To what extent has the DSW performed in meeting its vision and mission? Does the MoHSW share this vision and mission?
- What would you say are the challenges you face with regards to the current approaches used in social welfare provisioning? What would you wish to see changed in the future?
- What can you tell us in terms of the visibility, publicity and profile of the DSW? How can these be improved? What role does management have in increasing the visibility of the DSW?
- Can you tell us the main technical capacity gaps in terms of delivering social welfare services? Is there capacity within the DSW to carry out its core functions such as the formulation of policy, guidelines, standard setting, supervision and M&E? How are these roles harmonized with other national processes? Processes within the MoHSW?
- What are the priorities in the DSW? How are they determined? Are they always in line with the core functions, vision and mission of the DSW?
- What role does Management play in the following:
 - o Forging partnerships with external actors
 - o Improving the image and profile of the DSW
 - o In ensuring quality, equity, access and delivery of social welfare services
 - o In determining the main strategies in social welfare provisioning
- How is the Department perceived by management? Are the sections operating independently or jointly? What is the relationship between the four sections of the DSW and how do these sections work together? Is there room for strengthening linkages between the sections?
- Are there specific issues in policy, regulations or guidelines or any other factor that limits/impedes the performance of the DSW? What are these issues and how can they be addressed by management?

Section II: Financial Issues

- Which mechanisms are in place for raising finances for the Department?
- Which new mechanisms can be employed for sourcing finances for the Department? Is the Department utilizing the fund it receives as planned?

Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate

- In the five years period, have there been any cases of monies returned to the government or development partners after the Department failing to use them?
- Do you consider the budget allocation for your unit adequate to enable fulfilment of functions and mandate? Where are the shortfalls common?
- Provide scenarios where the unit failed to fulfill its functions due to budgetary constraints.
- What are the challenges the Department faces in resource utilization?
- What has been the effect of decentralization in government resource allocation to DSW?
- What is the effect of National Policies such as MKUKUTA on resource allocation for DSW?
- What are the linkages between DSW budgeting and the whole Ministry of Health and Social Welfare?
- How does the Ministry of Health and Social Welfare support DSW in ensuring sufficient budget is allocated to the Department?
- In the context of overall national planning, how can DSW be supported further in order to fulfill more effectively its mandate and functions?
- How can the process of remitting funds released by Development Partners to DSW be expedited?

Section III: Human Resource Issues

- Would you please explain the recruitment process for the Department?
- How is it linked to job evaluation process?
- How are the staff trained?
- What type of staff development activities does the Department undertake?
- How is the Departmental strategic plan linked to individual work plans?
- Is there a performance evaluation process? If yes, how does it work?
- What determines staff promotion between seniority and performance?
- How would you describe communication levels between management and staff members, Department and ministry and Department and local government councils?
- Do you think there are enough employees in the Department? If yes or no, why?
- What do you think contributes to state of staffing in the Department?
- What is your opinion of the working environment and tools?
- How does the ministry process manpower requirements from the Department?
- What is the HR linkage between the ministry and local authorities?
- How is the Department involved in recruitment of social workers?

FINAL REPORT**Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate**

- Given that social workers mainly come from the University of Dar and Institute of Social Welfare, have there been any attempt to work with the institutes to design curriculum so that it addresses current challenges of social workers?
- How does the Ministry relate to the Department?
- What is the Ministry's position in view of equipping the Department with resources they may need?

Section IV: General Knowledge/Understanding**Sample Questionnaire**

Please take a few minutes to look at the table below and fill in the according to your views in accordance with the scale below:

Scaling

1	Excellent
2	Sufficient
3	Average
4	Poor
5	Can not Respond/Do not know

Issue	Scale	Comment/Reason
TECHNICAL ISSUES		
I understand the vision and Mission of the DSW		
I understand the core functions of the DSW		
DSW activities reflect the vision, mission and goals statement		
DSW functions have been decentralized		
DSW performance at local level is meeting the overall mission and goals		
DSW undertakes periodic strategic planning		
DSW aligns implementation plans to strategic plans, policies and guidelines		
DSW involves its Management and Staff in strategic planning		
Social Welfare Officers have a good understanding of the key concepts used by the DSW (for example, MVCs, children in conflict with the law, disability, elderly etc)		
SWO have a good understanding of their roles and responsibilities at both national and local levels		
Local Government Council has a good understanding of the key concepts used by the DSW(for example, MVCs, children in conflict with the law, disability, elderly etc)		
Management team provides overall direction to DSW strategic issues		
Management team is aware of key policies and guidelines		
Management team is well known by donors		
Management team understand the impact/effect of decentralization to social welfare provisioning		
Management has a good understanding of policy issues related to social welfare provisioning		
Management has an influential role in government		
The local councils understand their role in the provision of social welfare services		
Management has a wide knowledge in areas related to its core functions		

