

Local Governance in Zanzibar

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5. LOCAL GOVERNANCE

5.1 Introduction

Several lower level tiers of central government and a system of elected local governments constitute the sub-national system of governance in Zanzibar.

Three tiers of deconcentrated central government structures are established below the central level:

- a) The regional administration (5 regions);
- b) The district administration (10 districts); and
- c) The shehias (236)

The system of elected local governments is based on councils elected on a ward basis for:

- a) Districts Councils (9),
- b) Town Councils (3) and
- c) Municipality (1).

The system is summarised in the table below.

Table 1 Sub national administrative structures in Zanzibar

	Unguja	Pemba	Total
Regions	3	2	5
Districts	6	4	10
District Councils	5	4	9
Municipal Council	1 (Zanzibar)	0	1
Town Councils	0	3	3

Compared to its population and the structures on mainland Tanzania, Zanzibar has a very high number of administrative structures. Thus the average population of a Region in Zanzibar is less than 200,000 compared to an average population of 1.5 million per Region on the mainland.

The entire sub-national system of governance is at central level managed through the Ministry of State (Presidents Office), Regional Administration, Local Government and Special Departments (MRALGSD).

5.2 Background

5.2.1 Brief History

A local government system with councils was partially developed during the colonial period in Zanzibar. This included legislation passed in 1944 for the establishment of Town Councils in Zanzibar, Chake-Chake, Wete and Mkoani under the supervision of District Commissioners. Legislation was earlier passed that formalised the authorities of appointed *Sheha* at the local level for maintenance of law and order.

The local government system further developed after WWII in a devolved and democratic direction. However, national political authority in Zanzibar remained under control of the Sultan and the British Protectorate. The colonial system for local administration furthermore had significant racial traits as Arabs were appointed District Commissioners, Africans as *Sheha* and as the African Authorities (*Sheha*) jurisdiction was limited to Africans. The 1964 Revolution not only abolished the monarchy and colonial structures, but also fused all authority into one: the party. The creation of the Union with Mainland Tanganyika the same year maintained a separate system of local administration for Zanzibar.

Since the promulgation of its first post-Revolution Constitution in 1979, Zanzibar has passed several pieces of legislation on local government. More so, the 1984 Zanzibar Constitution specifically calls for the establishment of local government structures (Article 128). The enabling legislation was passed several years later (see below).

5.2.1 The legal basis for local governance

The system of local government is not considered as Union matter and is thus regulated by entirely separate Zanzibar legislation – different from Mainland Tanzania.

The present legal basis for the local government system in Zanzibar is found in:

- Article 128 contained in Chapter 12, Section 2 of the 1984 Constitution of Zanzibar;
- Act number 1 of 1998 – The Regional Administration Authority Act,
- Act number 3 of 1995 – Act to Establish the Zanzibar Municipal Council and Other Matters Connected therewith,
- Act number 4 of 1995 – Act to establish the District and Town Councils and other matters connected therewith

5.3 Regional and District Administrations

5.3.1 Regional Administration

Zanzibar is divided into 5 regions, three in Unguja and two in Pemba. Each region has a Regional Commissioner appointed by the President. The functions of the Regional Commissioner include:

- a) monitoring, supervising, and assisting in the execution of the functions of the government in his region;
- b) assuring that the policies, plans and directives of the government are observed;
- c) maintaining law and order in the region in collaboration with law enforcement agencies; and
- d) assuring that resources, both material and manpower are used for development in the economy to enhance welfare,

Subject to the provisions of the Constitution, the Regional Commissioner may arrest or order an arrest of “any person...likely to commit a breach of peace or disturb the public...” (Regional Administration Authority Act – Section 6).

A peculiarity of the Zanzibar system is that Regional Commissioners are also Members of the House of Representatives. This creates a situation where Regional Commissioners are administratively accountable to Principal Secretaries, who in turn are politically answerable to Regional Commissioners (in their function as Members of the House of Representatives).

The Regional Administrative Officer, appointed by the President, is the principal assistant to the Regional Commissioner and the administrative head of the region. (S)he is in charge of the day to day running of the government business in the region, the head of public officers posted in the region and the accounting officer.

