

# NATIONAL HOUSING AND BUILDING RESEARCH AGENCY

EXECUTIVE AGENCIES PROJECT

## **FRAMEWORK DOCUMENT**

Prepared: Executive Agency Implementation Team  
National Housing and Building Research Agency,  
Ministry of Lands and Human Settlements Development,  
P. O. Box 1964,  
**Dar es Salaam.**

May, 2001

## FOREWORD

I am very pleased to establish the National Housing and Building Research Agency (NHBR) as an Executive Agency from 1<sup>st</sup> September, 2001.

ECC No. 7 of 1970 established, National Housing and Building Research unit (NHBRU) in January 1971 as a Government Department. It was charged with the responsibility of improving the housing conditions in Tanzania by imparting technical skills to the community on maximum utilization of local resources in order to reduce construction costs.


The Agency will be responsible for the improvement of the Standards of Human Shelter in Tanzania and Therefore the quality of life for the rural and urban communities by advising on and promoting appropriate building materials technologies and houses construction techniques.

The Agency status will allow NHBRA to develop into a more effective and efficient organization that shall operate commercially within the available resources for the benefit of its customers, taxpayers and Agency employees. The Agency will maintain high standards of integrity, professionalism and scientific Excellency.

Under this Framework Document, I am delegating responsibility for the day-to-day management to the Agency to the Chief Executive for the National Housing and Building Research Agency. He will be accountable for achieving the objectives set and for meeting specific performance targets, which will be set and reviewed each year.

I am confident, the NHBRA will meet the challenges that lie ahead and I wish the Chief Executive and his staff every success.

Date 16-08-2001  
**Dar es Salaam**

Signature 

Hon. Gidon A. Cheyo (MP)  
**Minister for Lands and Human  
Settlements Development**

## **1.0 INTRODUCTION**

The National Housing and Building Research Unit (NHBRU) was established in 1971 by a Cabinet Paper ECC No. 7 of 1970 as a department in the Ministry of Lands, Housing and Urban Development. It was responsible for providing technical support to government efforts related to housing construction, geared towards upgrading housing and building standards in the country, by promoting widely the use of appropriate materials and techniques for low cost housing.

The NHBRU's roles and objectives have been defined to suit the current technological development and also to match with the present needs of Tanzanians. In order to deliver its services efficiently and effectively, the National Housing and Building Research Unit has been restructured to operate as a Government Executive Agency with its now name as the National Housing and Building Research Agency (NHBRA).

The Agency is expected to facilitate the technological growth of building technology and housing construction techniques and thus the overall improvement of the quality of life for the majority. This document describes the environment within which NHBRA will operate as an Agency and the responsibilities of those involved in its operation.

The Minister responsible for Lands and Human Settlements Development will be headed by the Chief Executive who will be responsible for the day to day operations.

The statutory powers to operate the Agency are vested in all those responsible in accordance with the Executive Agencies Act No. 30 of 1997.

## **2.0 STATUS AND GOVERNANCE**

### **2.1 The Agency Status**

The National Housing and Building Research Agency has been established under the Executive Agencies Act, No 9 of 1997 to achieve the following objectives:

- a) To improve the delivery of public services.
- b) To generate an environment conducive to effective and efficient management.
- c) To improve the quality of the services hitherto provided by the concerned; and
- d) Promote the potential for continuous improvement of its services.

### **2.2 Governance**

The Chief Executive appointed by the Minister of Lands and Human Settlements Development for a term not exceeding 5 years shall manage National Housing and Building Research Agency (NHBRA).