FINAL REPORT**Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate**

Issue	Scale	Comment/Reason
Management reflects commitment to carrying out the core functions		
Management is engaged in identifying priorities of the DSW		
DSW understands the role of stakeholders		
DSW engages communities and beneficiaries in implementing policies and programmes		
DSW has a clear feedback mechanism for receiving feedback from community members		
DSW is a member of local networks		
Donors and other partners have a shared understanding of the DSW Vision, Mission, Goals and Strategies		
The public/community is aware of the role of the DSW in social welfare provisioning		
Activities within the DSW are well coordinated (between the four units)		
DSW works closely with other Department/units within the MoHSW		
DSW collaborates with other government ministries		
DSW has developed policies in the past 5 years		
DSW has developed standards in the past 5 years		
DSW has developed guidelines in the past 5 years		
DSW has disseminated its guidelines to key stakeholders		
District based staff have the key policies and guidelines		
The public is aware of the DSW policies and guidelines		
The DSW research agenda is defined by all sections in the DSW		
Research findings are disseminated to all the sections of the DSW		
Research findings are disseminated to local councils		
DSW understands the critical role of research in formulation of policies, guidelines and standards		
DSW has conducted a review of the older policies and guidelines		
DSW develops awareness materials for the different target groups		
Community contributes to policy dialogue and formulation		
DSW has a strategy for public education		
DSW simplifies and disseminates information on amended and/or new policies		
Monitoring and Evaluation is undertaken regularly		
Stakeholders are engaged in the monitoring and evaluation process		
DSW has an active resource center		
DSW has the needed statistical data for planning and strategizing		
DSW regularly monitors implementation of the strategic plan		

FINAL REPORT**Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate**

Issue	Scale	Comment/Reason
DSW has mechanisms to monitor implementation of policies		
Monitoring results are used to review and make program adjustments where necessary		
HUMAN RESOURCES		
DSW has an organizational structure with clear reporting lines		
DSW has clearly demonstrated the linkages between the different positions and units in the organization		
DSW staff are (adequately)skilled and experienced		
DSW staff has information and documentation skills		
DSW staff has negotiating and communication skills; skills to mobilize resources		
DSW deploys staff correctly		
DSW has a system of identifying training needs for its staff		
DSW has on-going staff development plans for training staff		
DSW implements a human resources development plan		
FINANCIAL RESOURCES		
DSW has a broad funding base for its activities		
DSW has developed a clear fund-raising strategy to sustain its activities		
DSW has in-house capacity to fund raise		
DSW has an adequate a resource base (financial, time, personnel, transport and assets)		
DSW allocates adequate resources for its work (financial, time, personnel, transport, assets)		
All relevant staff participate in budgeting processes		
DSW appreciates the need for separate accounting for different donor interventions		
DSW is financially transparent to stakeholders		
Accounting practices are in line with fiscal policies and laws		
DSW prepares financial reports in a timely manner		
Management reviews and comments on financial reports		
DSW does not experience financial disbursement delays		
DSW has a fixed assets register in place		
DSW updates its assets register annually		

KEY INFORMANT TOOL II: MIDDLE LEVEL PROFESSIONAL STAFF

This is a capacity assessment tool aimed at assessing the capacity gaps as well as future interventions/strategies for improving performance, visibility and ability of the DSW to fully implement its core functions. The tool is to be administered to middle level staff and professionals including social welfare officers (at least 10), human resource officer, Legal Officer (Ministry), Training Officer, Accountants, Data Analyst, M&E officers, Policy and Planning Officers, Budgeting Officers, Human Resource Officers, Capacity Development Officer . Section I is to be filled out by all selected respondents while section II should be filled out by personnel in the financial and budgeting Departments (as the case requires). Section III and IV should be filled out by each respondent. Respondents are encouraged to respond to the questions and where possible provide additional information that will add value to the capacity assessment process.

Section I: Technical Issues

- What do you understand to be the mandate and core function of the DSW? Is there a common vision? Mission?
- What do you understand by the term Social Welfare? Do you understand the concepts used within the DSW? (e.g most vulnerable children, children in conflict with the law, elderly, etc)
- What would you say are the challenges with regards to the current approaches in social welfare provisioning? What would you wish to see changed in the future?
- What can you tell us in terms of the visibility, publicity and profile of the DSW? How can these be improved?
- Can you tell us the main technical capacity gaps in terms of delivering social welfare services?
- Is there capacity within the DSW to carry out its core functions such as the formulation of policy, guidelines, standard setting, supervision and M&E? What do you think are the main capacity gaps? How can these be addressed?
- What is the level of your engagement in planning processes within the DSW? How would you wish to see this in the future?
- How is the Department perceived by external actors? Are the sections operating working as a team? Is there room for strengthening linkages and teamwork between the sections?
- Are there specific issues in policy, regulations or guidelines or any other factor that limits/impedes the performance of the DSW? What are these issues and how can they be addressed by management?

Section II: Financial Issues

- Which are the sources of funding for the Department?
- How much has been the contribution of each source in the last 5 years?
- What is the percentage contribution of donors/development partners (external funding) to the DSW budget as compared to government funding?
- Is financial reporting done on time?
- Are resources utilized objectively to meet functions and mandate of DSW?
- What have been Auditor's queries on the Departments' financial reports and operations?

- Questions directed to staff in Budgeting unit
- Who is responsible for Planning and Budgeting for DSW?
- Who is responsible for bargaining and lobbying for DSW budget?
- What are the challenges faces by the Department in lobbying for budgets?
- What is the trend of annual Budgets (planned vs. allocated) for the DSW for the past 5 years?
- What has been the funds flow trend to the Department in the last 5 years?
- Are the budget allocations sufficient to support the Department in fulfilling its functions?
- What is the budget allocation per each unit within DSW?
- If the budget allocations are not sufficient, in which areas are the shortfalls common?
- Do funds arrive on time for implementation of planned activities?

