



THE REVOLUTIONARY GOVERNMENT OF ZANZIBAR
ZANZIBAR PLANNING COMMISSION

Guideline for Developing Strategic Plans for Ministries,
Departments and Agencies (MDAs)

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EXECUTIVE SUMMARY

The development framework and long-term social and economic development in Zanzibar are laid out in the Zanzibar Development Vision (ZDV 2050). The thrust of the vision is to attain upper middle-income status by the year 2050 through sustainable and inclusive human development. In order to achieve ZDV 2050, the Government formulated and implements the Zanzibar Development Plan (ZADEP 2021-2026) as medium-term plan which emphasizes on transforming the livelihoods of the people through sustainable and inclusive human development. This Plan is based on the four pillars of ZDV 2050 namely; economic transformation, human capital and social services, infrastructural linkages and governance and resilience.

The Revolutionary Government of Zanzibar (RGoZ) has clearly indicated the realization of the Vision through implementing demand driven interventions which are resulted from a participatory process. To affect the decision, the RGoZ has directed all Ministries, Department and Agencies (MDAs) to prepare Strategic Plans (SP) in order to improve performance; to create more relevant institutional structures; to increase levels of institutional, departmental and individual accountability; to improve transparency, accountability and communication between management, employees and stakeholders; and to establish priorities for efficient and effective resource allocation. In addition, the Government has directed all MDAs to develop Strategic Plans using a revised provided guideline.

The Zanzibar Planning Commission (ZPC) which is mandated to coordinate the formulation and preparation of development plans in the country, in July 2020 ZPC has developed a Guideline for developing strategic plans for all MDAs in Zanzibar. The purpose of the Guideline was to assist MDAs to facilitate strategic planning process and also to ensure consistency and uniformity in preparing strategic plan. However, it was realized that the developed Guideline had some challenges which made it difficult to implement. As a result, ZPC decided to revise the Guideline in collaboration with Bank of Tanzania (BoT) to enhance its applicability in the strategic planning process.

This revised version of the Guideline has to the large extent addressed the challenges which were observed during the implementation period. It has now with more details on how to facilitate the process which enables MDAs and facilitators to gather the needed information more effectively and efficiently. It is sufficing to say here that this strategic plan will improve the planning process and the quality of the strategic plan that will result from this process will be of the required standard.

PREFACE

The RGoZ has determined to see that all development interventions in the country are demand driven and formulated in an inclusive way. The Government also believes that in order the development planning to be focused and thus adhering to the government directives of ensuring only demand driven interventions are implemented in the country, developing of strategic plans in a participatory manner is inevitable.

The participatory planning process will enable MDAs (leaders and their subordinate) to sit together, discuss and agree on priorities in a given period. The culture of working together with all stakeholders to strategize issues of priority, motivate stakeholders and inculcate sense of ownership on the prioritized interventions and the likelihood of success during its implementation is high. It is therefore important that the process is properly guided to enable MDAs to achieve the intended goal.

Based on the aforesaid, in July 2020, the RGoZ through the ZPC prepared a Guideline for developing strategic plan of MDAs. The Guideline was intended not only to assist MDAs to understand how a Strategic Plan should be developed but also to bring consistency and uniformity of plan content to be presented. After two years in use, the Guideline has proved some challenges which lead difficulties in implementation. This revised version of the Guideline has therefore worked on observed challenges reported during implementation.

May I take this opportunity to thank all those involved in one way or another to revise and improve this Guideline. I am very thankful to the BoT for their technical support, guidance and active coordinating role toward the completion of the Guideline. Special thanks should also go to ZPC Management and technical team for their commitment, substantial inputs and constructive contributions to accomplish the Guideline.

My call to all MDAs is to use this Guideline effectively in developing their Strategic Plans which will have to respond to the wishes of the Government and aspiration of all people in Zanzibar.

Executive Secretary

ZANZIBAR PLANNING COMMISSION

LIST OF ABBREVIATIONS

Short Form	Description
BoT	Bank of Tanzania
KPI	Key Performance Indicator
M&E	Monitoring and Evaluation
MBO	Management by Objectives
MDAs	Ministries, Departments and Agencies
RGoZ	Revolutionary Government of Zanzibar
RIDE	Relevant, Impactful, Distinct, and Executable
SMART	Specific, Measurable, Achievable, Realistic and Time bound
SP	Strategic Plan
SWOC	Strengths, Weaknesses, Opportunities and Challenges
ZADEP	Zanzibar Development Plan
ZDV	Zanzibar Development Vision 2050
ZPC	Zanzibar Planning Commission

DEFINITION OF SOME TERMS

Word/Phrase	Meaning
Activities	These are main sub-tasks as defined during budget process by budget coordinators. These are sub-tasks formulated to implement tasks intervention.
Impacts	These are the longer-term consequence of the intervention.
Intended Results	These are clear, focused and measurable performance results
Key Performance Indicators (KPIs)	A comparison that provides objective evidence of the degree to which a performance results (intended results) is occurring over time
Mission	Is a statement that specifies an organization's purpose or "reason for being", the "means" for achieving the vision, and identifies the scope of its operations
Outcomes	These are the effect or the change resulting from the intervention.
Outputs	These are products, goods and services, which result immediately from implementing an activity/ initiatives/ intervention.
Strategic Initiative	Strategic initiative (or activities or interventions) are key actions (programs/ projects) required to be undertaken or accomplished in order to attain the set targets
Strategic Objective	Is a broad statement of what is to be achieved by the organization within the specified timeframe
Strategic Plan	This is a document which presents the strategic direction of the organization prepared through a strategic planning process.
Strategic Planning	This is a systematic process of envisioning a desired future of an organization, how is going to get there and how it can know that it has reached the intended destination
Target	Is the final good produced or services delivered over a given period of time by an institution in order to achieve its strategic objectives These are measurable/verifiable (level of) outputs of an Initiative that are aimed at.
Themes	This is achievable outcome that is generally broad and longer term
Vision	Is the "dream statement" of an organization indicate how would like to be in the future, as it answers questions "Where are we going?" and "What can we achieve

PART ONE: BACKGROUND

1.1. INTRODUCTION

Zanzibar's overall development framework and long term social and economic development goals are laid out in the Zanzibar Development Vision (ZDV 2050). The thrust of the vision is to attain Upper Middle-Income Status by the year 2050 through sustainable and inclusive human development. To guide the implementation of ZDV 2050 which focuses on enhancement of economic transformation, human capital and social services, infrastructural linkages, and Governance and resilience, the Government formulated and implements the Zanzibar Development Plan (ZADEP 2021-2026) as medium term plan.