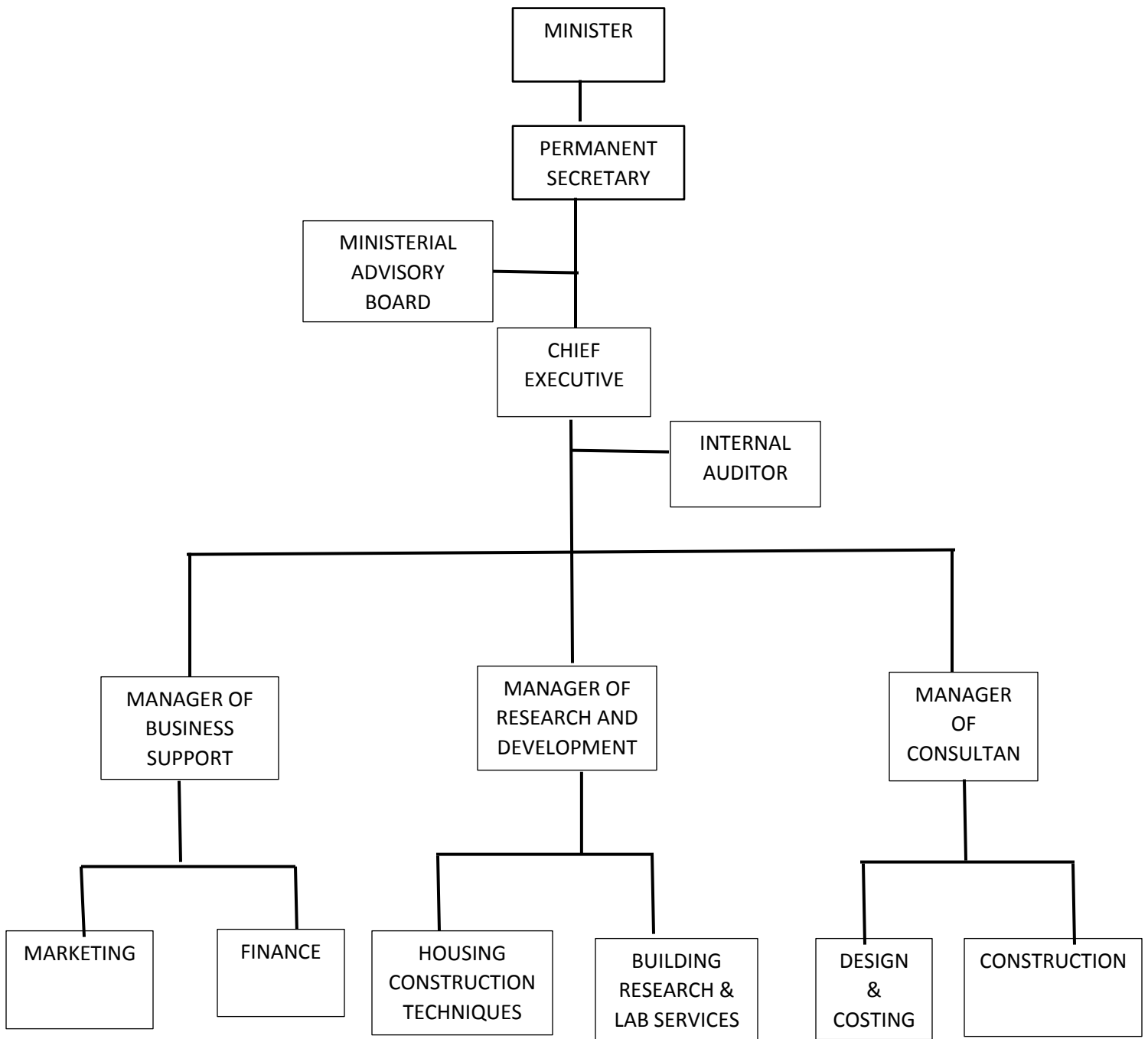
The Chief Executive shall be directly answerable to the Permanent Secretary while the Permanent Secretary is the overseer of the interests of Ministry and the Government in general and is responsible for policy and Strategic management of the NHBRA.

There will be the Ministerial Advisory Board whose functions are to advise the Permanent Secretary on the performance of the Agency. The executive function of the Chief Executive is to implement the NHBRA programme that supports the objectives of the Human Settlements Development Policy.

### **2.3 Organization structure**

At the time of launch three line managers will assist the Chief Executive as outlined in the NHBRA organization chart below. The number and responsibilities of managers will be determined by the Chief Executive depending on the business needs of the Agency. Together with the Chief Executive, the managers will constitute the Senior Management Team.

## ORGANIZATION STRUCTURE



### **3.0 AIM, ROLES AND STRATEGIC OBJECTIVES**

#### **3.1 Aim**

The aim of National Housing and Building Research Agency is to improve the standards of human shelter and therefore, the quality of life for rural and urban communities, by advising on and promoting appropriate building materials, techniques and technologies for low cost housing.