Section III: Human Resource Issues

- Do you have a valid job description?
- Are you assigned tasks that commensurate with the type of training you have had?
- Do you find your supervisor supportive and approachable?
- How is your performance rated?
- Do you have working tools that you think you need to perform work effectively? If not, which tools do you think are lacking and why? What are the numbers and types of assets (motor vehicles, computers etc) owned by the DSW?
- What is the distribution of these assets within DSW?
- How conducive is your working environment?
- Do you have any needs for training? What are they and why?
- Are you challenged enough by what you do?
- What type of staff development activities have you been involved in?
- Is your individual work plan linked to the strategic plan?
- How is your performance evaluated?
- What determines staff promotion between seniority and performance?
- How would you describe communication levels between middle level staff members and management?
- What do you think contributes to state of staffing in the Department?
- What is your opinion of the working environment and tools?

FINAL REPORT*Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate***Section IV: General Knowledge/Understanding**

Please take a few minutes to look at the table below and fill in the according to your views in accordance with the scale below:

Scaling

1	Excellent
2	Sufficient
3	Average
4	Poor
5	Can not Respond/Do not know

Issues	Scale	Comment/Reason
TECHNICAL ISSUES		
I understand the vision and Mission of the DSW		
I understand the core functions of the DSW		
DSW functions have been decentralized		
DSW performance at local level is meeting the overall mission and goals		
DSW undertakes periodic strategic planning		
DSW aligns implementation plans to strategic plans, policies and guidelines		
DSW involves its Management and Staff in strategic planning		
Management team provides overall direction to DSW strategic issues		
Management team understand the impact/effect of decentralization to social welfare provisioning		
Management has a good understanding of policy issues related to social welfare provisioning		
Management has an influential role in the DSW		
The local councils understand their role in the provision of social welfare services		
Management has a wide knowledge in areas related to its core functions		
Management reflects commitment to carrying out the core functions		
Management engages staff in identifying priorities of the DSW		
DSW understands the role of stakeholders		
DSW engages communities and beneficiaries in implementing policies and programmes		
DSW has a clear feedback mechanism for receiving feedback from community members		
The public/community is aware of the role of the DSW in social welfare provisioning		
Activities within the DSW are well coordinated (between the four units)		
DSW works closely with other Department/units within the MoHSW		
DSW collaborates with other government ministries		
DSW has developed policies in the past 5 years		
DSW has developed standards in the past 5 years		
DSW has developed guidelines in the past 5		

FINAL REPORT**Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate**

Issues	Scale	Comment/Reason
years		
DSW has disseminated its guidelines to key stakeholders		
District based staff have the key policies and guidelines		
The public is aware of the DSW policies and guidelines		
The DSW research agenda is defined by all sections in the DSW		
Research findings are disseminated to all the sections of the DSW		
Research findings are disseminated to local councils		
DSW understands the critical role of research in formulation of policies, guidelines and standards		
DSW has conducted a review of the older policies and guidelines		
DSW develops awareness materials for the different target groups		
Community contributes to policy dialogue and formulation		
DSW has a strategy for public education		
DSW simplifies and disseminates information on amended and/or new policies		
Monitoring and Evaluation is undertaken regularly		
Stakeholders are engaged in the monitoring and evaluation process		
DSW has an active resource center		
DSW has the needed statistical data for planning and strategizing		
DSW regularly monitors implementation of the strategic plan		
DSW has mechanisms to monitor implementation of policies		
Monitoring results are used to review and make program adjustments where necessary		
HUMAN RESOURCES		
DSW has an organizational structure with clear reporting lines		
DSW has clearly demonstrated the linkages between the different positions and units in the organization		
DSW staff are (adequately)skilled and experienced		
DSW staff has information and documentation skills		
DSW staff has negotiating and communication skills; skills to mobilize resources		
DSW deploys staff correctly		
DSW has a system of identifying training needs for its staff		
DSW has on-going staff development plans for training staff		
DSW implements a human resources development plan		

Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate

Issues	Scale	Comment/Reason
FINANCIAL RESOURCES		
DSW has a broad funding base for its activities		
DSW has developed a clear fund-raising strategy to sustain its activities		
DSW has in-house capacity to fund raise		
DSW has an adequate a resource base (financial, time, personnel, transport and assets)		
DSW allocates adequate resources for its work (financial, time, personnel, transport, assets)		
All relevant staff participate in budgeting processes		
DSW appreciates the need for separate accounting for different donor interventions		
DSW is financially transparent to stakeholders		
Accounting practices are in line with fiscal policies and laws		
DSW prepares financial reports in a timely manner		
Management reviews and comments on financial reports		
DSW does not experience financial disbursement delays		
DSW has a fixed assets register in place		
DSW updates its assets register annually		

KEY INFORMANT TOOL III: LOCAL AUTHORITIES

This is a capacity assessment tool aimed at assessing the capacity gaps as well as future interventions/strategies for improving performance, visibility and ability of the DSW to fully implement its core functions. The tool is to be administered by local government authority officials as follows: District Executive Officer, Members of Local Government Council (3), Planning Officer, Community Development Officer, Social Welfare Officer, Accountants and Human Resource Officers. Section I is to be filled out by all selected respondents while section II should be filled out by the DED, personnel in the financial and budgeting Departments (as the case requires), Social Welfare Officers/Community Development Officers. Section III is to be filled out by Council members and the DED and section IV should be filled out by each respondent. Respondents are encouraged to respond to the questions and where possible provide additional information that will add value to the capacity assessment process.