The 1984 Zanzibar Constitution, National Strategies and sector policies emphasize the importance of participatory planning and inclusiveness in undertaking development initiatives. Participatory planning stimulates the pace of development when stakeholders become part of development process as they plan what they believe can bring positive changes to their livelihood. In order to remain focused with the development pace all MDAs shall be required to develop and implement strategic plans. Strategic Planning defined strategic results and sequence of steps to achieve them. Strategic Planning determines where an organization is going over a certain period, how it is going to get there and how it will know if it has got there or not.

During the course of Strategic Planning, MDAs under RGoZ shall identify critical issues against which to align their priorities to high level strategic focus of the country. For each MDAs, Strategic Planning therefore will means aligning to the National and International plans (in this case ZDV 2050, ZADEP (2021-2026, SDGs, 2063 African Agenda) with the purpose of achieving the strategic objectives in the most effective and efficient manner.

To enhance effectiveness of strategic planning process in Zanzibar, the Government directed all MDAs to develop Strategic Plans using the provided Guideline – ZPC, 2022. The purpose of the guideline is to assist planners to understand what the scope of the plan should be, what should be included in the plan, what process be followed and what format should be used in developing strategic plans.

1.2. RATIONALE

The reason for revision of this Guideline is built on; first the legal requirement under The Zanzibar Planning Commission (ZPC) Act, No. 3 of 2012 which stipulates the functions of the Commission to include provision of advice to the President and the Government in general on all spheres of national development, and the

formulation and preparation of long term and medium-term development plans and to coordinate all such plans at central and local levels. In order to enhance consistence in developing various development plans, Section 11 (a) of the Act requires the Commission to issue guideline for the formulation of national plans (RGoZ, 2012). In response to this, ZPC is reviewing the 2020 Guideline so as to align with national strategies.

Secondly, the need for review of Guideline has arisen from the presence of new national plans and strategies (ZDV2050 and ZADep and 2021 - 2026) that calls for MDAs to reorganize themselves systematically in order to make their developmental contributions productively.

Thirdly, the need for review was from the fact that some of MDAs were face some challenges with the previous Guideline that exhibited instructional limitations due to the difficulty of some of the methods used. The Guideline has now been reviewed and improved where it is believed it will be easier and friendlier in guiding MDAs to prepare Strategic Plan. Thus, MDAs shall use this improved Guideline to ensure their contributions to achieve national plans goals matches and exceeds expectations.

1.3. LAYOUT

The Guideline is divided into three parts. **Part One:** Background; Introduction, Rationale, Layout and Approach. **Part Two:** Strategic Planning Process covering; Developing Strategic Plans for MDAs, Financing of a Strategic Plan, Risk Assessment, Implementation of Strategic Plan, Monitoring, Evaluation and Performance Reporting. **Part Three:** Format of a Strategic Plan; Preliminary Information and Strategic Plan Sections.

PART TWO: STRATEGIC PLANNING PROCESS

2.1. DEVELOPING STRATEGIC PLANS FOR MDAs

With this guideline, all MDAs of the RGoZ shall be required to prepare new Strategic Plans which align with national plans and international obligations of the country and thus contribute to their attainment. A Strategic Plan should therefore provide means on how the MDA will implement its mandates and indicate how it focuses on attainment of intended results. Developing a Strategic Plan shall be a participatory and inclusive process that requires a facilitation of internal or external experts in strategic management.

Thus, MDAs will be required to develop Strategic Plan based on the life span of the current Medium Term Development Plan (MTDP) in order to align with the implementation period of the referred MTDP. In developing SPs, MDAs shall consider the following steps:

- Step 1: Preparation
- Step 2: Organization Strategic Assessment
- Step 3: Developing Vision Statement
- Step 4: Developing a Mission Statement
- Step 5: Developing Core Values
- Step 6: Developing Strategic Focus Areas and Themes
- Step 7: Developing Strategic Objectives and Intended Results
- Step 8: Developing a Strategy Map
- Step 9: Designing KPIs and set Targets
- Step 10: Formulating Strategic Initiatives
- Step 11: Validating Strategic Plan Matrix
- Step 12: Implementing Strategic Plan
- Step 13: Identifying Risks and Risk Management Plan
- Step 14: Financing of a Strategic Plan
- Step 15: Monitoring, Evaluation and Performance Reporting

2.1.1. Preparation

At the preparatory stage MDAs shall consider the following issues.

- i. Appoint an organizer (an internal or external).
- ii. Prepare a work-plan (including dates, milestones, activities and key deadlines), logistic and financing issues to support the process of SP development.
- iii. Nominate a Strategic Planning Team to participate in the formulation process. At a minimum the following should participate fully in the process:
 - **Leaders:** Accounting Officer for respective Ministries/Institutions;

- **Participants:** All heads of department and planning coordinators;
- **Secretariat:** Form a secretariat with good writing skills to consistently document the results of the strategic planning exercise;
- **Stakeholders:** Involves key stakeholders in strategic planning process.

2.1.2. Organization Strategic Assessment

This step is very important as it requires the compilation of critical information related to the MDA and relevant sectors. The Organization Strategic Assessment that is situational analysis captures where the organization coming from and where it is now. This section is important as it builds the basis for strategic choices forward including formulation of vision, mission, strategic objectives, KPIs and strategic initiatives. It should be noted that Organization Strategic Assessment is conducted using various methods ranging from literature review, brainstorming in a workshop environment and focus group discussion or round table discussion. The following four techniques should be used in order to conduct an informative and comprehensive organization strategic assessment: review of relevant document, performance review, SWOC analysis and stakeholder's analysis.

The organizer can provide more guidance on the type of information and how can be organized (depending on the mandate of the institution and operational set ups) required to be included in this section.

NOTE 1

It is advisable to hold a workshop or any other approach in order for key stakeholders to prepare, share and validate information that will be featured in the Chapter "Organization Strategic Assessment". Group work and presentation is the best way to finalize this step. It is advised that this activity is conducted by the facilitator, then presented and validated in a workshop setting. Below are the techniques details to be used during organization strategic assessment:

- a) **Review of Relevant Document:** MDAs shall review secondary information which forms parts of strategic planning process. At a minimum, the exercise involves the following:
 - **Mandates and Statutes:** These are information based on the Acts establishing the organization related to core functions and roles of the organization.
 - **Alignment with National Plans (Medium Term Plan and Ruling Party Manifesto), relevant Regional and International Guidelines, Policies and Periodic circulars.**
- b) **Performance Review:** MDAs shall conduct performance review based on formulated strategic objectives or intended results by highlighting key achievement through tracking KPIs against set targets and identifying potential performance challenges. Furthermore, a review shall give lessons on various issues of importance which an institution needs to take into account in order to attain its mandate and objectives. It is important that each planned objective is assessed and its performance

documented with empirical evidence on how far the objectives, intended results and targets were achieved and what possible intervention should be taken to achieve the intended outcomes.