#### **3.2 Roles**

The roles of NHBRA are:

- i) To ensure research results and technical information on Human Settlements Development issues are made available to all those that need them.
- ii) To promote affordable and durable local building materials (LBM) and associated technologies, and appropriate housing construction techniques.
- iii) To provide building research consultancy services.

#### **3.3 Strategic objectives**

NHBRA has been established and structured to achieve the following strategic objectives:

- i) Delivery of services in accordance with customer's requirement in terms of quality, quantity and time.
- ii) Be as self-sufficient as possible in a managerial sense.
- iii) Meet customers' requirements for the information they need in the agreed time scales.
- iv) Information supplied meets customers/clients technical needs.
- v) Sixty percent (60%) of the new houses built within five years in the promotion areas are constructed/built with local building materials recommended by NHBRA.
- vi) Increasing availability of techniques and expertise in affordable housing construction in all areas covered by the promotion projects.
- vii) Provide high quality building research consultancy services.

### **4.0 PERFORMANCE CRITERIA**

The Ministerial Advisory Board will regularly assess the performance of NHBRA. Assessments will be on the basis of quarterly performance reports submitted by the Chief Executive to the Permanent Secretary. Particular attention will be paid on the following areas:

#### **4.1 Quality of service**

- Audit in the improvement of service and effective feedback system.
- Timely, accuracy and comprehensiveness of information.
- Promoting and ensuring prescribed standards are maintained.
- Reductions in response time from submission of request to delivery of results.
- Adherence to Service Level Agreement requirement.
- Adherence to professional ethics in the delivery of services.

#### **4.2 Operational efficiency**

- Effective application of management information system in all sectors of the Agency to raise productivity levels.
- Improvement in the ratio of the cost to revenue.
- Reduction of overhead cost as a percentage of total expenditure.
- Prompt preparation and billing of charges due.

#### **4.3 Financial performance**

- Prompt collection of all revenue.
- Timely and accurate production of financial reports.
- Clean report from auditors.
- Effectiveness and transparency of the procurement and stock control systems.

#### **5.0 THE ROLE OF THE MINISTER**

The Minister for Lands and Human Settlements Development responsible for determining the policy framework and the operational boundaries within which NHBRA operates, and the financial resources that are to be made available to the Agency.

The Minister shall be responsible for the general direction and control of the Agency and shall have the general responsibility of organizing, carrying out and encouraging measures for the development of sustainable housing sector.

The Minister will foster the promotion of affordable and durable local building materials and associated technologies and appropriate housing construction techniques, and for research into questions relating to human shelter for improvement of quality of life for the rural and urban communities.

The Minister shall be responsible for establishing the NHBRA, appointing its Chief Executive and members of the Ministerial Advisory Board (MAB) and

for ensuring that the Government and public derives maximum benefits from the creation of the Agency.

The Minister shall not be involved in the day to day management of NHBRA, however the Chief Executive may consult the Minister on the handling of operational matters that are likely to give rise to significant public or Parliamentary concern.

The powers of the Minister are vested in hi under the Executive Agencies Act. No 9 of 1997 and the regulations made under the Act.

## **6.0 THE RESPONSIBILITIES OF THE PERMANENT SECRETARY**

Overall responsibility to the Minister of Lads and Human Settlement Development on matters concerning voted funds, and is the principal policy advisor to the Ministry on Housing and Human Settlements matters. The Permanent Secretary shall be responsible for the Strategic management of the NHBRA and for this purpose, will give directions to the Chief Executive but with due regard to the need to uphold NHBRA's autonomy in the operational management of its affairs.

The Ministerial Advisory Board, shall assist the Permanent Secretary with the review of NHBRA's Strategic Plans, Business Plans and Performance Reports, and in setting objectives and Key Performance Targets (KPTs).

The Permanent Secretary shall, taking into account the overall Government policies and the business case, decide whether the Chief Executive's intention to borrow money or to acquire or dispose of immovable property are acceptable. He will formally approve all such cases.