Section I: Technical Issues

- What do you understand to be the mandate and core function of the DSW? Is there a common vision? Mission?
- What do you understand by the term Social Welfare? Do you understand the concepts used within the DSW? (e.g. most vulnerable children, children in conflict with the law, elderly, etc)
- What would you say are the challenges with regards to the current approaches in social welfare provisioning? What would you wish to see changed in the future?
- What can you tell us in terms of the visibility, publicity and profile of the DSW? How can these be improved?
- Can you tell us the main technical capacity gaps in terms of delivering social welfare services?
- Is there capacity within the DSW to carry out its core functions such as the formulation of policy, guidelines, standard setting, supervision and M&E? What do you think are the main capacity gaps? How can these be addressed?
- What is the level of your engagement in planning processes within the DSW? How would you wish to see this in the future?
- How is the Department perceived by external actors? Are the sections operating working as a team? Is there room for strengthening linkages and teamwork between the sections?
- Are there specific issues in policy, regulations or guidelines or any other factor that limits/impedes the performance of the DSW? What are these issues and how can they be addressed by management?

Section II: Financial Issues

- Where does the Social worker obtain funds for undertaking planned activities?
- Are funds obtained from DSW National level or funds are obtained from District council budgets?
- What is the status of working tools for Social Welfare Officers? Are they sufficient in number?
- What other financial related challenges pose an obstacle to social workers in fulfilling their mandate and functions?

Section III: Human Resource Issues

- How do you identify and employ social workers?
- How are their job descriptions designed, and how are they supervised?
- How does the Authority communicate with the Department/ministry on HR issues?
- How does the authority determine the level of resources/amount of resources to give social workers?
- What factors determine how many social workers to employ?

Section IV: General Knowledge/Understanding

Please take a few minutes to look at the table below and fill in the according to your views in accordance with the scale below:

Scaling

1	Excellent
2	Sufficient
3	Average
4	Poor
5	Can not Respond/Do not know

Issues	Scale	Comment/Reason
TECHNICAL ISSUES		
I understand the vision and Mission of the DSW		
I understand the core functions of the DSW		
DSW functions have been fully decentralized		
DSW performance at local level is meeting the overall mission and goals		
Social Welfare Officers are engaged in strategic planning at local government level		
Local Government aligns implementation plans to strategic plans, policies and guidelines provided by the DSW		
Local Government involves DSW in strategic planning (on social welfare issues)		
Management team at DSW provides overall direction to local government on social welfare matters		
Management team at local government level understands the impact/effect of decentralization to social welfare provisioning		
Management team at local government level has a good understanding of policy issues related to social welfare provisioning		
Management prioritizes Social Welfare Issues in plans and strategies		
The local councils understand their role in the provision of social welfare services		
Local Government Management reflects commitment to carrying social welfare provisioning		

Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate

Issues	Scale	Comment/Reason
DSW understands the role of stakeholders in social welfare provisioning		
Local Government engages communities and beneficiaries in implementing social welfare policies and programmes		
Local Government has a clear feedback mechanism for receiving feedback from community members on issues of social welfare provisioning		
The public/community is aware of the role of the local government in social welfare provisioning		
Social Welfare Officers/ Community Development Officers work closely with other Department/units at local government level		
DSW disseminates policies, guidelines and standards to districts/local authorities		
DSW has disseminated its guidelines to key stakeholders at community level		
District based staff have the key policies and guidelines		
The community is aware of the social welfare policies and guidelines		
Research findings are disseminated to stakeholders at district level		
Research findings are disseminated to local councils		
DSW develops awareness materials for the community		
Community contributes to policy dialogue and formulation		
Local Government has a strategy for public education on social welfare issues		
Monitoring and Evaluation of social welfare provisioning is undertaken regularly		
HUMAN RESOURCES		
DSW has clearly demonstrated the linkages with local government		
Social Welfare Officers/Community development Officers are (adequately)skilled and experienced		
Community Development Officers have information and documentation skills		
Local Government deploys social welfare staff in collaboration with DSW		
DSW has a system of identifying training needs for its local government based staff		
DSW has on-going staff development plans for training staff		
FINANCIAL RESOURCES		
DSW has a broad funding base for its activities		
Adequate funds are allocated to Social work unit at the Local Government Authority level to enable execution of responsibilities		
Social workers are involved in Resource mobilization initiatives for Social welfare activities at Local Government Authority level		

Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate

Issues	Scale	Comment/Reason
DSW has developed a clear fund-raising strategy to sustain its activities		
DSW has in-house capacity to fund raise		
DSW has an adequate a resource base (financial, time, personnel, transport and assets)		
DSW allocates adequate resources for its work (financial, time, personnel, transport, assets)		
All relevant staff participate in budgeting processes		
DSW appreciates the need for separate accounting for different donor interventions		
DSW conducts regular audits with external registered accounting firms.		
DSW is financially transparent to stakeholders		
Accounting practices are in line with fiscal policies and laws		
DSW prepares financial reports in a timely manner		
Management reviews and comments on financial reports		
DSW does not experience financial disbursement delays		
DSW updates its assets register annually		

KEY INFORMANT TOOL IV: DEVELOPMENT PARTNERS AND CSOs

This is a capacity assessment tool aimed at assessing the capacity gaps as well as future interventions/strategies for improving performance, visibility and ability of the DSW to fully implement its core functions. The tool is to be administered by development partners and CSOs (national, international and those operating at district level). Respondents are encouraged to respond to the questions and where possible provide additional information that will add value to the capacity assessment process.