NOTE 2

- 1 Divide the workshop participants into functional groups and instruct them to:
 - a. Take stock of all interventions undertaken by the organization for service delivery as per mandate of the organization and national goals, policies and strategies.
 - b. Outline all achievements for each area with its extent of achievements for a specified period of time. Indicate also factors influenced such achievements as are important to have lessons learn for future programming.
 - c. Identify limitations impacted effective service delivery as these are important to inform the programming (NB: this list of limitations should be divided between internal and external so that it can feed into the SWOC analysis below).
- 2 Ask groups to present in plenary and agree on key factors.

c) **SWOC Analysis:** MDAs shall conduct SWOC analysis as part of Organizational Strategic Assessment. The analysis shall involve internal factors determining the strengths and weaknesses and external factors which are opportunities and challenges.

NOTE 3

1. Make sure that participants are in groups from the previous exercise — Directors and senior management should be in their own separate groups in order to encourage free discussions among junior staff.

2. Ask to answer the following questions.

Strengths

What advantages does the institution have?

What does the institution do well?

What relevant resources does the institution have access to?

What do other people perceive as the institution's strengths?

Weaknesses

What does the institution do badly?

What could be improved?

What should be avoided?

Opportunities

What opportunities are available?

What are the positive trends?

Challenges

What obstacles does the institution face?

What are the competitors doing?

Are the specifications for the institution's functions, products or services changing?

Are changes in technology threatening the institution's position?

Could any of the institution's weaknesses seriously threaten the business?

3. After each group has completed filling the matrix, a plenary session be convened where each group presents its findings.

4. After presentation, facilitate participants to have a consensus on SWOCs analysis

5. In a plenary session, ask participants to identifies critical issues that need to be given priority during the strategic planning and therefore inform formulation of strategic objectives, key performance indicators and strategic initiatives.

MDAs shall present SWOC analysis in the following table:

Table1: SWOC Analysis

Internal Factors	
Strength	Weakness
1.	1.
External Factors	
Opportunity	Challenge
1.	1.

d) Stakeholders Analysis: MDAs shall conduct a wide range of stakeholders both within and outside the country who have vested interest on our services. The analysis shall start with grouping key stakeholders, assessing support/services provided by the MDA, stakeholders expectations, key strategic issues which hinders MDA to meet expectations and possible strategies for meeting those expectations. Stakeholders' analysis should be presented in the table 2 as follows.

Table 2: Stakeholders Analysis

S/N	Name of stakeholder (1)	Support/ Services offered (2)	Stakeholder expectation (3)	Key Issues for Strategic Plan (4)	Measures/ Mitigations (5)
1.					

Notes: (1) – (5) narrated under Facilitators notes

NOTE 4

In order to undertake stakeholders' analysis, the following have to be done in a plenary session using brainstorming method:

1. Identify names of all relevant stakeholders to the organization
2. Indicate type of service/support offered by each stakeholder
3. Narrate the expectations of such particular stakeholder as result of engaging in the process of service delivery for the organization
4. Indicate the key strategic issues which hinders MDA to meet expectations and possible strategies for meeting those expectations
5. When conducting the assessment ensure that empirical evidences of the critical issues or issues of concerns are thoroughly documented as will inform formulation of SP.

Key Messages

1. Organizational Strategic Assessment is vital in the process of strategic planning as it provides information about the institution and its services that inform the whole process;
2. Generally, organization strategic assessment identifies critical issues or value gaps that defines the difference between an organization's aspirations and its current performance (baseline);
3. The assessment is conducted using the following methods: Review of Relevant Information, Performance review, SWOC analysis and Stakeholders analysis.

2.1.3. Developing Vision, Mission and Core Values

MDAs shall develop high level strategic intents comprising; Vision, Mission and Core Values.

a) Developing Vision

MDA shall develop vision which captures the dream of the organization and that answers the questions "Where the MDA is going?" and "What can MDA achieve?" Vision statement shall be a concise word picture of what the MDA strives to be in the future and should always be the road map that drives, inspires and motivates those affiliated with the organization. The proposed vision statement should have maximum of 15 words. A good vision statement has the following characteristics:

- Provides a clear sense of MDA's direction.
- An effective vision statement sets an abstract yet challenging goal.
- Should describe what the MDA intends to achieve.
- Concise, easily internalized and recalled by staff.
- Inspirational and captures the imagination of staff.
- Matches the MDA's success measures.

NOTE 5

A vision statement should be developed through the following steps:

1. Divide participants into small manageable groups
2. Ask participants to review key mandates and statutory requirements as discussed in the organization strategic assessment.
3. Then ask participants to think the institutional road map and direction for the institutional growth
4. Based on the generated ideas, ask participants to draft the direction for the institutional growth (the dream) in 15 words maximum
5. Using the checklist of qualities of good vision statement, expand the core business and stakeholders into a draft vision statement;
6. Review the checklist to ensure the draft vision statement is correct, make adjustments and get the agreement of group participants;
7. In a plenary session, each group present its draft statement and other members comment on it
8. After each group has presented, participants may agree to take one of the proposal as it is or with modification or merge the given proposals to come up with a new draft vision statement;
9. When participants agree on a draft vision statement, ask them to re-confirm the draft vision statement
10. After confirmation of the draft vision statement, then the statement is endorsed as a vision of the organization.

Examples of Vision Statement

- ✓ A center of excellence in advising the Government on socio-economic development.

- ✓ To be a council with high quality services for sustainable development of the people.

Key Messages

1. Vision statement is a "dream of the future status" of the organization as a result of the impact of services provided by the organization.
2. Is short and clear to be memorized by both staff and key stakeholders.
3. Developed in a participatory manner with both employees and stakeholders through systematic steps.

b) Developing a Mission Statement

MDA shall develop mission which states organization's purpose or "reason for being", the "means" for achieving the vision, identifying the scope of its operations and captures the essence of who the institution is, what the institution does and for whom. It therefore shall define the institution's core business as well as its key clients.