The Permanent Secretary will promote the interests of NHBRA through the Chief Executive.

## **7.0 RESPONSIBILITIES OF THE CHIEF EXECUTIVE**

The Chief Executive shall be responsible for managing NHBRA within the terms of this Framework Document and the Executive Agency Regulations. He shall be the Agency's Accounting Officer and shall specifically be responsible for:-

- Operations of the Agency.
- Planning and reporting.
- Relations to Parliamentary Business.

### **7.1 Operations of the agency**



- The organization and management of the assets and resources allocated to him efficiently, effectively, economically and in accordance with the principles outlined in Government Policies and Financial Regulations.
- Ensuring that all aspects of the management and organization are kept under review and that they best suit the NHBRA business needs.
- Promoting public confidence in the professionalism and quality of the Agency's services.
- Delivery of the required services to customers on time and to specifications so as to develop the ability of the Agency to become financially self-sufficient.

## **7.2 Planning and reporting**

- The preparation and submission of Strategic and Business Plans and associated budget.
- The implementation of the approved Plans including the achievement of the performance targets within the Human Settlements Development Policy, through technical research.
- The provision to the Permanent Secretary of such information as is required to enable performance to be monitored.
- The preparation of an Annual Report and Financial Statement for submission to the Permanent Secretary, the Minister of Lands and Human Settlements Development and the Parliament.

## **7.3 In relation to parliamentary business**

Contributing to the development and formulation of policy, including assessing the impact and practicability of proposed policy changes and ensuring that NHBARA is in a position to implement such changes expeditiously and efficiently.

The Chief Executive shall be responsible for the effective personnel management of the Agency's employees in accordance with the Agency's Personnel Regulations.

The Chief Executive shall be an ex-officio member of the Ministerial Advisory Board.

The Chief Executive shall exercise the responsibilities vested in ECC Paper No. 7 of 1970 and the "terms of reference" of NHBRU. He will lead the agency to be a catalyst to the growing building industry through a constant updating and adherence to the Building Regulations, which will be flexible to accommodate the new and appropriate technologies developed through research.

## **8.0 RESPONSIBILITIES OF THE MINISTERIAL ADVISORY BOARD**

The Agency shall have a Ministerial Advisory Board (MAB) appointed by the Minister of Lands and Human Settlements Development. Many of the members of the MAB will be representatives of the agency main stakeholders and who are conversant with the Tanzania Building industry.

The Ministerial Advisory Board shall be chaired by the Permanent Secretary and shall hold its meetings as often as the Chairman may determine, but not less than twice each financial year.

The Ministerial Advisory Board shall consider and advise the Minister and the Permanent Secretary on the following:

- The policies that apply to the NHBRA.
- A coherent strategic framework
- Acceptability of the Chief Executive's plans.
- Agreed priorities and associated resources implications.
- Performance target setting.
- Annual Report and Accounts.
- Evaluation of performance
- Negotiation with other countries for the establishment of international Research Collaboration.
- Matters affecting Human Settlements Development as the Minister may from time to time refer to the board.

## **9.0 ACCOUNTABILITY**

The Minister of Lands and Human Settlements Development is accountable to Parliament for all aspects of NHBRA. The Permanent Secretary assists him in the discharge of this responsibility.

### **9.1 Accounting Officer Responsibilities**

The Permanent Secretary shall be the Principal Accounting Officer for the Ministry and as such shall be responsible for ensuring a high standard of financial management in the conduct of all Ministry of Lands and Human Settlements Development.

The Chief Executive shall be the Agency's Accounting Officer and therefore, accountable for ensuring the propriety and regularity of expenditure for prudent and economical administration and ensuring the requirements of the Ministry of Finance are met.

The Chief Executive shall be responsible for establishing proper management systems for these purposes. He shall take due

account of the Executive Agencies Accounting Manual customized for NHBRA and the Personnel Management Guidance issued by the Civil Service Department. He shall also put into effect the recommendations accepted by the Government from the Public Account and other Parliamentary Committees.

## **9.2 Public Accounts Committee**

The Principal Accounting Officer and Agency Accounting Officer may be required to appear before the Public Accounts Committee at hearings relating to the NHBRA.