Section I: Technical Issues

- What do you understand to be the mandate and core function of the DSW? vision? Mission?
- What do you understand by the term Social Welfare? How well do you understand the concepts used within the DSW? (e.g. most vulnerable children, children in conflict with the law, elderly, etc)
- What would you say are the challenges with regards to the current approaches in social welfare provisioning? What would you wish to see changed in the future?
- What can you tell us in terms of the visibility, publicity and profile of the DSW? How can these be improved?
- Can you tell us the main technical capacity gaps in terms of delivering social welfare services?
- In your opinion, is there capacity within the DSW to carry out its core functions such as the formulation of policy, guidelines, standard setting, supervision and M&E? What do you think are the main capacity gaps? How have these gaps affected your work?
- What is the level of your engagement in planning processes within the DSW? How would you wish to your role in the future? What is the level of community engagement?
- How do you perceive the DSW? Do you know all the sections in the DSW and what they are doing?
- Are there specific issues in policy, regulations or guidelines or any other factor that limits/impedes the performance of the DSW? What are these issues and how can they be addressed?
- What is your opinion regarding the development partner/CSO relationship with DSW?
- What do you think can be done to raise the profile of DSW among development partners and CSOs?

Section II: Financial Issues

- What do you think have been the implications of decentralization in terms of funding for social welfare provisioning?
- To what extent has your organization/institution been supporting the work of the DSW?
- What are the procedures to be followed by DSW in soliciting funds/support from partners?
- What is the process through which funds are transferred from the DP to DSW? (*where applicable*) What has been the trend of funds flow from your organization to DSW for the past five (5) years? How do you assess the use of these resources?
- Is your organization providing technical support to the DSW? What is the nature of this support? Is how will it be sustained?

Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate

- What can you say about the impact/outcome of your support (whether financial, technical, collaborative) to social welfare? How can it be improved /strengthened?
- In your opinion, is DSW effectively utilizing funds it receives from donors in fulfilling its mandate and functions?
- What is the DSW funds utilization rate? (Are there cases of unutilized funds returned to you as a donor? *(where applicable)*)
- Does the DSW adequately meet the reporting requirements?
- Is there sufficient transparency and sharing of information between the DSW and partners (CSOs and donors)?
- What strategies should DSW employ in order to succeed in resources mobilization from DPs?

Section III: Human Resource Issues

- What would you say are the main human resource gaps in the DSW?
- How do you rate the performance of social welfare workers?
- Are you likely to provide support in the area of human capacity development in the near future? Have you provided support in this area before? What type of staff development activities have you been involved in?
- Are you likely to provide support in terms of facilities? Have you provided this kind of support before?
- In your opinion, do you think that the DSW needs to train its staff? In what areas and why?

Section IV: General Knowledge/Understanding

Please take a few minutes to look at the table below and fill in the according to your views in accordance with the scale below:

Scaling

1	Excellent
2	Sufficient
3	Average
4	Poor
5	Can not Respond/Do not know

Issues	Scale	Comment/Reason
TECHNICAL ISSUES		
I understand the vision and Mission of the DSW		
I understand the core functions of the DSW		
DSW functions have been decentralized		
DSW performance at local level is meeting the overall mission and goals		
DSW involves partners in strategic planning		
The local councils understand their role in the provision of social welfare services		
Local government reflects commitment to carrying out the core functions		
DSW reflects commitment to carrying out the core functions		

FINAL REPORT**Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate**

Issues	Scale	Comment/Reason
DSW engages partners in identifying priorities of the DSW		
DSW appreciates the role of other actors in the provisioning of social welfare services		
DSW has a clear feedback mechanism for receiving feedback from partners		
The public/community is aware of the role of the DSW in social welfare provisioning		
Activities within the DSW are well coordinated		
DSW works closely with other partners		
DSW collaborates with other government ministries		
DSW has disseminated its guidelines to key stakeholders		
District based staff have the key policies and guidelines		
The public is aware of the DSW policies and guidelines		
The DSW research agenda is defined in collaboration with partners		
Research findings are disseminated to all the key partners		
Research findings are disseminated to local councils		
DSW develops and disseminates awareness materials for community members and partners		
Community has the capacity contributes to policy dialogue and formulation on issues of social welfare		
DSW has a workable strategy for public education		
Monitoring and Evaluation is undertaken in collaboration with partners		
Partners actively uses the resource center at DSW		
HUMAN RESOURCES		
Partners have a good understanding of the DSW organizational structure and reporting lines		
DSW staff are (adequately)skilled and experienced		
DSW staff has information and documentation skills		
DSW staff have negotiating and communication skills; skills to mobilize resources		
DSW has sufficient staff at local levels		
FINANCIAL RESOURCES		
DSW has a broad funding base for its activities		
DSW is dependent on external funding		
There are obvious resource and budgetary gaps in the DSW		
Partners have developed a funding strategy with DSW		
DSW has in-house capacity to fund raise		

FINAL REPORT**Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate**

Issues	Scale	Comment/Reason
DSW allocates adequate resources for its work (financial, time, personnel, transport, assets)		
DSW appreciates the need for separate accounting for different donor interventions		
DSW uses its resources to implement activities in collaboration with partners (CBOs/CSOs).		
DSW is financially transparent to stakeholders		

KEY INFORMANT TOOL V: TRAINING INSTITUTIONS

This is a capacity assessment tool aimed at assessing the capacity gaps as well as future interventions/strategies for improving performance, visibility and ability of the DSW to fully implement its core functions. The tool is to be administered by training institutions that provide social welfare workers. Respondents are encouraged to respond to the questions and where possible provide additional information that will add value to the capacity assessment process.