A good mission statement has the following qualities:

- Describe what the MDA does (current capabilities), who it serves (stakeholders) and what makes the MDA unique (justification for existence).
- Derived from and cover all relevant statutes, in particular Government mandates, instruments and establishing legislation.
- Clearly differentiate the MDA from others. An outsider seeing only a mission statement should be able to recognize which institution it applies to.
- Rely on action words.

- Short, easily internalized & recalled by stakeholders.

Examples of Mission Statement

1. To provide high quality services through use of available resources for sustainable development of the people
2. To enhance socio-economic development in Zanzibar through high-quality policy advice, evidence-based planning and improve implementation of development plan.
3. To provide high quality services that address community needs through effective use of available resources.

NOTE 6

Mission statements should be developed in a participatory way involving key stakeholders including the management at all levels. When developing mission statements, the process below should be followed:

1. Divide participants into small groups
2. Participants review the key mandates and statutory requirements based on the organization strategic assessment (situation analysis)
 - a. Define, in as few words as possible, core business idea, based on the (2) above
 - b. Identify the most important stakeholders, and what, in general, your institution does for them
3. Expand the core business and stakeholders into a draft mission statement;
4. Review the checklist of characteristics of good mission statement to ensure the draft mission statement observes it;
5. In a plenary session, each group present its draft statement and other members comment on it;
6. After each group has presented, participants may agree to take one of the proposals as it is or with modification or merge some of the given proposals to come up with a new draft mission statement;
7. After confirmation of the draft mission statement, the statement is therefore endorsed as a mission statement of the organization.

Key Messages

1. Mission statement provides the means for achieving the vision.
2. It provides justification for existence of the MDA as it describes what the MDA does who it serves and what makes the MDA unique as differentiate from others.

c) Developing Core Values

Core values are defined as commitments of an MDA and its employees which need to be observed throughout the provision of services and other undertakings of the MDA. They are critically important to the MDA as

tend to guide the operations and systems of the organization and instill an organizational culture and mind set.

EXAMPLES OF CORE VALUES
Team work: The success of the institution in pursuit of its mission will be ensured by close collaboration and respectful relationships among its staff, management and stakeholders in providing quality services to beneficiaries.
Accountability: The institution is accountable to the community it serves, the government at large, its staff and other stakeholders. It ensures and strengthens internal and external communications to ensure that a culture of accountability is embodied in its internal staff both individually and collectively
Transparency: The institution endeavors to ensure transparency at all times, both internally and towards all its stakeholders. The staff and stakeholders are also expected to be sincere and transparent in their dealings with the institution
Professionalism: The institution adheres to immaculate and beyond reprimand professional and personal standards in the conduct of its affairs. The institution requires its entire staff to offer its services effectively and efficiently based on their professional qualifications.
Integrity: The institution upholds a high degree of honesty and integrity in serving the community, its partners and other stakeholders.
Value for money: The institution believes, focuses and ensures all services delivered are value for money driven.
Efficiency: The institution is committed at all times to ensure efficiency in the provision of services to the community.
Innovation: The institution encourages innovation from its clients and staff in accomplishing its mandate.
Equality: The institution is committed to upholding gender equality principles both internally and in the provision of all its services to the community

NOTE 7

1. Write down an array of potential core values and post them on the wall. Introduce them and highlight the importance of each value and how it influences the operations of the organization. Some examples with their context explanation have to be given to clarify the concept.
2. Give each participant 3 dot stickers or a marker pen and ask them to indicate the 3 most important values for their organization.
3. Pick the first 5 core values identified with the most votes and seek consensus from the group.

Key Messages

1. Core values are principles that guide operation of organization on its operation.
2. The organization should have utmost five core values.
3. In order to avoid different interpretation of the core value, the organization should

2.1.4. Developing Strategic Focus Areas and Themes

MDAs shall build a Strategic Focus Areas and Theme as essential key pillars in as far as the MDA consolidates its efforts towards achievement of its mission and vision. MDAs shall set at most four Themes in which the MDA success will be looked at. Theme shall be an achievable outcome that is generally broad and longer term.

NOTE 8

1. The key pillars areas of current National Plans which are relevant to the core functions and mandate of the MDA have to be identified.
2. Formulate Strategic Focus Areas that the MDA plans to work in a particular phase of a strategy building to help achieve the objectives
3. Formulate Theme that will also be in line with current national priority areas, organizational strategic assessment and directives.
4. Set utmost four Themes that shall be used to organize Strategic Objectives, KPIs, targets and Strategic Initiatives

Example of Focus Areas

1. Strengthen the national economy
2. Ensure effective management of projects
3. Enhancing research, innovation and data management

Examples Themes

1. National Economic Development Planning
2. M&E and Research
3. Organization Efficiency
4. Stakeholders Focus

2.1.5. Developing Strategic Objectives and Intended Results

a) Developing Strategic Objectives

MDA shall formulate strategic objective as shorter term and defines measurable actions to achieve an overall goal and are also broad statement of what is to be achieved. An objective describes an intended outcome or impact and summarizes why a series of actions have been undertaken. A good Strategic Objective has the following qualities;

- Objectives should be considered institutional.

- Objectives should be lettered **A** to **Z**. This lettering does not imply prioritization as all carry equal importance.
- Contributes toward meeting the institution's vision and mission.
- Cover the major functions and operations of the MDA.
- Should be SMART i.e. S=Specific; M=Measurable; A=Achievable; R=Realistic; and T=Time bound.
- Describes a broad achievement, which is shared and accepted by key stakeholders.
- Consistent with national frameworks, policies and guidelines.
- Is expressed in simple, clear, non-technical language.
- Covers the key issues identified during the organization strategic assessment (situation analysis).

NOTE 9

1. The priority areas of current National and International Plans which are relevant to the core functions and mandate of the organization have to be identified.
2. Formulate strategic objectives that will also be in line with current national priority areas, organizational strategic assessment and directives.

b) Developing Intended Results

MDAs shall develop intended results by translating strategic objectives into clear, focused and measurable performance results (if you achieve the objective what results will you sight, touch, smell, taste and hearing). Performance results are interrogated to get KPIs.

