

ZANZIBAR REVOLUTIONARY GOVERNMENT



**ZANZIBAR POVERTY REDUCTION PLAN
(ZPRP)**

GOOD GOVERNANCE

BACKGROUND PAPER

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1. CURRENT SITUATION

In 1992 Zanzibar opened its doors to multiparty system. In the first stage, the focus was centered on the institutionalization of transition, particularly the formation of political parties, civil society and election system. At present there are 13 registered political parties and about 194 registered civil societies (NGOs and CBOs).

In the second stage the democratization process gave more freedom to mass media and attention to separation of power on state organs: the executive, legislature and judiciary. Political elections were held in 1995 and 2000.

The sixth phase government has established a Ministry responsible for Constitutional Affairs and Good Governance.

Promotion of good governance in Zanzibar is pursued in three fronts: political, social and economic.

On the political front, the CCM/CUF accord is a vivid example of intentions of having orderly political stability and political tolerance. The 8TH constitutional ammendment effected in April 2002 expands further the frontiers of good governance."

Socially, good governance is pursued through addressing a number of issues:

- **Broad-based good governance programme:**
Public sector reforms, civil service reforms, decentralization, legislature and functioning of government.
- **Legal sector reform:**
Notable in this respect is the separation of power of state organs.
- **Leadership ethics, anticorruption and human rights:**
Efforts are underway to accomplish the task of establishing the department of leadership ethics, institution dealing with anti-corruption, Human Rights department and Department of Public Prosecution.
- **Economic governance:**
Actions have centered around transparency in government accounts, accountability and monitoring. A Financial Act has been enacted and a Central Tender Board has been established while the office of the Controller and Auditor General is being strengthened.

In a nutshell, pursuance of good governance is intended to achieve:

- Accountability based on the ideal of popular sovereignty and public choice.

- Improvement, strengthening and streamlining law enforcement institutions and tribunals so that they can function efficiently.
- A transparent, efficient and fair legal framework that guarantees the rule of law and administration of justice.
- Improvement in financial discipline especially in public finance, targeting the treasury, office of the Controller and Auditor General, and the department of stock verification
- Adherence to leadership ethics and a mechanism for monitoring the same.
- Reforming and strengthening the delivery of public services.
- Civil service reform as a strategy to rejuvenate the country's economy, and increase efficiency.
- Competent and efficient public agencies.
- Cost-efficient and rational government size.
- Improvement in the local government system.
- Improvement and strengthening of civil society organizations.
- Principle of full participation and consultations in decision making processes.
- Popular participation in the decision making process based on political and social pluralism.
- Freedom of movement, association and expression.

1. CHALLENGES/CONSTRAINTS:

The general challenge to governance is to raise awareness of good governance as an important aspect in combating poverty. Specific challenges include:

- *Lack of sufficient expertise:*

Shortage is mostly experienced in the judiciary, prosecution services and in public administration. Brain drain has been a contributing factor.

- **Inappropriate institutional set up for law enforcement:** law enforcement powers have been centralized on the police force. This is causing poor law enforcement and has the potential of breeding corruption.

- ***Financial constraint:***

This has hindered implementation of some good governance programmes.

- ***Lack of awareness:***

Effectiveness of good governance relies on the level of awareness in the society. Many people do not understand the meaning, objective and importance of good governance nor are they knowledgeable of their human rights and obligations.

- ***Constitutional and legislative barriers:***

These do exist thus the call for frequent revisions.

- ***Infrastructural constraints:***

Implementation of good governance requires a functioning communication network to expedite implementation. The state of these facilities is poor.

- ***Insufficient coordination:***

This involves coordination among the various actors. Given the state of infrastructural constraints much needs to be improved.

3. POLICIES AND PROGRAMMES

Promotion of good governance is enshrined in Zanzibar's long term development vision (Vision 2020). The attributes include a truly democratic and pluralistic society, accountability and transparency. The Zanzibar Poverty Reduction Plan upholds democratic governance: the principle of full participation and consultation in the decision making process, with particular attention to local governments.