Section I: Technical Issues

- What do you understand to be the mandate and core function of the DSW? vision? Mission?
- What do you understand by the term Social Welfare? How well do you understand the concepts used within the DSW? (e.g most vulnerable children, children in conflict with the law, elderly, etc)
- What would you say are the challenges with regards to the current approaches in social welfare provisioning? How does the curriculum in your institution address these challenges? What would you wish to see changed in the future?
- What can you tell us in terms of the visibility, publicity and profile of the DSW? How can these be improved?
- Can you tell us the main technical capacity gaps in terms of delivering social welfare services?
- In your opinion, is there capacity within the DSW to carry out its core functions such as the formulation of policy, guidelines, standard setting, supervision and M&E? What do you think are the main capacity gaps? How have these gaps affected your work?
- What do you think can be done to raise the profile of DSW among development partners and CSOs?
- To what extent has your organization/institution been responding to challenges related to decentralization as far as the role of social welfare officers is concerned?

Section II: Financial Issues

- What do you think have been the implications of decentralization in terms of funding for social welfare provisioning?
- Do you get any kind of financial support for courses on social welfare?
- Is your organization providing any kind of technical support to the DSW? What is the nature of this support?
- What can you say about the impact/outcome of your support (whether financial, technical, collaborative) to social welfare? How can it be improved /strengthened?
- What strategies should DSW employ in order to succeed in resources mobilization for social welfare services?

FINAL REPORT**Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate****Section III: Human Resource Issues**

- What would you say are the main human resource gaps in the DSW?
- How do you rate the performance of social welfare workers at central and district levels?
- In your opinion, do you think that the DSW needs to upgrade the skills/knowledge of its staff? In what areas and why?
- How is the syllabus for social welfare studies designed?
- How often is the syllabus revised?
- Is there a mechanism for the institute to receive feedback from its graduates on the challenges they face after leaving college and use it to improve the quality of syllabus?
- If approached, and if the current syllabus is not equipping graduates with the type of knowledge and skills that help them to manage challenges in society, could you design a syllabus that is more responsive? What would you need in terms of support to make this happen?

Section IV: General Knowledge/Understanding

Please take a few minutes to look at the table below and fill in the according to your views in accordance with the scale below:

Scaling

1	Excellent
2	Sufficient
3	Average
4	Poor
5	Can not Respond/Do not know

Issues	Scale	Comment/Reason
TECHNICAL ISSUES		
I understand the vision and Mission of the DSW		
I understand the core functions of the DSW		
DSW functions have been decentralized		
DSW performance at local level is meeting the overall mission and goals		
DSW involves partners in strategic planning		
The local councils understand their role in the provision of social welfare services		
Local government reflects commitment to carrying out the core functions		
DSW reflects commitment to carrying out the core functions		
DSW engages partners in identifying priorities of the DSW		
DSW appreciates the role of other actors in the provisioning of social welfare services		
DSW has a clear feedback mechanism for receiving feedback from training institutions regarding upgrading of curriculum or curriculum development issues		
DSW has disseminated its guidelines to training institutions		
Training institutions are aware of the DSW policies and guidelines		

Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate

Issues	Scale	Comment/Reason
The DSW research agenda is defined in collaboration with training institutions		
Research findings are disseminated to training institutions		
Training institutions get the opportunity to contribute to policy dialogue and formulation on issues of social welfare		
Training institutions actively use the resource center at DSW		
HUMAN RESOURCES		
DSW staff are (adequately)skilled and experienced		
DSW staff has information and documentation skills		
DSW staff have negotiating and communication skills; skills to mobilize resources		

FOCUS GROUP GUIDE: MEN

This focus group guide will be administered by the consultants/consultant as facilitator. Participants in the focus groups will be obtained from a list of beneficiaries of social welfare services at local council level. The guide is intended to solicit general information regarding the management of social welfare services at local level. Participants should not be less than six and not more than 12. Discussions should not exceed one hour. The consultant (s) should start by introducing the subject and the team and welcome participants to introduce themselves. Discussions will be informal and will not follow any particular order. All participants should be encouraged to actively participate in the discussion.

Guiding questions:

What do you understand by the term social welfare provisioning? Is it a right?
A privilege? Do you understand the social welfare provisioning services well?

How efficient do you think the social welfare officers are in providing social services for men? Do you feel that the services provided are sufficient? If yes why and if not why not? What changes would you like to see?

How comfortable are you with terminologies used in social welfare provisioning? Do you understand them well? *(Give examples)*

What would you say are the key challenges related to social welfare provisioning for men? How can these challenges be addressed?