NOTE 10

With reference to Strategic Objectives

1. Divide participants into small manageable groups based on strategic objectives;
2. Ask participants to list potential intended results;
3. Interrogate potential results against criteria of human senses;
4. Participants convene into a plenary session where each group presents its proposals for discussion and comments for improvement by other participants;
5. Ask members to confirm the list of intended results;
6. Once confirmed, take that list as agreed intended results of the MDA; and align to specific objectives

Examples of Intended Results

1. Stakeholders make decisions based on evidence
2. MDAs complies with SP development Guidelines
3. Training and research delivery is aligned with national Guidelines

2.1.6. Developing a Strategy Map

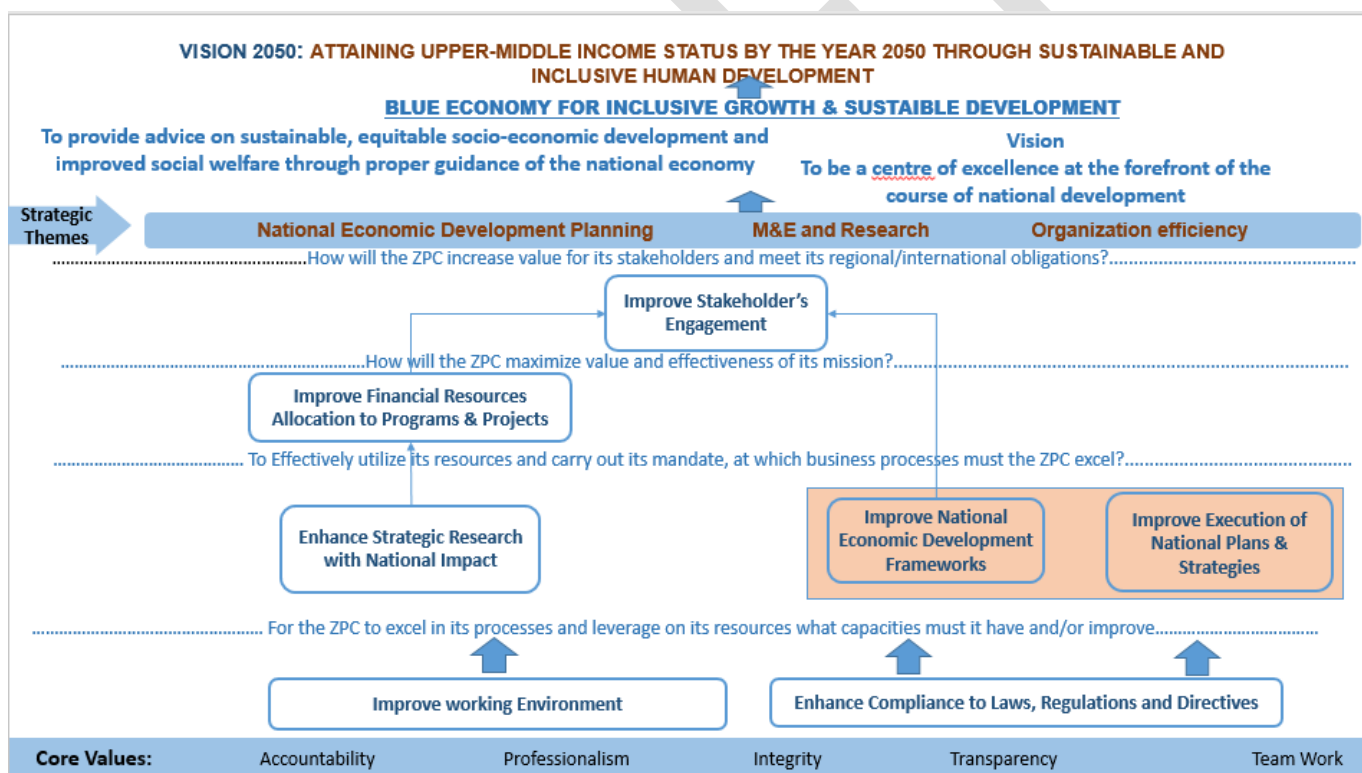
MDAs shall present their Corporate Strategy (Strategic Objectives) in a visual representation that highlights the cause-effect relationships among those strategic objectives. The map will show the way in which the MDA influences its Mission and Vision and ultimately achieve national goals. Core values are placed at the base of Strategy Map because they are critical factors in building and achieving the MDA’s objectives.

NOTE 11

A strategy map should be developed through the following steps:

1. Align the strategic objectives that have similar intents;
2. Create a bottom-up relationship of strategic objectives within the spectrum;
3. Present the outcome of the established relationship;
4. Then present the mission followed by the vision at the top.

Example of Strategy Map



2.1.7. Designing Key Performance Indicators and Setting Targets

MDAs shall develop KPIs and Targets as follows:

a) Designing Key Performance Indicators.

Key Performance Indicator (KPI) is defined as a set of quantifiable measures that MDAs uses to gauge its performance over time. KPI are therefore established to determine whether you have achieved your strategic

objective. It also enables monitoring of performance in terms of progress towards a specific, defined strategic objective.

A KPI shall be a quantitative or qualitative factor or variable that provides a simple and reliable means to measure achievement, to reflect the outcomes connected to an intervention, or to help assess the performance of an individual, Department/Unit or an institution. It is important to note that KPI shall be a way to help MDA to understand where is coming from, where it is and where is going. A maximum of four KPI (but 2-3 the better) are recommended for each strategic objective.

NOTE 12

How to Design KPIs:

1. Divide participants into groups based on Strategic Objectives.
2. Each group should be instructed to review the agreed strategic objectives and taking into consideration intended result the MDA want to achieve and measure, from MDA's Plan. The KPIs are used to measure progress towards achieving the strategic objectives and intended results.
3. Instruct participants to list things MDA could potentially physically count as evidence of the outcome and rate its strength relative to your result, and its feasibility in being brought to life
4. Instruct the participants to select Key and best KPIs above that rated highest for both strength and feasibility;
5. Instruct participants to defined KPIs, stated its purpose, calculation formula (including frequency), presentation approach and relevant signals or responses to be considered during performance data analysis and performance
NB: On response: participants should list each signal the measure could possible give e.g. improvement, deterioration, no change, met target, and describe your response to each signal.
6. Each group present to the plenary session so that their proposed KPIs be reviewed at institutional level to assure quality, clarity, relevance and coherence.

Key Messages

1. KPIs are a pertinent part of measuring the successes and failures of the MDA's business
2. KPI will act as flash report or dashboard, to allow MDA's Management to get an overview of how intended results are being achieved at any given time.
3. KPIs measures progress of MDAs over time and help to make adjustments & stay on track.
4. KPIs solve problems or tackle opportunities and analyze patterns over time.

b) Setting Targets

A **target** is the final good produced or services delivered over a given period of time by an institution in order to achieve its strategic objectives. The target is set against a **baseline**, a value that depicts an initial

value, starting point or a situation used as a reference point. It is important that a target should not be shared across Departments/Units and therefore as a matter of accountability a target should be produced or delivered by a single Department/Unit.

