



Government of Zimbabwe

Zimbabwe Initiation Plan

Project Title Preparatory support towards modernising the Zimbabwe Public Sector to Support Service Delivery and Economic Recovery

Expected UNDAF/CPD Outcome(s): Key public sector institutions have improved capacity to mobilize, manage and account for resources effectively for quality service delivery.

UNDP Strategic Plan: Signature solution 1. Keeping people out of poverty; Signature solution 2. Strengthen effective, inclusive and accountable governance; Signature solution 6. Strengthen gender equality and empowerment of women and girls.

UNDP Strategic Plan Outcomes: SP Outcome 1-Advance poverty reduction in all its forms and dimensions SP Outcome 2-Accelerate structural transformation for sustainable development

National Vision 2030

Transitional Stabilisation Programme

Initiation Plan Start/End Dates: 1 May 2019 – 31 December 2019

Implementing Partner: Public Service commission

Responsible Parties: Office of President and Cabinet and Ministry of Finance and Economic Development

Programme Period:	May – December 2019	Total resources required	TBA
Atlas Project Number:	_____	Total allocated resources:	\$307 000
Atlas Output ID:	_____	• Regular	_____
Gender Marker:	2	• Other:	_____
		○ Donor	_____
		○ Donor	_____
		○ Government	In-Kind
		Unfunded budget:	_____
		In-kind Contributions	_____

Brief Description

Public Sector reforms and modernisation is a key pillar of the Government of Zimbabwe's development trajectory anchored in the Constitution, Vision 2030 and the Transitional Stabilisation Programme. Public sector reforms have become a key imperative for the country's economic reform and transformational agenda. As part of UNDP's commitment to sustainable and inclusive democratic and economic development, the Zimbabwe Country Office seeks to initiate a project to support the efforts of the government on modernisation and transformation of the public sector, so it can efficiently and effectively support service delivery to the citizens and economic reforms. As part of the broad roadmap towards achieving economic and governance reforms, the government of Zimbabwe has prioritised introduction of changes to the public sector which include, right-sizing of the civil service, modernisation, retooling, reskilling and capacity development of the Public Service Commission and all government Ministries and departments so they align to the new ethos and culture of doing business under the new government. This 10-month long project is designed to support the immediate needs of the sector and facilitating and developing partnerships for a more comprehensive long-term support to the sector. In the short term, the UNDP CO will provide capacity support to strategic core government institutions and mechanisms required for strengthening the basic functionality of the public administration. Support will be provided for the strengthening of the coordination of the three lead institutions in public sector reform which are OPC, PSC and Ministry of Finance and Economic Development. Essentially, the project seeks to establish a leaner, performance oriented, well-motivated, modern and efficient civil service that delivers high quality services to its clients in a timely, transparent and cost-effective manner.

Agreed by UNDP:



Georges van Montfort
4/6/19

I. PURPOSE AND EXPECTED OUTPUT

Background & Purpose

The remarkable developments – political, social, economic and technological – that have occurred in the recent years, have placed immense demands on the State, public administration and civil service structures and systems around the world. As the development and other challenges facing governments around the world multiply and become more complex, the role of a well-functioning public administration has grown to be ever more important. Zimbabwe has not been spared of the complex web of challenges and opportunities and yet more importantly, the country is at a critical juncture in its political and economic history following the political transition of November 2017, which saw a change in the Head of State for the first time in 37 years and gradual opening of the democratic space. The changes in the political sphere catalyzed a transitional process where the new government has been seeking to re-engage fully with the international community, attract foreign direct investment (FDI), and restore confidence in politics, governance and the economy of the country. Following the July 30 elections and the swearing-in of the country's new president on August 26, 2018, an ambitious program of reforms was announced including government's calls for strengthening democracy, respect for the Constitution and opening the country for investment and pursuing equitable economic growth. The political transition has provided strategic opportunities for economic recovery, strengthening of foundations for democracy while addressing pressing social and service delivery challenges. The opening of space for citizen engagement has led to the amplification of voices and engagement on national issues with a push for consensus building at both vertical and horizontal levels.

Following the election of July 2018, government launched its new development plan, the Transitional Stabilisation Programme which outlines the vision of government for economic corporate and governance reforms to facilitate growth and development. One of the key issues outlined in the TSP is the strengthening of state institutions so that they can effectively and efficiently deliver on programmes and services to the citizens. The Public Service Commission is one such institutions that is tasked with increasing quality of service delivery through its work with the whole of civil service from both central and local government. As international practice suggests (Singapore, Germany, UK, Republic of Korea, Malaysia, Japan, France, India, US and others) institutional reforms of public sector management and increasing quality of the public administration are pre-requisites for implementing successful economic reforms and ensuring competitiveness of a country at the global market. In other words, the quality of public institutions alongside with developing market relationships can have significant positive impacts on social and economic development of a country.