The Ministry of Local Government and Regional Administration and Special Departments (MLGRASD) appoints a planning officer and a community development officer to each region. Sectoral ministries also assign officers and staff to the regions to carry out the responsibilities and duties of the sector ministries. In practice, each ministry appoints at least one officer to every region. These officers are through the Regional Administrative Officer answerable to the Regional Commissioner. However, in practice lines of reporting are far from streamlined as the budgets and work plans of sectoral officers mainly are approved from the centre.

5.3.2 District Administration

Each region is divided into two districts; i.e., there are six districts in Unguja and four districts in Pemba.

At the head of each district administration is a District Commissioner appointed by the President and there is also a District Administrative Officer in charge of the district administration. In addition, every district has a planning officer, a community development officer, as well as officers from sectoral ministries assigned to the district.

The staffing and functions of the districts are similar to that of the regions. In fact the legislation in its description of duties of the District Commissioner simply refers to the paragraphs of the same Act describing the duties and functions of the Regional Commissioner.

5.3.3 Development Committees

The Regional Administrative Act established regional and district development committees with the following functions (described jointly in Section 23):

- a) to supervise the implementation of government policies, to identify the problems, and to advise government on the best way to solve these problems and to promote development in their areas;
- b) to monitor and assist in the formulation of policies for local government authorities in their areas and advise on the best implementation strategies;
- c) to mobilize people to participate and contribute in all ways possible to assist in the efficient uses of resources and the protection of environment for sustainable development and in all activities of national development;
- d) to ensure that implementation strategies correspond to relevant policies and to create awareness among the people in their areas on the importance of both; and
- e) to ensure and establish understanding, cooperation and coordination among government agencies, local government authorities, non governmental organizations and the people in creating an enabling environment for sustainable development.

The Act makes no functional distinction between the regional and district development committees in description of their functions.

The membership of regional and district development committees (see Table below) is composed of staff from the de-concentrated levels of the central government as well as from the local governments and their officers.

Table 2: Composition of Regional and District Development Committees

Regional Development Committee	District Development Committee
Regional Commissioner – Chairman	District Commissioner – Chairman
District Commissioners in the region	
Regional Planning Officer	District Planning Officer
Regional Development Officer	
District Council Chairman in the region	District Council Chairman
District Council Clerks	District Council Clerks
All Members of Parliament in the region	All Members of Parliament from the district
All Members of the House of Representatives in the region	All Members of the House of Representatives from the district
Mayor of the Municipal Council	
Chairman of Town Councils	Chairman of Town Council
Director of Municipal Council	Director of Municipal Council
Clerks of Town Councils	Clerk of Town Councils
Heads of Government Departments or Institutions in the region will be invited members with no voting power	Heads of Government Departments or Institutions in the district will be invited members with no voting power
Regional Administrative Officer – Secretary	District Administrative Officer – Secretary

5.4 Local Government Structures

1 Municipal council, 9 District Councils (5 in Unguja and 4 in Pemba) and 3 Town councils (all in Pemba) are currently established in Zanzibar.

Table 3: Local Governments, Population and Shehias

	Population	number of wards	number of shehias
Local Government			
Zanzibar Municipality	206,292	24	40
West District Council	184,701	11	29
North A District Council	84,315	12	28
North B District Council	52,605	10	23
Central District Council	62,537	11	38
South District Council	31,160	10	18
Wete District Council	73,371	10	15
Chake Chake District Council	63,155	10	16
Mkoani District Council	82,622	12	19
Micheweni District Council	83,519	10	13
Wete Town Council	25,010	7	3
Chake Chake Town Council	20,196	7	4
Mkoani Town Council	10,154	7	3
Total	979,637	141	249

Source: Census 2002 and MLGRASD

5.4.1 Council structures

The councilors are elected by the people residing in the ward, but supplemented with a maximum of three councilors appointed by the Minister for the Municipality and maximum two appointed members for the Town Councils.

The council elects among its members the Chairman or Mayor (for the Municipality).

Act no 3 and 4 stipulate the mandatory committees and departments to be established by the councils. In the case of the Municipality these are:

- a) Finance and Economic Development,
- b) Town Planning,
- c) Law and Order,
- d) Labor construction and environment,
- e) Social services Affairs,

For Town and Councils fewer committees are required.