Qualities of good targets

- Should be presented in "SMART" format.
- Should cover the services provided by considering existing policies and regulatory frameworks.

NOTE 13

How to formulate targets:

1. Divide participants into groups based on department / unit.
2. Each group should be instructed to review the agreed strategic objectives and taking into consideration critical issues covered in the organization strategic assessment, identify key performance indicators to be used to measure progress towards achieving the objectives
3. Establish a baseline value which is based on organization strategic assessment report and serves as a reference point.
4. Determine target values that are achievable for each strategic objective.
5. Set a time frame for each target.
6. Set a target annually for the target time horizon.
7. Each group present to the plenary session so that their proposed target be reviewed at institutional level to assure quality, clarity, relevance and coherence.

Key Messages

1. A target is the final good or services to be produced over a given period of time by an institution in order to achieve its strategic objectives.
2. Need to be smart and should not be shared by Departments/Units within the same MDA.
3. Targets are set to ensure that strategic objectives, mission and vision are achieved.
4. Each target needs to have a baseline which is used as a reference point.
5. KPIs enable MDA to determine whether it has attained what was planned.
6. Enables monitoring of the progress towards the set target and therefore enable implementers to take corrective measures to rectify the situation.

2.1.8. Formulating Strategic Initiatives

MDA shall formulate strategic initiatives (strategies) are key actions (programs/projects) required to be undertaken or accomplished in order to attain the strategic objectives and set targets. It is a strategic action that will be employed to efficiently and effectively achieve the result. The aim is to ensure that everyone across MDAs, Departments and units understands what need to be done and how the initiative will close the gaps identified. It also shows how this initiative is linked to strategic objective it is addressing. MDA shall prioritize strategic initiatives to be implemented according to available resources. A good strategic initiative should have RIDE qualities that is: Relevant, Impactful, Distinct and Executable.

Relevant: A strategic initiative must directly and effectively serve, and is crucial to, the achievement of the relevant Strategic Objective. Which means that when determining and designing an initiative, there is a need to establish clear relationship between the successful completion of the initiative and the accomplishment of the objective.

Impactful: An effective strategic initiative must focus on creating a material, distinctive and lasting impact which cannot be achieved if things were allowed to continue. It must depart from the status quo and focus on change. An initiative cannot exist for its own sake. It is required only if there is a real need for it. For example:

- When a new objective and new targets are introduced
- When targets for existing measures cannot be achieved through normal operational means
- When there is a significant increase in target that requires new approach/method
- When there is a risk of a significant drop in current performance due to new circumstances

Distinct: A strategic initiative must be clear and distinct in the sense that:

- It is different from normal operations/current processes/departmental accountabilities/job description
- It is specific in terms of objectives and scope
- The completion, achievement or outcomes can be measured
- It must be projectable, that it can be treated as a project or programme with specific title, timeline and resources
- There is no redundancy between one initiative and another

Executable: It is important to ask the following questions in order to have executable strategic initiatives:

- What are the costs involved (including opportunity costs)?
- Do we have the necessary resources?
- Can they be feasibly implemented?
- What else need to be in place before the initiatives can take-off?
- What is the level of organizational readiness to embrace the change likely to be brought about by the initiative?

NOTE 14

Strategic initiatives may be formulated through the following steps:

1. Using the same groups used for formulating targets to establish strategic initiatives.
2. Prepare a list of initiatives that if undertaken the target will be achieved.
3. Assess the listed initiatives to determine whether they meet the RIDE criteria,
4. Based on the given list, priority the strategic initiatives as it is impossible to execute all the listed initiatives due to the limited resources
5. Each target needs to have a baseline which is used as a reference point.
6. In prioritizing the strategic objectives, the following criteria may be used to rank the strategic initiatives that have met the RIDE criteria:
 - Its contribution to achievement of the set target
 - Means of attaining it
 - Cost effectiveness
7. Fill the strategic initiatives in the Strategic Plan Implementation Matrix

Examples of strategic initiatives

1. Formulate review and issue National Frameworks, plans and guidelines
2. Conduct monitoring and evaluation of National, Sectoral policy and plans
3. Create awareness to the public through different channel

Key Messages

1. Strategic initiative represents actions to be undertaken or accomplished in order to attain the target.
2. Strategic initiatives to be considered should only be those which meet RIDE criteria's
3. Strategic initiative owner is the person overall in-charge for execution of the initiative

2.1.9. Validating Strategic Plan Matrix

MDAs shall be able to present Strategic Plan in matrix form by indicating strategic objectives, KPI, baseline and target value, time frame for target and initiatives, strategic initiatives and initiative owner. Filled matrix should be shared in a plenary session for validation. The Table 3 will be as follows.

Table 3: Strategic Plan Matrix

Strategic Objectives (1)	Intended Results (2)	Key Performance Indicators (3)	Baseline (4)	Target at the End of Plan Period (5)	Strategic Initiatives (6)	Time frame 2022/23 – 2025/26 (7)	Initiative Owner (8)

Notes:

Column 1: List only checked approved strategic initiatives to be evaluated in the current quarter

Column 2: Indicate intended results from step. These are clear, focused and measurable performance results.

In line with checked approved initiatives narrate the implementation level and include specific time and quantity

Column 3: Mention the key evidence to justify implementation status in column 2

Column 4: Provide reason for partially and not implemented Initiatives

Column 5: Way forward is valid for partially and not implemented (when will be implemented?) and Lesson learnt is valid for successful completed

Column 6: Indicate budget utilized as compared to budget allocated

Column 7: Provide remarks on implementation and budget if any

2.1.10. Implementation of Strategic Plan

MDAs shall execution initiatives and strategies so as to accomplish the long-term goals. To facilitate the implementation MDAs shall indicate timeline for implementing strategic initiatives planned. Implementation of the SP is done through setting specific activities with tangible milestones in each year and shall be presented in **Table 4**. Further, MDAs shall cascade Strategic Plan into annual business work plan by considering what was planned in relation with resources. The following need to be done when preparing an annual plan:

- i. Conduct performance of the previous year and carry forward initiatives that were not accomplished but still need to be undertaken due to its importance.
- ii. Together with the planned initiatives of the respective year, schedule implementation of these initiatives into the four quarters of the year.
- iii. Allocate resources to each planned initiatives to allow implementation.
- iv. Monitor implementation as explained under monitoring, evaluation and performance reporting.