Section 194 of the Zimbabwe Constitution provides for some basic values and principles governing public administration in the country and these include:

- (a) that high standards of professional ethics be promoted and maintained;
- (b) efficient and economical use of resources must be promoted;
- (c) public administration must be development-oriented;
- (d) services must be provided impartially, fairly, equitably and without bias;
- (e) people's needs must be responded to within a reasonable time, and the public must be encouraged to participate in policy-making;
- (f) public administration must be accountable to Parliament and to the people;

The Transitional Stabilisation Programme (TSP) places huge emphasis on key governance reforms that are foundational to enabling economic growth and realization of the fundamental rights for the citizens. Challenges negatively impacting Civil Service Performance identified in the TSP and the Transitional Think Tank Report include among others, 1) line Ministries, departments and agencies that operate in silos 2) lack of coherence in policy formulation and implementation 3) bloated public sector 4) Inadequate public administration capacities to execute or implement policy at the central and sectoral levels 5) Corporate governance deficiencies across some public sector entities 6) Fragmentation, overlap of mandates, poor policy coherence among Government Departments

With the clear recognition and acknowledgement that successful public sector modernization and reforms requires strong institutional coordination mechanisms between and among institutions in government, this project will have dedicated support towards the tripartite core-team of the Public Service Commission, the Office of President and Cabinet and the Ministry of Finance and Economic Development. Given the comprehensive nature of the envisaged reforms these institutions will be key in cohesively driving the reform process.

The UNDP proposes to deploy its local, regional and global knowledge and expertise on public sector reform and modernisation and provide strong technical support and guidance for implementation of immediate, medium- and long-term reform programming. Through its integrator role and mandate, UNDP will provide bring together development partners through a platform at technical and policy levels to support modernisation agenda in response to government needs and priorities.

Result Areas and Expected Outputs

In February and March 2019, UNDP deployed an expert mission to Zimbabwe to support a rapid mapping and assessment of the immediate, medium and long term needs of the Government of Zimbabwe on public sector modernisation and reform. Key consultations and discussions were held with the PSC, OPC, Ministry of Finance, development partners and UN Agencies. Based on the discussions, the following key areas of support were identified; *1. Strengthen inter-institutional coordination mechanisms between OPC-PSC-MOFED 2. Immediate capacity injection for the PSC through deployment of senior-level advisory support and technical assistance, support to Strategic Communications, 3.PSC Capacity mapping in line with the new Strategic Plan and structure 4) Provision of critical office resources and ICT tools 5) Support PSC led functional review of critical public sector capacity gaps pivotal to the TSP implementation in key sectors*

The initiation plan provides a framework for responding to immediate needs and for the development of a framework for a fully-fledged programme in the sector. As such, the project will have the following results and outputs:

Result 1: Strengthened inter-institutional coordination mechanisms between OPC-PSC-MOFED for delivery of public sector reforms: Cognisant of the critical mandate of each of the of the tripartite institutions and their roles in driving public sector modernization and reforms, in the immediate term, the project will support strategic policy and technical Level strategizing meetings and forums on shared vision, roles, responsibilities and joint accountability for PSR including setting up of joint tripartite Steering Committee of OPC-PSC-MOFED. Through joint strategizing, implementation and accountability, these key institutions will lead the rest of government ministries and departments and drive the vision for a more effective and efficient public service in line with the TSP and Vision 2030. In strengthening inter-institutional coordination, the project will provide opportunities for policy and technical members of the three institutions to be exposed to learning opportunities from other countries on options for effectively driving a comprehensive Public Sector Reform process but also for effective coordination, delineation of responsibilities and removal of overlaps and duplications. Through its global networks, UNDP will provide positive experiences from other countries. Focused Strategic Leadership, Policy and Partnerships is a key result in the immediate, medium and long term.