The same laws stipulate that the President appoints a Director for the Municipality and the Minister appoints a Clerk for other Councils – to execute the decisions made by the Councils.

5.4.2 Local Government Responsibilities

Provision of services such as primary education, primary health, agricultural extension and roads all fall under the Zanzibar central government. Deconcentrated staff from the relevant departments is deployed at district levels.

The roles of local governments are described in more general terms – in case of District Councils as to (Act 4, Section 5(1)):

- a) Formulate, coordinate and supervise the implementation of plans for economic, commercial, industrial and social development;
- b) Ensure the collection of proper utilization of revenue of Council;
- c) Make by-laws applicable throughout its area of jurisdiction; and
- d) Consider, regulate and co-ordinate development plans, projects and programs of villages and township councils within its area of jurisdiction.

The more specific functions and powers of the Local Governments are most clearly spelled out for the Municipality and include inter alia (Act no 3, Part V):

- Establishment and maintenance of recreation grounds,
- Actions to promote public health (as required by the Minister),
- Construction of drainage works,
- Administration of markets.

5.4.3 Local Government Finance

Local Authorities Revenue include:

- Own source revenue
- Grants from central government
- Loans – with the permission of the Minister,

Grants from central government are generally earmarked for salaries.

The local authorities own revenue is collected through e.g.:

- Registration of taxi cabs,
- Auctioneers fees,
- Fees from rent and use of council property
- Property tax

Data on local government revenue is incomplete, but available data from previous Fiscal Year indicates the following patterns:

- Collections ranging between 150 and 300 TSH per capita per year for rural councils (9-28 million per Council),
- Town Councils collect between 500 and 1000 TSH per capita, and
- The Municipality collects 2,800 TSH per capita – or a total of 580 million TSH.

Except for the Municipality collections are thus very low. A directive from MLGRASD stipulates that minimum 75% of all local revenue shall be spent on local developments. No local governments comply fully – but some are capable of spending more than 50% of local revenue on capital expenditures.

All revenue is paid into the General fund of the Council. Annual budgets shall be approved by the Council and later submitted to the Minister for his final approval.

The Auditor General shall audit final accounts.

5.4.4 Local Government Personnel

Act no 3 gives in principle wide ranging powers to the Municipality for recruitment of personnel as it “may appoint any ...officer it may consider necessary and pay such officers such salaries, fees and allowances as it may determine” (Section 25-2).

Similar autonomy is not outlined in the legislation for District and Town Councils. Local Authorities financial standing- including that of the Municipal Council - under all circumstances limits such autonomy.

Technical staff employed by the Councils is generally paid through central Government subsidies. Support staff (cleaners, watchmen etc – is generally paid from councils own revenue).

The majority of staff at district level (education, health etc) is deconcentrated central government staff that report to the District Commissioner and directly to their Ministry.

5.5 Sub-District Governance Structures

While the mainland Tanzania has elected Village Governments below districts level, sub-district (sub-municipality and sub-town council) local administration in Zanzibar is exercised through the Sheha. The Sheha is appointed by the Regional Commissioner upon advice from the District Commissioner.

The Sheha is according to the Regional Administration Authority Act number 1 of 1998 (Section 17) within his Shehia responsible for:

- a) Implementation of all the Government laws, orders, policies and directives, for maintenance of law and order;
- b) Reconciliation and settlement of all social and family disputes arising in that area in accordance with the cultural and customary values of that area and wisdom;
- c) Keeping records of all documents relating to the registration of marriage, divorce, births and deaths, *ngoma* permits, transportation of crops, livestock, charcoal permits and so forth as directed from time to time by the institutions concerned;
- d) The control of immigration in his Shehia and keeping records thereof;
- e) Receiving notification for convening all public meetings;
- f) To do all other things which are legal and has been assigned to him by the District Commissioner.

In absence of police he can order arrests (Section 19-3)

A “Shehia Advisory Council” is established to advice the Sheha. The Council is supposed to be composed of a minimum of 12 members – all appointed by the Sheha himself in consultation with the District Commissioner. A third of the members shall be “elderly person” (60 years or above and “respectable in his Shehia”).