Key Message

1. Proper implementation plan is a key success to implementation of strategic plan.
2. A strategic plan is only implemented when the annual plans are extracted from the strategic plan.
3. Medium Term Expenditure Framework and Programme Based Budget are key means in implementing strategic plans.

Table 4: Implementation of Strategic Plan (Five Years)

Strategic Objective	Strategic Initiatives	Implementation Period					Owner
		Year 1	Year 2	Year 3	Year 4	Year 5	
		✓	✓	✓	✓	✓	

2.1.11. Risk Assessment and Mitigation

MDAs shall identify risks and put in place risk management plans. Risks are factors that are likely to impact implementation of the strategic plan. Both internal and external events and scenarios that can inhibit

organization's ability to achieve its strategic objectives and targets represent strategic risks. Risk analysis is therefore a process of identifying and analyzing potential issues that could negatively impact realization of the strategic objectives and targets of the strategic plan in order to help organizations avoid or mitigate those risks. Strategic risk management is therefore defined as the process of identifying, assessing and managing the risks associated with the organization's strategic plan. Table 5 clarifies how risk assessment will be conducted.

Table 5: Strategic Plan Risks, Levels and Mitigation Plan

Risk	Description	Risk type	Likelihood of risk	Impact of the risk	Mitigation plan
Example: Hacking of information	There is possibility of hackers to hack the council's server	Technological	High	Loss of confidentiality	To have a specified strong network security (installation of cyber ram) Use of manual works

There are several techniques that can be used to identify risks including brainstorming and plenary session; interviews, self-assessment and risk survey. The identified risks need to be analyzed so as to determine the likelihood that each risk will occur, as well as the consequences linked to each risk and how they might affect the strategic objectives, targets and strategic initiatives of the strategic plan. The mitigation measures are actions that need to be performed in order to mitigate, avoid or reduce the impacts if at all it occurs. For clarity see a box on examples of risks types and mitigation plan.

NOTE 15

The following steps may be used for Risk analysis:

1. In small groups based on functions the participants to identify, describe and categorize risks type that could impact the implementation of the strategic plan.
2. Facilitate to assess the likelihood of occurrence where Very High risks should be those risks with high impact and likelihood to occur is very high while low risks are those with minimal impact and its likelihood to occur is not certain. In addition, participants should clearly indicate the impact which will result in case the risk occur
3. For each identified impact to the strategic plan, ask participants to devise mechanism for mitigating the risk.

Key Message

1. Risk management serves as a tool for analyzing causes and consequences of difficult situations rationally and systematically. This enables staff to account for risk management decisions by explaining reasons and evidence on which they are based and thus increases confidence and self-reliance. It is a tool for proactive thinking, learning from experience and for improving teamwork. It leads to improved stewardship and accountability.
2. Risk management improves results and gives assurance to stakeholders that strategic objectives will be met.
3. Having conducted risk management will help MDAs' senior management to plan strategically, allocate resources more wisely.
4. Risk management encourages staff to take risks wisely, which means it supports innovation while ensuring prudent decision making and maintaining stakeholder trust.

2.1.12. Financing of a Strategic Plan

The MDAs shall indicate the budget estimate based on their Medium-Term Expenditure Framework (MTEF) for each year of the implementation of a Strategic Plan. MDAs shall indicate financing of their plan based on major ceiling categories – capital (development) and recurrent expenditure. Also, MDAs shall indicate the cost and source of fund for implementing strategic initiatives as shown in the **Table 6**:

Table 6: Financial of Strategic Plan (Strategic Initiatives Budget)

Strategic Objectives	Strategic Initiatives	Budget Estimate and Implementation Period					Total	Source of Fund
		Year 1	Year 2	Year 3	Year 4	Year 5		
		x	x	x	x	x		

Key Messages

1. All inputs needed to execute the strategic initiatives should be identified and costed accordingly.
2. It is important also to identify the sources from which the resources will be mobilized.
3. The estimated budget for each year of the strategic plan period should be indicated.

2.1.13. Monitoring, Evaluation and Performance Reporting

a) Quarterly Plan Monitoring

MDAs shall monitor Plan implementations on quarterly basis by systematic collecting and analyzing of information with a purpose of tracking the implementation of the Strategic Plan. By doing this MDAs will be able to assess the progress towards achieving the strategic objectives.

The objectives of monitoring the strategic plan include to:

1. Ensure that the strategic initiatives are carried out as planned, and that any deviations are corrected promptly.
2. Ensure that Strategic Plan objectives are being accomplished within the expected timeframe and taking necessary measures for timely implementation;
3. Ensure that wise use of resources is sustained throughout the implementation of the Strategic Plan.
4. Determine whether implementation is focused on the fulfillment of the vision and mission of the MDA;

Quarterly monitoring reports shall therefore be prepared and aggregated semi-annually and annually. The Heads/Directors of Planning of MDAs will be responsible for coordinating and presenting the monitoring reports to Management Team for information and action.

a) Mid-Year/Annual Monitoring and Evaluation

MDAs shall evaluate their Strategic Plans at the mid and at the end of the implementation period to ascertain whether the Strategic Plan has achieved its intended result or objectives by tracking KPIs and targets through result and evidence-based analysis as indicated on the **Table 7**. Evaluation reports will provide recommendations for the improvement on the future course of the Strategic Plan and drawn lessons learned and best practices for other strategic initiatives.

Evaluation Criteria

1. **Relevance:** The extent to which the Strategic Plan of the MDAs and its respective strategic initiatives addressed the needs of the target group.
2. **Effectiveness:** The extent to which the measures attain its strategic objectives.
3. **Efficiency:** Efficiency measures the outputs qualitative and quantitative in relation to the inputs.
4. **Impact:** It is a measure of changes or effects that have resulted from the implemented the Strategic Plan and strategic initiatives in particular.
5. **Sustainability:** Sustainability is about measuring whether the benefits of strategic initiatives are likely to continue beyond the implementation period of the plan

Key Messages

1. Monitoring need to be conducted systematically in order to track implementation of the Strategic Plan and thus allow corrective measures be taken appropriately.
2. Performance reporting involves reporting progress on implementing the set targets.
3. Evaluation will be undertaken at the mid and end of implementation of the Strategic Plan. However, impact evaluation can be conducted sometime after phasing out of the plan to assess the impact and sustainability of interventions.