The Minister will decide who will attend other Parliamentary Select Committee hearings. Where a Committee's interest is in the operation of the NHBRA, the Minister will normally regard the Chief Executive of NHBRA as the person best placed to appear.

## **9.3 Parliamentary and other Enquiries.**

Members of the National Assembly are encouraged to deal directly with the Chief Executive on matters which are the responsibility of the Agency.

Whenever necessary there will be communication between the Minister and the chief Executive about Parliamentary questions, which fall within the responsibility of NHBRA.

# **10.0 FINANCE PLANNING AND STRATEGIC CONTROL**

## **10.1 Funding**

The Agency's resource requirements will be met from the revenue collected by way of charges for services rendered, supplemented as shown to be necessary in the Agency's business plans by the Government subvention, loans and grants.

The Agency's expenditure will be subject to quarterly and annual reviews.

## **10.2 Strategic and Business Plans**

The Chief Executive shall prepare for each year, for approval by the Permanent Secretary, a Strategic Plan covering a period of three years and a Business Plan, which gives details of operations.

### **10.2.1 Strategic Plan**

The Strategic Plan shall cover a five years term and be rolled forward and updated each year. It shall reflect the outcome

of the review of performance and expenditure, and shall closely set out:

- The Chief Executive's strategies for achieving NHBRA aim and objectives.
- Strategic performance targets.
- An assessment of the external factors which influence NHBRA activities including key planning assumption about the service to be provided and resources.
- A capital expenditure programme.
- Efficiency objectives, and business plans.

### **10.2.2 Business Plan**

The Business Plan will set out in more details, NHBRA activities for the first year on the Strategic Plan period, and will include:

- Key performance targets set by the Permanent Secretary.
- Priorities and other performance targets.
- Budgets, including estimated profiles of revenue and expenditure, the work programme
- The key assumption, which include resources, which are likely to underpin performance targets; and
- Any efficiency plan, including initiatives to improve performance, value for money and quality of service.

### **10.2.3 Approval**

The Chief Executive shall submit the Strategic and Business Plan to the MAB and the Permanent Secretary for Approval each year. He Permanent Secretary or the chief Executive may seek to review the Business Plan in the course of the year to reflect changes in policies, resources or priorities.

Approval of these plans will constitute authority for NHBRA to conduct its operations accordingly without undue interference by the Ministry.

## **10.3 Annual Report and Account**

The Chief Executive shall submit an Annual Report and Statement of Financial Accounts to the MAB, the Permanent Secretary and to the Minister after the end of each financial year. The Report shall be published and circulated to relevant authorities, and shall contain:

- A copy of the audited accounts of NHBRA, together with the Auditor's report on those accounts.
- A report on performance against key targets.

- A report on the operations of NHBRA during the financial year and
- Any other information as may be required by the Permanent Secretary

The Annual Report will also contain the annual performance agreement between the Permanent Secretary and the chief Executive.

#### **10.4 Financial Delegation**

The Chief Executive has the authority to approve all expenditure which is consistent with the approved Strategic and Business Plans and which is in accordance with his letter of delegation.

The Chief Executive shall ensure that appropriate investment appraisal of all capital expenditure projects is carried out, taking account of such guidance as the Ministry of Finance or Civil Service Department may issue from time to time. Major capital expenditure divisions will be considered in the context of the approved Strategic and Business Plans.

The NHBRA will undertake post implementation reviews to determine whether projects have achieved objectives set up.

#### **10.5 Value for Money**

The Chief Executive is responsible for obtaining value for money in the procurement of goods and delivery of service. Accordingly, the Chief Executive will implement a range of efficiency measures in accordance with the aged programme and timetable set out in responsible for maintenance of standards and value for money of ay work contracted out and ensuring that the security and confidentiality safeguards are maintained.

#### **10.6 Internal Audit**

The Chief Executive is responsible for ensuring that adequate arrangements exist for the provision of an internal audit service. The audit service shall accord with the standards set by the Ministry of Finance, and in accordance with the NHBRA Accounting Manual.

The Internal Auditor to the Ministry of Lands and Human Settlements Development shall have the right to access the Agency to perform work necessary to give independent assurance to the Principal Accounting Officer. The Permanent Secretary shall receive copies for all internal audit reports.