5.6 Local Development Planning Processes

Several parallel planning processes are in place for planning of similar small scale development projects at community level. In general all these projects are initiated at “community level” and also presumably passed through the above-mentioned Shehia Advisory Council before being tabled for approval and funding through any of the three below procedures as the community forward the request to:

1. the District Council for approval and funding,
2. the District or Regional Development Committee for approval and funding (processes may within these institutions differ according to the sector of the development project proposal) or
3. MoFEA Community Development Programme, where the Sector Policy and Research Department evaluates applications and approves proposals according to its own criteria.

The latter is by far the single biggest funding mechanism for development funding as TZS 200 million was set aside in FY 2002/03.

The funds available at local government level for funding community based initiatives is entirely through co-funding from local taxes. A directive instructs Local Authorities to earmark 75% of all local revenue to community-based projects. For a typical rural district that would amount to some 7 million TSH, but most fail to assign more than 50% of their own source revenue to such capital investments. The requests for support are typically for cement or iron sheets to small infrastructure projects. The councils also pay for the technical services (e.g. drawings) from the technical staff of the district administrations.

5.7 MRALGSD

The Ministry of State (Presidents Office) Regional Administration, Local Government and Special Departments (MRALGSD) is responsible for the regional administration, the district administration and the local governments.

The Ministry administers its responsibilities in this regard through two directorates:

- Directorate for Planning and Administration and
- Directorate Regional Administration and Local Government.

The ministry maintains one office in Zanzibar and one in Pemba (Chake Chake). The number of graduates is low (five) and personnel generally lack clear job descriptions. Reporting procedures from councils, districts and regions are unclear and generally not followed.

The Ministry also have the responsibility for the oversight of five special departments:

1. Fire and Rescue,
2. KMKM,
3. JKU,
4. Volunteers and
5. Reformatory Centres

The inclusion of these departments under the portfolio of the ministry confounds the core mandate of the ministry.

5.8 Conclusion and Recommendations

The system of local governance in Zanzibar is characterised by a high degree of duplications between the deconcentrated administrations at regional and district level and very limited authority or resources (finances and personnel) transferred to elected local governments. Local accountability is thus virtually absent. Personnel are not allocated functions in a rational manner and are mainly constituted by lower cadre staffs.

The conclusions and recommendations are elaborated upon below under the following headlines:

- Institutional Arrangements (Assignment of responsibilities)
- Local Accountability,
- Local government financing,
- LG election issues,
- Capacity Issues

5.8.1 Inconsistent institutional arrangements

The division of responsibilities between central government, the regional administration, district administrations and local governments is unclear. Regional and district administrations largely duplicate each other. Presumably the regions should play some kind of monitoring role, whereas districts would be more directly responsible for implementation of programmes. However, given the size of Zanzibar one can question the logic of having more than two offices (one in Pemba and one in Zanzibar) charged with monitoring. A rationalisation of the structures should nonetheless be subject to more detailed analysis and consultations.

Responsibilities for a wide range of service functions key to local planning and management are in many cases divided between a wide range of institutions creating confusion and lack of co-ordination. Effective urban planning within the Municipality has thus been hampered by unclear and overlapping roles of the Commission for Lands and Environment, Stone Town Conservation and Development Authority, the Department of water, The Commission for Roads.

The transition from a one-party to multi party state has still to be effectively completed. Government and political bodies were fused during the period of one-party regime. To completely de-link the state machinery from the political parties still remains a challenge – not least for the local government system.

Recommendation 5.1:

We recommend a thorough study be carried out regarding a rationalisation and democratisation of local governance structures. The output of the study should be a

proposal for a comprehensive local government reform policy to be tabled cabinet (Revolutionary Council). The proposed TORs are included as annex.

5.8.2 Lack of local accountability

The elected local governments – in particular the rural – are charged with few functions and resources. The Regional and District administrations are only upwards accountable. Even planning of simple small scale community infrastructures are not under clear local mandate and accountability as e.g. MoFEA maintains right of approval for the bulk of funding for community projects.

The councils themselves are at the moment not fully elected – but partially appointed by central government. This is an indication of a wider problem of limited local accountability of the local administration to the local population. The development committees at sub-district level (*Kamati ya Maendeleo*) are for instance entirely appointed (and not described in law).