Table 7: Mid-Year/Annual Monitoring and Evaluation Plan

Strategic Objective (1)	KPIs (2)	Baseline (3)		Targets for five Years (4)					Data Collection and Methods of Analysis				Frequency of Reporting (9)	KPIs Owner (10)
		date	value	1	2	3	4	5	Data Source (5)	Data Collection Instrument/ Methods (6)	Frequency of Data Collection (7)	Means of Verification (8)		
				x	x	x	x	x						

Column 1: List approved strategic Objectives to be evaluated

Column 2: List approved KPIs to be monitored and evaluated (Definition of KPIs should be kept on annex pages)

Column 3: Indicate baseline and reference date

Column 4: Indicate agreed target level for all five years (level that will increase or decrease each year)

Column 5: Indicate where the data items have been sources

Column 6: Indicate instruments used to collect data

Column 7: indicate the frequency of data collection

Column 8: Indicate how data item will be verified (verify the authenticity of the data)

Column 9: Specify the period during which the data will be reported

Column 10: Indicated the owner of KPIs

b) Performance Reporting

MDAs shall report performance of the Strategic Plan to various stakeholders including decision making organs, implementation partners and beneficiaries. The reporting may be weekly, monthly, quarterly, biannual and annual. Reporting will be basing on the set target for each year. Various reports will have to be produced for various audiences.

Table 8: Quarterly Plan Progress Report

Strategic Initiative (s) (1)	Status as at the end of Quarter (2)	Output / Evidence (3)	Reason if not Completed (or Not Done) (4)	Way forward /Lessons Learnt (5)	Budget Utilize (6)	Remarks (7)

Notes:

Column 1: List only checked approved strategic initiatives to be evaluated in the current quarter

Column 2: In line with checked approved initiatives narrate the implementation level and if possible include specific time and quantity

Column 3: Mention the key evidence to justify implementation status in column 2

Column 4: Provide reason for partially and not implemented Initiatives

Column 5: Way forward is valid for partially and not implemented (when will be implemented?) and Lesson learnt is valid for successful completed

Column 6: indicate budget utilized as compared to budget allocated

Column 7: Provide remarks on implementation and budget if any

Table 9: Performance Reports Audiences

Type of report	Audience	Frequency	Responsible Person
Quarterly Implementation/Progress Report	Unit, Department and MDA Management Team	Quarterly	Responsible Person from MDA
Semi-annual Report	Unit, Department and MDA Management Team	Semi-annually	Responsible Person from MDA
Annual report	Unit, Department and MDA Management Team	Annually	Responsible Person from MDA

PART THREE: FORMART OF A STRATEGIC PLAN

MDAs shall use all information gathered under Part One to arrange 5 Years MDA Strategic Plan (Depending on the implementation period of the Medium-Term National Development Plan). All MDA shall therefore adhere to the following format when compiling and drafting of Strategic Plan document;

3.1. PRELIMINARY INFORMATION

Cover Page: Indicate MDA's logo, Name, Strategic Plan implementation period and date of publish.

Foreword: Write a short statement focusing on institution mandate and what the MDA intends to achieve during the implementation of the Strategic Plan. Provide a short statement of appreciation of all individuals, organizations and stakeholders in general who contributed in developing the Strategic plan. Foreword to be signed by the Accounting Officer of the MDA.

Executive Summary: Give a brief and precise of what the organization hopes to achieve with the Developed Plan. Summary provides the purpose and scope of the Plan (what it is intended to do), its alignment to national and international plans. Summary will also highlight on the vision, mission, core values and strategic objectives. In addition, MDA shall indicate the estimated budget for Strategic Plan implementation.

Table of Content, Tables and Figures: Insert the table of content followed by list of tables and list of figures.

List of Abbreviations: Write in long form of the abbreviations used in the Strategic Plan in an alphabetical order.

3.2. STRATEGIC PLAN CHAPTERS

CHAPTER ONE:

1.0 INTRODUCTION

This section should cover the following subsection: -

- 1.1 Background:** This section should explain organization's background information, mandates, major roles and responsibilities and customers served. The section should also include the purpose of the Plan.
- 1.2 Organization Structure:** Narrate how administrative governance of the organization is support the core mandate and contribute in achieving vision and mission. Organization Structure to be appended for referencing.

1.3 Methodology of the Strategic Plan: This subsection should explain the methodology used to develop and complete Strategic Plan.

CHAPTER TWO

2.0 ORGANIZATION STRATEGIC ASSESSMENT

This section should present the current situation of the organization based on the information collected in **step 2** of the strategic planning that is review of relevant documents, performance review, SWOC analysis and stakeholders' analysis. Matrix of more than a half page to be appended.

CHAPTER THREE

3.0 THE STRATEGIC PLAN FRAMEWORK

Under this section MDA shall present the following

Vision Statement: Copy the developed and agreed vision statement.

Mission Statements: Copy the developed and agreed mission statement.

Core Values: Copy the agreed core values during strategic planning processing.

Strategic Focus Areas and Themes: Copy the agreed achievable outcome that is generally broad and longer term.

Strategic Objectives: In this section MDA shall present the strategic objectives under relevant Themes lettered A-Z as per Strategic Plan and strategic initiatives.

Strategy Map: Show the cause-effects linkages of strategic objectives through Strategy map. The strategy map should also indicate Key Result Areas of national goals and the way in which the strategic objectives influence the Vision and the Mission of the MDA.

SP Matrix: Present in matrix form the strategic themes, strategic objectives, KPI, baseline and target value of the KPI, strategic initiatives and owners resulted from various steps of the strategic planning process.

CHAPTER FOUR

4.0 IMPLEMENTATION, RISK AND FINANCING OF STRATEGIC PLAN

4.1 Implementation of Strategic Plan

Describe how the Strategic Plan will be implemented.

4.2 Risk

The MDAs are exposed to a range of different risks, which if not properly managed, may affect their ability to deliver core mandates and achievement of strategic objectives. MDAs shall outline the potential risks to affect implementation of the Strategic Plan. For each risk provide its description, risk types, likelihood of the risk, impact of the risk and its mitigation strategies.

4.3 Financing of Strategic Plan

In this section MDAs shall estimate and specify the financial resources required to implement the Strategic Plan. Also, indicate sources of fund (Government, Development Partners and Private sector). The budget estimate should take into account the duration of the Strategic Plan and thus a budget for each year of Strategic Plan should be clearly indicated

CHAPTER FIVE

5.0 MONITORING, EVALUATION AND REPORTING

In this section, the MDAs shall outline the monitoring, evaluation and reporting framework for the Strategic Plan. Indicating how periodic monitoring and evaluation will be conducted and the frequency. On the report framework, indicate the reporting frequency and the types of reports to be produced.

References

Indicate references informed the Strategic Plan

ANNEXES

Please list suggested list of documents to be included in the Annexes