The two main outputs that will be delivered under this result area are:

- **Output 1:** Strategic Government Paper and position on public sector reforms and modernisation outlining and delineating the mandates, roles responsibilities and accountability of the OPC, PSC and MOFED
- **Output 2:** Structured technical comprehensive Concept Note and Road Map on PSR with clear prioritisation and sequencing of initiatives and results

Result 2: Enhanced capacity of Public Service Commission to drive PSR: As encapsulated in the Constitution, Vision 2030 and the TSP, the Public Service Commission is tasked to facilitate the transformation of the public administration system including guiding and enabling line ministries, departments and agencies. The reform of the public service is pivotal to the transformation of Zimbabwe to an industrialized, knowledge based, upper middle-income country. A well-functioning, effective, efficient, and de-politicized administration is a fundamental need for democratic governance. Public administration reform should result in enhancing accountability, responsibility, and improving services to citizens and the private sector. Modern public administration is characterized by two principles: i) new ways of public management, and ii) good governance. Particular emphasis within these two good governance principles lies with public administration capacity building for policy development, the need for cooperation and coordination between citizens, and local and central level authorities.

With a newly developed and adopted Strategic Plan, the Public Service Commission in Zimbabwe has gone through a process of revisioning its role in steering and superintending the much-needed reforms in the public sector. The new Strategic Plan has put in place a new comprehensive structure which will enable it to effectively execute its mandate. In light of this development, the project will support the Public Service Commission to carry out a job evaluation exercise that will result in personnel deployed in strategic positions to drive PSR. Through the strategic application of technical advisory services including experts and government to government learning, the capacities of the PSC will be enhanced to lead the Human Resources aspects of the reforms and modernization.

Support will be provided for key basic office needs including support for ICT, media & communication and senior level advisory capacity on PSR. The project will set the pace for the expected standard of modernization through an interlinked Human Resources Information Management HRIMS rolled out to ministries and departments and decentralized to provincial and district levels. Optimizing information technology as a tool for improving strategic planning and management of human resources is a key strategic intervention in the realm of public Sector reforms and the linked and decentralized HRIMS will enhance transparency and supports personnel planning and strategic planning of human resources in the civil service

The main outputs that will be delivered under this result area is:

Output 3: A new structure for the Public Service Commission implemented in line with the Strategic Plan.

Output 4: Human Resources Information Management system linked to line ministries and provincial and district offices

Output 5: Enhanced communication between PSC, civil servants and the citizens on PSR through appropriate and IT enabled platforms to build trust and confidence and to enhance accountability

Output 6: Comprehensive technical documents on PSC role and work in driving PSR based on sound technical high-level advisory.

Result 3: Enhanced capacity of identified critical service-oriented ministries or departments in absorbing critical public sector reform and modernization initiatives:

The delivery of the national goals and ideals as contained in the Vision 2030 and the PSP is highly dependent on the capacity of various key ministries and departments to deliver on their mandates in an efficient and effective manner. In the long-term, the success of the public sector modernization and reform is predicated on the ability of critical service delivery sector to transform, absorb and fully implement the initiatives. In order to achieve the above result, the project will support the PSC to led functional review of critical public sector capacities pivotal to the TSP implementation in key sectors. Strategic management of selected and prioritized civil service sectors will be enhanced through support to development of strategic plans, ministerial functional reviews conducted, roles and responsibilities of organizational structures clarified, staffing plans developed, capacity development action plans developed and strengthened capacity of civil service management issues and roles.

The main outputs that will be delivered under this result area are:

- **Output 7:** Comprehensive functional reviews of selected ministries and departments with appropriate new structures and functions established and aligned to delivery of Vision 2030, the TSP and successor 5 Year National Development Plans

Result Area 4: Effective development partners coordination mechanism for ongoing and planned PSR support to OPC-PSC-MOF-line ministries

A critical component of public sector modernization programmes is effective development aid coordination. In evaluations done of various public sector programmes implemented across the globe, it has been noted that effective donor coordination is one key factor that has a significant impact on success levels and achievements of results. Experiences globally have shown that reform strategies which are joint efforts by the donor community in response to needs identified by the national institutions have more positive results and effects. Development partners coordination in PSR should generally be well adapted to the country situation and be led by the government. In some contexts, basket funding options are used to support several dimensions of PSR, to which several development partners contribute. During this initial preparatory phase for PSR, this project will support the tripartite of the PSC, OPC and Ministry of Finance in development on mechanisms and structures for effective donor coordination in PSR. This work will build upon the existing on-going work government on Development Effectiveness under the Ministry of Finance and Economic Development.

The main outputs that will be delivered under this result area are:

- **Output 9:** Report with comprehensive analysis of current and future development partners support to PSR

- **Output 10:** Development partners working group under the leadership of government established and functional with TORs and accountability mechanisms

II. MANAGEMENT ARRANGEMENTS

The Initiation Plan activities will be managed by the UNDP Zimbabwe Country Office in partnership with the Public Service Commission. The Project will be overseen by the Head of Governance and Gender Mainstreaming with technical support and backstopping from the UNDP Global Advisor PSR.