Do you think that you are adequately engaged in activities of social welfare officers? How? Why? If not, how do you wish to be engaged?

FOCUS GROUP GUIDE: WOMEN

This focus group guide will be administered by the consultants/consultant as facilitator. Participants in the focus groups will be obtained from a list of beneficiaries of social welfare services at local council level. The guide is intended to solicit general information regarding the management of social welfare services at local level. Participants should not be less than six and not more than 12. Discussions should not exceed one hour. The consultant (s) should start by introducing the subject and the team and welcome participants to introduce themselves. Discussions will be informal and will not follow any particular order. All participants should be encouraged to actively participate in the discussion.

Guiding questions:

What do you understand by the term social welfare provisioning? Is it a right?
A privilege? Do you understand the social welfare provisioning services well?

How efficient do you think the social welfare officers are in providing social services for women? Do you feel that the services provided are sufficient? If yes why and if not why not? What changes would you like to see?

How comfortable are you with terminologies used in social welfare provisioning for women? Do you understand them well? *(Give examples)*

What would you say are the key challenges related to social welfare provisioning? How can these challenges be addressed?

Do you think that you are adequately engaged in activities of social welfare officers? How? Why? If not, how do you wish to be engaged?

FOCUS GROUP GUIDE: CHILDREN

This focus group guide will be administered by the consultants/consultant as facilitator. Participants in the focus groups will be obtained from a list of beneficiaries of social welfare services at local council level as well as those who have not benefited from social welfare services. The guide is intended to solicit general information regarding the management of social welfare services at local level. Participants should not be less than six and not more than 12. Discussions should not exceed one hour. The consultant (s) should start by introducing the subject and the team and welcome participants to introduce themselves. Discussions will be informal and will not follow any particular order. All participants should be encouraged to actively participate in the discussion.

Guiding questions:

What do you understand by the term social welfare provisioning? Is it a right?
A privilege?

How efficient do you think the social welfare officers are in providing social services for children? Do you feel that the services provided are sufficient? If yes why and if not why not? What changes would you like to see?

How comfortable are you with terminologies used in social welfare provisioning for children? Such as most vulnerable children? Do you understand them well?

What would you say are the key challenges related to social welfare provisioning for children? How can these challenges be addressed?

Do you think that you are adequately engaged in activities of social welfare officers? How? Why? If not, how do you wish to be engaged?

FOCUS GROUP GUIDE: SOCIAL WELFARE OFFICERS

This focus group guide will be administered by the consultants/consultant as facilitator. Participants in the focus groups will be obtained from the DSW and local councils in Dar es Salaam. The guide is intended to solicit general information regarding the management of social welfare services at central and local level. Participants should not be less than six and not more than 12. Discussions should not exceed one hour. The consultant (s) should start by introducing the subject and the team and welcome participants to introduce themselves. Discussions will be informal and will not follow any particular order. All participants should be encouraged to actively participate in the discussion.

Guiding questions:

What do you understand by the term social welfare provisioning? Is it a right?
A privilege? How? Why?

How comfortable are you with terminologies used in social welfare provisioning such as most vulnerable children? Do you understand them well?

What would you say are the key challenges related to social welfare provisioning for children, women and men? How can these challenges be addressed?

What is your opinion regarding the use of new approaches to social welfare provisioning? What do you see as the advantages/strengths? Disadvantages /weaknesses? How can the Department deal with these weaknesses?

How effectively can you engage women, men and children in social welfare provisioning? What would this require?

What is the status of working tools? Are they sufficient in number?

What main challenges pose an obstacle to social workers in fulfilling their mandate and functions?

FINAL REPORT**Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate**

**CAPACITY ASSESSMENT OF THE DEPARTMENT OF SOCIAL WELFARE
ACTION PLAN**

Issue/Capacity Gap	Proposed Actions	Outcome/Measure of Success	Resources	Responsible
Organizational Structure needs to be revisited to reflect current practice	Table the proposed new structure to Ministerial Management Team for discussion Discuss role of boards and re-evaluate their functions	❖ Increased visibility of the department ❖ Improved representation of DSW to Higher level structures in the MoHSW	❖ Professional Expertise (individuals within MoHSW)	❖ Key Sections in the DSW ❖ MoHSW Management Team and Staff – Key Actor ❖ HR Section, MOHSW PMO-RALG ❖ President's Office ❖ Development partners
Boards under the DSW are in effective and some are implementing roles that could otherwise be implemented by district levels	Re-evaluate role of boards	❖ Role of boards is reviewed, evaluated and clearly stipulated	❖ Professionals within the Ministry	❖ Key Sections in the DSW ❖ MoHSW Management Team and Staff – Key Actor ❖ HR Section, MOHSW PMO-RALG ❖ President's Office
Minimal Understanding of the role of the DSW by partners and the MoHSW	❖ Develop Communication Strategy ❖ Undertake a training session for all staff of the MoHSW on the linkages between Social Welfare and Health	❖ Increased knowledge about the role of the DSW ❖ Increased linkages between social welfare and health at national and local levels	❖ Key Sections in the DSW ❖ MoHSW Management Team ❖ Financial resources ❖ Expertise (in developing a profile)	❖ Key Sections in the DSW ❖ MoHSW Management Team ❖ Development partners ❖ Financial resources ❖ MPs and other actors Expertise (in developing a profile)
The slow speed of decentralization including the lack of local government capacity to effectively address social welfare issues	❖ Take stock of ongoing decentralization process and how Social welfare issues are affected ❖ Evaluate mainstreaming of Social Welfare Issues at DSW ❖ Disseminate findings of the assessment and outline priorities ❖ Build capacity of local government council and DED	❖ Effective implementation of Social welfare policies, guidelines, legislation at local government level	❖ Professional Expertise (assessment, capacity building) ❖ MoHSW management team ❖ Financial resources	❖ Key Sections in the DSW ❖ MoHSW Management Team and Staff – Key Actor ❖ HR Section, MOHSW PMO-RALG ❖ Local Councils ❖ Development partners