The *Sheha* is appointed by the Regional Commissioner and reports to the District Commissioner. The Sheha are at present not locally accountable. As the Shehas further have been involved in the controversial administration of voter registration as well as administrative matters relating to the settlement of internal immigrants, they have in some areas been discredited. A review of the office of *Shehas* and their functions and relations to the public is desirable.

Recommendation 5.2:

We recommend modalities for increased local accountability of the sub-national governance structures is addressed as part of the proposed study on rationalisation and democratisation of local governance structures

5.8.3 Local Government Financing

Subsequent to a clear definition of functions and responsibilities at sub-national level it would be possible to design an appropriate system of financing local governments. Currently it is clear that the financing of local governments is insufficient for any meaningful role in development.

Current unclear demarcation between local governments leads to conflicts. Likewise conflicts occur between local authorities and various central government institutions over a range of taxes such as trade licences, road licences, etc. Revenue sharing arrangements are thus in general in need of clarification.

Shehas collect various taxes, which reportedly are not systematically documented by receipts.

An appropriate system for fiscal transfers from central government to local governments also needs to be developed once the principles of expenditure assignments have been clarified and decided upon.

Recommendation 5.3:

We recommend that the question of appropriate funding (revenue sharing, intergovernmental fiscal transfers and borrowing) of local governments be addressed, subsequent to decisions on rationalisation and democratisation of the local governance system, as part of the proposed study on rationalisation and democratisation of local governance structures

Recommendation 5.4:

We recommend that the modalities for financing of community-based projects be harmonised into one, where the local governments are assigned a clear role to ensure proper local accountability in planning, accounting and management of such funds.

5.8.4 LG Election Issues

A number of governance issues of the local government system are particularly related to the electoral laws:

1. Firstly, it should be noted that no separate local government election law is in existence. Instead chapter V of the general election law describes the particular features of local government elections. This leads however to confusion in a number of cases where the law becomes open to different interpretations.
2. The demarcation of electoral constituencies is without sufficient regard to equality in representation. This may be rectified after the planned population census later this year. Another problem of demarcation is specific to the three Town Councils: here the number of wards exceeds the number of *Shehias* – just as ward boundaries cut across *Shehias* thus creating immense logistical problems.
3. Conflicts occur often between the Mayor and the Council that appoints him/her. Thus a need for consideration of directly elected mayors/chairmen.
4. Women's participation in local politics is even lower than in national politics. For the election of the House/Parliament women are reserved a minimum representation. Such stipulations are not made regarding women's participation in local councils. Only approximately five out of 140 councillors are female.
5. The electoral law insists that all candidates for local government elections should be registered party candidates. This leads to overly politicising local elections already marred by national party conflicts. The system further prevents local elections to emphasise local issues (rather than national) and may prevent capable

persons uninterested in party politics to serve within the council. Thus it is recommended to consider non-party candidates to stand for local elections.

6. Civic education has so far mainly been in the form of voter education – and generally emphasising national elections. Activities for creation of awareness on local governance issues are necessary in preparation of more meaningful future local government elections.
7. National elections and local government elections are held simultaneously. This leads to national elections and national political issues to overshadow local issues and local government elections. However, due to the costs involved in holding separate local government elections it is recognised as un-practical to change the system within a foreseeable future.
8. The Electoral Commission are at the moment not solely managing elections as some functions are undertaking by the Ministry. This leads to claims of impartiality.

Recommendation 5.5: We recommend the following for improvements of Local Government elections:

- a) A separate Act be passed to clarify arrangements for local governments elections,
- b) Demarcation of electoral constituencies to reflect the size of populations and be streamlined with demarcation of *Shehias*.
- c) Mayor and Council chairmen to be directly elected.
- d) Reserve seats for women's participation in local councils
- e) Allow non-partisan candidates to stand for local government elections,
- f) Establish separate civic education programme for local government elections.
- g) Consider possibility (given costs) of separating national elections and local government elections

5.8.4 Capacity Issues

Many fundamental capacity problems of the local government system are recognised. These include:

- Finance: local governments are without sufficient revenue to provide basic services. This is mainly due to the overall institutional arrangements, but also due to poor capacity for actual revenue collection and financial administration.