Activities will be implemented in cooperation with the PSC, OPC and MOFED. The Implementing Partner is the Public Service Commission with the OPC and MOFED as Responsible Parties. The PSC will appoint a focal team dedicated to the Project and the OPC and MOFED will appoint focal persons for the Projects. As the project is in its initial preparatory phase, there will no formal project board, however formal meetings at both technical and policy levels will be recorded and minutes produced.

III. MONITORING

The project will be monitored in accordance with the programming policies and procedures outlined in the UNDP User Guide for the project Initiation Plan. M&E will be a continuous process over the 10 months period with the main purpose of assessing progress towards delivering agreed outputs and achieving agreed outcomes. The function will also aim to draw and apply lessons to inform the formulation of the larger programme.

Monthly and quarterly progress Reports will be submitted using the UNDP standard report format and shared with the UNDP and Ministry of Mines team and collaborating partners. Upon project completion, a final report will be prepared to evaluate the project impact and lessons learnt.

IV. WORK PLAN

Period¹: The Initiation plan runs from May 2019 – December 2019.

EXPECTED OUTPUTS <i>And baseline, indicators including annual targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	TIMEFRAME 2019												PLANNED BUDGET		
		Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	RESPONSIBLE PARTY		Funding Source	Budget Description	Amount
Output 1: Strategic Government Paper and position on public sector reforms and modernisation outlining and delineating the mandates, roles responsibilities and accountability of the OPC, PSC and MOFED <i>Baseline: 0</i> <i>Indicators:</i> <i>Targets: 1</i>	1. Hold technical level meeting/discussions of PSC/OPC/MOFED			X								PSC/OPC/MOFED		TRAC	Conference/workshops	\$8 000
	2. Policy and strategic level meetings to review outcomes and recommendations of technical teams				X	X	X					PSC/OPC/MOFED		TRAC	conference	\$15 000
	3. Development of comprehensive paper on strategic roles of PSC/ OPC/MOFED in PSR and modernisation					X	X	X	X			PSC/OPC/MOFED		TRAC	consultant	\$10 000
	4. Participation of PSC/OPC/MOFED in PSR conferences, symposia, high level meetings and learning exchanges						X	X	X	X	X	PSC/OPC/MOFED		TRAC	travel	\$25 000
Output 2: Structured comprehensive Concept Note and Road Map on PSR with clear prioritisation and sequencing of initiatives and results <i>Baseline: 0</i> <i>Indicators:</i>	1. Hold technical level meetings to brainstorm on the comprehensive PSR and modernisation for Zimbabwe in line with TSP and Vision 2030			X								PSC/OPC/MOFED		TRAC	conference	\$1 000
	2. Procure consultant/s to support the development of the CN, sequencing and road map				X							UNDP		TRAC	consultant	\$10 000
	2. Development of Comprehensive Concept Note (including stakeholder consultations)					X	X	X				PSC/OPC/MOFED		TRAC	consultant	
	3. Presentation of draft CN to policy makers in the OPC/PSC/MOFED for adoption and validation.							X						TRAC	conference	\$2 000

¹ Maximum 18 months

Targets: 1	4. Presentation of Draft CN to government stakeholders for validation and adoption																	TRAC	conference	\$4 000
	5. Presentation of CN to development partners for validation																	TRAC	conference	\$2 000
Output 3: A new structure for the Public Service Commission implemented in line with the Strategic Plan. <i>Baseline: 0</i> <i>Indicators:</i> <i>Targets: 1</i>	1. Procure consulting firm to carry out job evaluation exercise.																	UNDP	consultant	\$27 000
	2. Conduct and complete Job evaluation exercise																	TRAC	consultant	\$5 000
Output 4: Human Resources Information Management system linked to line ministries and provincial and district offices <i>Baseline: 0</i> <i>Indicators:</i> <i>Targets: 1</i>	1. Procure ICT equipment and software																	UNDP	ICT	\$70 000
	2. Install ICT equipment and link HRIMS to line ministries																	TRAC	ICT	\$5 000
Output 5: Enhanced communication between PSC, civil servants and the citizens on PSR through appropriate and IT enabled platforms to build trust and confidence and to enhance accountability <i>Baseline: 0</i> <i>Indicators:</i> <i>Targets: 1</i>	1. Procure ICT equipment																	TRAC	ICT	\$30 000
	2. Review Communications strategy and Conduct training for communications team																	TRAC	Conference/consultant	\$4 000
	3. Support development and establish of e-enabled communication platforms for interactive communication with citizens and civil service																	TRAC	consultant	\$5 000