FINAL REPORT**Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate**

Issue/Capacity Gap	Proposed Actions	Outcome/Measure of Success	Resources	Responsible
Capacity of DSW staff to assess and develop tools, research, document and train is limited	❖ Train on ability to review, develop, update, document and amend existing legislation, guidelines, tools ❖ Strengthen research unit	❖ Updated instruments to address social welfare issues ❖ Increased capacity to develop needed tools ❖ Improved and organized research unit - Increased knowledge and skills in research and analysis	❖ Professional Expertise ❖ Financial resources	❖ Key Sections in the DSW ❖ MoHSW Management Team and Staff – Key Actor ❖ PMO- RALG ❖ Local Councils ❖ Development partners
Insufficient monitoring and evaluation capacity Insufficient coordination partners	❖ Training, review, develop, update, document and amend existing legislation, guidelines, tools ❖ Establish and strengthen coordination unit	❖ Increased capacity to perform core functions ❖ Reviewed/revised legislation, guideline, tools ❖ Improved research and analysis	❖ Professional Expertise ❖ Key Sections in the DSW ❖ Financial resources	❖ Key Sections in the DSW ❖ MoHSW Management ❖ PMO- RALG ❖ Local Councils ❖ Development partners
Establishment of Financing Gap	❖ The Department and MOHSW need to determine the existing financial capacity gap after considering expected government funding and development partners commitments	❖ Expected government funding for DSW known ❖ Development partners commitments to support DSW activities known - DSW Financial capacity gap established	❖ Key sections in DSW ❖ MOHSW	❖ DSW Management, finance and accounts staff ❖ MOHSW Finance and Planning units
Capacity for resource mobilization is limited		❖ Increased capacity to prepare proposals ❖ Increased ability to lobby and advocate for resources - Increased resources mobilized	❖ Professional Expertise ❖ Key Sections in the DSW ❖ Financial resources	❖ Key Sections in the DSW ❖ MoHSW Management ❖ PMO- RALG ❖ Local Councils ❖ Ministry of Finance

FINAL REPORT**Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate**

Issue/Capacity Gap	Proposed Actions	Outcome/Measure of Success	Resources	Responsible
Unequal distribution of resources across the MoHSW and the sections within the department	❖ Develop guidelines to guide planning and budgeting for the departmental sections. Guidelines should ensure equity in distribution at central and local government levels	❖ Distribution of resources based on consensus, need and equity	❖ Key Sections in the DSW ❖ MoHSW Management Team ❖ Ministry of Finance ❖ Financial resources ❖ Expertise (in guiding development of guideline)	❖ Key Sections in the DSW ❖ MoHSW Management ❖ PMO- RALG ❖ Local Councils ❖ Ministry of Finance
Limited understanding among staff of their roles and responsibilities at central and local levels and low morale and motivation	❖ Undertake induction workshops for all newly recruited employees ❖ Prepare and distribute work guidelines and operation manuals ❖ Undertake regular activities that build team work including sharing knowledge ❖ Ensure use of OPRAS and organise staff motivation events	❖ Increased capacity to function and deliver	❖ Key Sections in the DSW ❖ MoHSW Management Team ❖ Financial resources ❖ Expertise (in guiding development of guideline)	❖ Key Sections in the DSW ❖ MoHSW Management ❖ Local Councils

FINAL REPORT**Capacity Assessment of the Department of Social Welfare to fulfill and deliver its core functions and mandate**

Issue/Capacity Gap	Proposed Actions	Outcome/Measure of Success	Resources	Responsible
Relationship between the MoHSW and social welfare training institutions needs to be improved	❖ Involve the institutions in planning and development of instruments and tools ❖ Undertake meetings with institutions at least twice a year to discuss social welfare and health issues, curriculum and quality of instruments ❖ Ensure participation of the department in curriculum review and situation analysis	❖ Improved relations between the Ministry and training institutions ❖ Improved integration of social welfare and health issues ❖ Increased relevance and applicability of curriculum for social welfare officers	❖ Key Sections in the DSW ❖ MoHSW Management Team ❖ Training Institutions	❖ Key Sections in the DSW ❖ MoHSW Management Team ❖ Training Institutions
Supply of Social Welfare Officers limited and unequal distribution of social welfare officers at local levels	❖ Sponsor individuals to undertake social welfare courses ❖ Increase budget for recruitment and staff motivation for staff at local council level	Increased number of social welfare officers at district levels	❖ Key Sections in the DSW ❖ MoHSW Management Team ❖ Financial resources ❖ District Council Planning and Budgeting Sections	❖ Key Sections in the DSW ❖ MoHSW Management Team ❖ PMO- RALG ❖ District Councils ❖ Training Institutions