- Awareness: both the population at large as well as politicians and staff of the local government system are widely unaware of the basic laws and regulations that guide the system. Strong personalities take advantage of their position and conduct business contrary to legislation.
- Human Resources – local government staff lack basic skills and qualifications. There is no system in place for basic induction etc of local government staff. Qualified staff is difficult to attract to local governments. Central government staffs at district level are in some cases reported to be “poor performers” transferred from the centre. Competent people have in the past been excluded from employment due to political biases in appointments. A merit based appointment and promotion system need to be established. Very few women are working in management functions. The level of education of councillors is also very low. Records from the electoral commission indicate that even in the Municipality only few councillors are educated up to O level, just as several (rural) councillors are without even complete primary education and functionally illiterate.
- Manuals etc that give guidance in more operational aspects of local government planning, finances and management procedures are virtually non-existent.
- Equipments: Local authorities lack basic equipments – ranging from basic office facilities (offices, communication, safes etc) to tools and equipment of production of services (vehicles and equipment for garbage collection for instance).
- Finally it should be noted that the capacity of the Ministry responsible for the overall local government system also need to be considered of the envisaged reforms are to be effectively guided. The Ministry of State Regional Administration and Zanzibar Special Departments is not only responsible for the overall local government system as well as the Regional Administration, but also a number of special departments such as the Coast Guards (involved in the control of clove smuggling), Fire Brigade and others. The overall structure, staffing, human resources and facilities of the Ministry also need to be addressed as a capacity issue in an overall reform programme.

Recommendation 5.6:

We recommend that once an overall Policy for local government reform has been decided upon that a comprehensive needs assessment be undertaken for the Ministry itself, the regions, the districts and council structures in order to establish a prioritised and costed plan and budget for upgrading of human resources, equipments and procedures (manuals and guidelines).

5.9 Tentative Reform Programme and Costs

There is broad agreement on the need for reform and improvement of the system of local governance in Zanzibar. A distinction should however be made regarding

- Reform, which refers to a changed institutional and legal relationship between central and local government, as well as a change in relationship between civil society/the public and government, and
- Capacity building, which refers to improvements in the human resources, financial resources, equipments and technical systems (operational guidelines etc) once the overall legal and institutional set-up has been firmly agreed upon.

While some capacity building of the local government system can be embarked upon without having a legal reform of the system entirely completed, then it is also obvious that technical and financial capacity building in many situations will not be cost-effective or even meaningless if the right institutional framework is not put in place. Experiences from e.g. UNDP support to Zanzibar Municipality are a case in point.

Furthermore it is recognised that support to reform and capacity building of the local government system should be co-ordinated with overall the governance reforms, reforms of the entire public service and the overall Poverty Reduction Strategy for Zanzibar in order to ensure maximum benefits of scarce public resources.

With the above concerns in mind, we make the following recommendations regarding programmatic support to initiatives for policy and institutional reforms as well as capacity building.

5.9.1 Policy Reform

While there is agreement on the overall need for reform and improvement of the local government system, it is necessary to advance the analysis of problems and in order to identify clearly viable options, just as increased awareness among policy makers, civil servants and the general public on the issues are necessary before wide ranging decisions can be made.

Such initiatives further described below can best proceed simultaneously in order to support each other.

9.1.1 Awareness and Consultations

It is recommended that a core technical group be established with representation of key Ministries to allow continuous dialogue on the main elements of an overall local

government reform. This group should report to Cabinet as relevant and be overall in charge of the reform. Such groups have proved most successful if their membership is personal rather than constantly delegated to different persons (e.g the Malawian experience). This technical group should clear terms of reference for analytical works, study tours, workshops and other activities in support of a reform.

It is recommended that the technical group together with a selected number of Parliamentarians and staff from MRALGSD initially undertake a brief study tour to other small island states in order to extract relevant lessons. TORs for such a study tour have been drafted.

It is recommended that the study tour be supplemented with a review (either documentary or with an additional study tour) to nearby African countries that at present are undertaking major local government reforms (Tanzania mainland and Uganda are deemed most immediately relevant).

It is recommended that wider national consultations be arranged when appropriate to deliberate on key reforms issues. Especially when the below mentioned analytical studies are undertaken it would be relevant to review findings and recommendations in a broader forum.