The Government of Zanzibar is keen to promote good governance and is taking action in the following areas:

- ***Extension of Human Rights Commission to Zanzibar:***

The Zanzibar Government has resolved to extend the scope of the Union Human Rights and Good Governance Commission to work in Zanzibar with full and complete mandate instead of forming a separate Commission for Zanzibar (formerly the Commission could not investigate, report or prosecute non-union institutions or officers in Zanzibar).

- ***Capacity building:***
The Zanzibar government is taking concerted efforts in manpower development to ensure the critical mass needed for implementation of good governance.
- ***Establishing or strengthening of responsible institutions***
The government is at various stages of establishing and strengthening institutions as well as pursuing programmes in the following:
 - Office of the Controller and Auditor General.
 - Department of Anti-corruption.
 - Department of Manpower and Management.
 - Department of leadership ethics.
 - Department of Director of Public Prosecution.
 - Human Rights Department.
 - Broad-based good governance programme.

4. PRIORITY ACTIONS FOR THE WAY FORWARD AND STRATEGIC AREAS FOR DEVELOPMENT ASSISTANCE

In order to promote good governance in Zanzibar actions in the following priority areas need to be taken:

- ***Extension of Human Rights Commission to Zanzibar:***

- ***Upgrading legal management:***

A number of comprehensive studies funded by the World Bank under the Financial and Legal Management Upgrading Project (FILMUP) have identified major problems in the legal system. In order to improve the legal system priority actions need to be taken in the:

- **Judiciary:** (infrastructure development i.e. rehabilitation of court buildings, training of magistrates, law library)
 - Establishment of Director of Public Prosecution (DPP) office.
 - **Improvement of administration of justice:** (this covers strengthening of AG Chambers, Law Review Commission and revision of laws (including printing of new law booklet).
 - Implementing the Five Year Zanzibar Good Governance Strategic Plan.
- ***Civic education:***

It is widely recognized, that the achievement of good governance depends on how well the people are empowered, through knowledge and information, so

that they are involved in the affairs that determine their welfare. The success and effectiveness of good governance will depend on whether people:

- Are well informed of what is happening in the society and thus understand their rights and obligations.
- Are aware of the policy debates and what resultant policies mean to them.
- Are invited to effectively participate and articulate their concerns.
- Are able to freely offer suggestions that can be taken into account.

▪ *Formulation of NGOs policy:*

5. COSTING OF PROGRAMMES

5.1 *Financial and Legal Management Upgrading Project (FILMUP)*

A study made through FILMUP came up with the following costing: -

<i>Judiciary</i>	<i>US\$</i>
Construction of new court house	1,325,000.00
Rehabilitation of existing court houses	30,000.00
Training	868,715.54
Equipment	1,480,240.10
Review of terms and conditions of service (judiciary)	35,000.00
Review of procedural laws	45,000.00
Establishment of administrative division of the high court	310,000.00

Sub-total	4,493,955.74
<i>Attorney General's Chambers</i>	
Training	1,453,698.32
Equipment	283,850.00
Rehabilitation and alteration of office space	90,000.00
Construction	850,000.00
Civilianization of prosecution service	100,000.00
Revision of Zanzibar laws and publication of law booklet	1,000,000.00
Sub-total	3,777,548.32
<i>Law Review Commission</i>	
Training	539,724.68
Equipment	335,896.68
Rehabilitation and alteration of office space	85,000.00

Technical assistance	60,000.00
Publication and printing	32,560.00
Sub-total	1,053,181.36
<i>Registrar General's office</i>	
Training	481,612.48
Equipment	363,509.90
Rehabilitation and alteration of office space	100,000.00
Civil registration programme	180,000.00
Printing of various forms	150,000.00
Sub-total	1,275,122.38
Total for legal sector in Zanzibar	10,599,807.80

5.2 Supporting implementation of Zanzibar Civic Education Programme.

CONTRIBUTOR	ITEMS	TOTAL	YEARS		
			2002/2003	2003/2004	2004/2005
DONOR	Personnel & expertise	202,800	67,600	67,600	67,600
	Training	155,000	73,000	47,000	35,000
	Equipment	106,550	83,950	12,550	10,050
	Travelling	30,000	10,000	10,000	10,000
	Support and administrating cost	68,000	26,000	22,000	20,000
	Contingency 15%	62,222	30,546	18,278	16,398
	Total	627,572	291,096	177,428	154,098
GOVERNMENT	Personnel support	21,960	7320	7320	7320
	Furniture	9200	4600	4,600	-
	Premises	4320	4320	-	-
	Administrative cost	70000	30000	20,000	20,000
	Total	105,480	35,160	48,560	35,160