#### **10.7 External Audit**

The NHBRA is subject to external audit by the Control and Auditor-General for the United Republic of Tanzania who may have the right to conduct interim audits, special audits and value for money studies relating to NHBRA activities.

## **10.8 Budgetary Flexibilities**

The Chief Executive shall have the power which shall be exercised in accordance with the Ministry of Finance guidelines, and the limits set out in the Executive Agencies (Finance Procurement and Stores) Regulations, 1999.

### **10.8.1 Capital Expenditure**

The Chief Executive shall have the powers in relation with the capital expenditure to:

- Authorize capital expenditure on individual capital projects.
- Transfer of resources allocated to one item in the budget to another.
- Carry over in full to the next financial year any under spent on capital provision from the previous financial year.

### **10.8.2 Running Costs**

- Manage all running costs allocations as a single budget.
- Transfer of resources allocated to one item in the budget to another.
- Carry over in full to the next financial year any under spent on running costs from the previous financial year.

### **10.8.3 Assets and Liabilities**

The Chief Executive may:

- Authorize all write-offs and special payments.
- Authorize the disposal of assets in accordance with Standing Financial Regulations.
- Authorize expenditure on individual consultancy services.
- Authorize expenditure on Information Technology projects.
- Authorize single source negotiated tender action for procurements.

## **11.0 PERSONNEL**

### **11.1 Status and Conditions of Service**

The NHBRA staff are public servants as such their terms and conditions of service will be based upon the Executive Agencies (Personnel Management) Regulations 1999, as amended from time to time by the Ministry responsible for Civil Services and in accordance with the Executive Agencies Act, 1997.

### **11.2 Personnel Management**

The Chief Executive shall be responsible for the personnel management of the Agency staff as set out in the Framework Document and the Executive Agencies Personnel Regulations 1999, and as laid down in the Labour laws of Tanzania. He is responsible for ensuring that an equal opportunities policy is formulated and implemented. Within these parameters he may introduce such changes as are necessary to maximize the NHBRA'S efficiency and effectiveness.

### **11.3 Staff Complement**

The Chief Executive shall be Responsible for managing the affairs of the Agency efficiently and effectively, the end in that regard, to establish and keep up to date the NHBRA'S staff complement.

### **11.4 Staff Relations**

The Chief Executive shall be responsible for staff relations within the Agency. The Chief Executive has in this regard, required to foster good staff relations as an important aid to the achievement of the Agency's objectives, and to ensue effective communication and consultation between the staff and with their recognized Trade Union representatives.

Permanent staff retains the right to appeal to the Permanent Secretary on personnel matters in the event of being dissatisfied by any decision made by the NHBRA.

### **11.5 Health and Safety**

The Chief Executive shall be responsible for the health and safety of NHBRA staff in the working place and for complying with all relevant legislation and regulations and in this regard, shall consult with the staff and their recognized Trade Union representative on health and safety matters.

## **12.0 REVIEW AND PUBLICATION**

### **12.1 Review**

From time to time, but at least at intervals not exceeding five years, a review of this Document shall be undertaken by the Ministry of Lands and Human Settlements Development, advised jointly by the Permanent Secretary, the Ministerial Advisory Board and the NHBRA.

The Minister, Permanent Secretary or the Chief Executive may at any time propose amendments to this Framework Document in the light of the Agency's operation experience or any changes of circumstances. Any such proposal for change shall be subject to consultation with the Civil Service Department and the Ministry of Finance. Any change affecting personnel shall be subject to consultation with staff and their recognized Trade Union representatives. The incorporating of changes may require the approval of the Minister for Lands and Human Settlements Development, Minister for finance, the Minister responsible for the Civil Services as well as the approval of the Chief Secretary.

### **12.2 Publication**

Amendments to the order establishing NHBRA, including amendments to the Framework Document will be laid before Parliament in accordance with existing practice. Copies of the Framework Document and further information about the Agency can be obtained from:

The Chief Executive  
The National Housing and Building Research Agency,  
P. O. Box 1964,  
Tel: 255 -022-2771971/2774003  
Fax: 255-022-2774003  
Dar es Salaam  
**TANZANIA.**