9.1.2 Analytical Work

It is recommended to undertake further analytic works to clarify and prioritise the problems regarding the overall local government system. This should address the overall institutional framework as well as human resources and financial issues. Terms of reference of the study should be elaborated and approved by the established Technical Group. Draft TORs are included in Annex.

5.9.2 Local Government Development Programme

There is a general consensus on the observation that the overall local government system and approach to decentralisation on Zanzibar is in need of a complete rethinking. Considering this assessment and other issues outlined in this chapter it is recommended as a long-term strategy to proceed in a staged manner:

1. As part of the overall Five Year Governance Strategic Plan the analytic works will be expanded, stakeholders exposed to relevant experiences from other small states and national workshops held to exchange experiences and views regarding a future improved system. Guiding principles for a reform of the local government system will be established and possibly formulated as a Policy Paper for endorsement of the House of Assembly,
2. When the overall guiding principles for a reform is established it will be possible to develop a more operational programme for reform which will include activities

for detailed legislation, improved procedures, training and various capacity building of the local governments and supporting institutions such as the Ministry itself. It is realised that substantial external donor support to the local government system and capacity building in isolation of more fundamental reforms will neither be desirable nor likely.

Some recommendations can – based on international “best practices” - however at this stage already be made for a capacity building programme for local government development:

1. Coordination of different support initiatives should from the onset be a key priority. Different small and uncoordinated projects should to the extent possible be avoided. It should from the beginning be attempted to establish one overall and general “Local Government Development Programme” which will manage all support activities through a common basket fund or similar arrangement.
2. The programme should provide a balanced support to local governments. International experience regarding modalities whereby local governments are provided with a mix of development grants (that would ensure immediate benefits to the population at large and poor in particular) with inbuilt incentives for improved local government performance, procedural improvements (better planning guides, appraisal systems, procurement arrangements etc) and capacity building adjusted to local needs (equipment and training) have proved most successful. The development of such a harmonised approach to funding small scale infrastructures at community level should simultaneously address the current anomalies regarding multiple modalities for financing and planning community projects without clear procedures for local accountability (beyond “community consultations”).

5.9.3 Time Schedule

A very tentative time schedule is proposed whereby emphasis the first two years will be on reform of the overall institutional arrangements and initial design of more comprehensive capacity building programmes. From year 2005 onwards a fully fledged programme for capacity building and capital grant funding can be envisioned.

Table 4: Key Milestones for Local Government Reform Programme

Main Activities	2003	2004	2005	2006	2007	2008
Studies and consultations for Policy reform	Reform Policy	New Legislation	Improved procedures, manuals and guidelines			
Capacity building Ministry, equipments	Capacity assessment	upgrading				
Capacity building ministry training	Capacity assessment	Training and improved HRD				
Capacity building districts, equipments	Capacity assessment	Retooling and new equipments				
Capacity building districts, Training	Capacity assessments, selected training and design of full programme		Fully fledged national capacity building programme			
Capital/Development Grant		Design of modality	Implementation of capital grants to all local governments for improved services and local governance			

5.9.4 Budget

Based on the above strategy and international experiences with similar programmes, it is possible to suggest some very tentative budget figures. Similar programmes have mainly taken place in bigger countries (Tanzania Mainland, Uganda etc) and it might not be possible to rely on similar scales of economy although mainland experiences and resources can be drawn upon.

However, any detailed programme for LG reforms needs to be based on clarification of initial policy as well as more detailed analysis of capacity needs. These are planned to be initiated 2003.

Table 5: Tentative Estimates for LG reform programme Zanzibar (000 US\$)

Main Activities	2003	2004	2005	2006	2007	2008	Total
Consultancies and workshops etc for Policy reform	160 ¹	160	100	100	50	50	620
Capacity building Ministry, equipments	10	20	0	0	0	0	30
Capacity building ministry training	0	10	10	10	10	10	50
Capacity building districts, equipments	0	50	100	100	0	0	250
Capacity building districts, Training	0	50	250	250	250	250	1050
Total Reform	170	290	460	460	310	310	2,000
Capital/Development Grant	0	0	1,000	1,000	1,500	1500	5,000
Grand Total	170	290	1,460	1,460	1,810	1,810	7,000

¹ UNDP Trust Fund Programme