5.3 Supporting the formulation of Zanzibar NGOs policy:

CONTRIBUTOR	ITEM	2002/2003
DONOR	Personnel (local consultant)	20,000
	Stakeholder meetings	15,000
	Stationaries and secretarial services	6,000
	Supporting cost	9,000
	Total	50,000
GOVERNMENT	Personnel	2300
	Administrative support	1600
	Fuel	2000
	Total	5900

5.4 Zanzibar Good Governance Programme.

CONTRIBUTOR	ITEMS	TOTAL US\$	YEARS		
			2002/3	2003/4	2004/5
DONOR	Personnel/experts				
	Training				
	Equipment				
	Travelling cost				
	Support cost				
	Monitoring and evaluation				
	Cost				
	Contingency				
	Total	385,000			
GOVERNMENT	Personnel support	12000	4000	4000	4000
	Furniture	3000	2000	1000	-
	Premises	2000	2000	-	-
	Administrative cost	3000	1000	1000	1000
	Sub -Total	20,000	9000	6000	5000

5.5 Strengthening Human Rights Capacity in Zanzibar.

CONTRIBUTOR	ITEMS	TOTAL US\$	YEARS		
			2002/3	2004/4	2004/5
DONOR	Personnel/Experts	108,000	36,000	36,000	36,000
	Training	105,000	35,000	30,000	40,000
	Equipment	150,000	105,000	40,000	5,000
	Travelling	60,000	20,000	20,000	20,000
	Support and administrative cost	72,000	24,000	24,000	24,000
	Contingency 15%	74,250	33,000	22,500	18,750
	TOTAL	569,250	253,000	172,500	143,750
GOVERNMENT	Personnel	34,155	11385	11385	11385
	Furniture	6831	6000	831	-
	Premises	6246	6246	-	-
	Administrative cost	9693	3231	3231	3231
	TOTAL	56925	26862	15,447	14,606

5.6 Supporting the coordination of national efforts in the implementation of anti-corruption strategy

CONTRIBUTOR	ITEMS	TOTAL US\$	YEARS	
			2003/4	2004/5
DONOR	Personnel/experts	96,000	48,000	48,000
	Training	60,000	30,000	30,000
	Equipment	80,000	60,000	20,000
	Travel	50,000	25,000	25,000
	Supporting and administrative cost	125,750	95,050	30,700
	Contingency	61,763	38,708	23,055
	Total	473,513	296,758	176,755
GOVERNMENT	Personnel support	17300	8650	8650
	Furniture	19051	12051	7000
	Premises	5000	5000	-
	Administrative cost	6000	3000	3000
	Total	47,351	28701	18650

6.0 MANAGEMENT ARRANGEMENT

6.1 Institutional arrangement

Sustainable good governance requires multi-faceted interventions, involving several actors. These include Government, Non Governmental Organizations as well as political parties and private institutions. The Ministry of Constitutional Affairs and Good Governance will coordinate day-to-day activities.

6.2 Resource mobilization

In order to implement the programmes, resource mobilization is required, involving all stakeholders (NGOs, community, private sector, Government and development partners).

6.3 Monitoring, review and reporting

6.3.2 Monitoring

Performance monitoring (operational auditing) will emphasize quality and quantity indicators and interval monitoring which will be conducted by third party not involved in project implementation. The projects/programmes will develop a system of data collection on key statistical indicators as well as periodical evaluation.

6.3.3 Review

The programmes will be subjected to periodic review in accordance with the procedures established for programme

management. This is known as Annual Review (AR) which is done every year to discuss implementation progress.

6.3.4 Reporting

Prior to holding a review, an Annual Programme Report (APR) will be prepared, by project management based on the work plan. Towards the end of the programme terminal report will be prepared, for critical review by Government, donors and other stakeholders. This will form the basis for evaluation.