

# **THE UNITED REPUBLIC OF TANZANIA**



## **BRIEF FOR THE GENERAL PUBLIC ON THE AFRICAN PEER REVIEW MECHANISM (APRM)**

### **INTRODUCTION**

1. Recently the Government of the United Republic of Tanzania joined other 26 African countries to participate in the African Peer Review Mechanism (APRM) process. This process is basically self auditing in good governance and democracy. The purpose of this paper is to create awareness, knowledge and understanding amongst the public on the APRM process and thereby enable them to participate fully and effectively in the review process.
2. APRM owes its origins in the New Partnership for Africa's Development (NEPAD), which aims at bringing sustainable development to the African continent and saving the African continent from the scourge of poverty. NEPAD is an integrated strategic framework for the socio-economic development of Africa. It was adopted by the Organization of the African Unity (OAU) in 2001. NEPAD focuses on the interlinkages between economic growth, socio-economic development and political rule, while emphasizing the need for good governance and democracy as a precondition for Africa's development. In their meeting to inaugurate NEPAD in 2002 the African leaders proclaimed the declaration in Democracy, Political, Economic and Corporate Governance.
3. The African Peer Review Mechanism is the brainchild of the African leaders. It is voluntarily acceded to by Member States of the African Union for self-assessment. The primary purpose of the APRM is to enable participating countries to learn and adopt policies, standards and practices of countries with success stories for achieving similar successes in their countries. Normally when a country signs the APRM Memorandum of Understanding (MoU), it declares its commitment to be guided by the agreed principles for good political governance and good economic and corporate governance as well as declaring its readiness to be assessed by fellow participating African leaders. The government of the United Republic of Tanzania signed the MoU on 26<sup>th</sup> May, 2004 and was formally admitted by the AU on the 8<sup>th</sup> July, 2004 during the Fifth Ordinary Summit of the Heads of State and Government of the African Union.
4. The APRM process entails periodic reviews of the policies and practices of the participating states to ascertain progress being made towards achieving mutually agreed goals and compliance with the agreed political, economic and

corporate governance as outlined in the Declaration on Democracy, Political, Economic and Corporate Governance.

5. There are currently 27 African States out of 53 AU Member States, participating in the APRM process. These are South Africa, Algeria, Angola, Burkina Faso, Benin, Cameroon, Congo, Djibouti, Egypt, Ethiopia, Gabon, Ghana, Kenya, Lesotho, Mali, Malawi, Mauritius, Mozambique, Nigeria, Sao Tome and Principe, Rwanda, Senegal, Sierra Leone, Sudan, Uganda, Zambia and Tanzania. Of these, Ghana, Rwanda, Kenya and South Africa have completed the exercise while other countries are at different stages of the review process. The primary objective of the exercise is to identify deficiencies and assessing the needs for capacity building.

6. The concept of Good Governance in terms of the APRM is wide and broad, cutting-across all aspects of human activities. Thus, the assessments will not only carried out on the operations of the three organs of the government i.e. Executive, Legislature and Judiciary but also will cover civil society organizations that play an important role in the development activities.

#### **INSTITUTIONS RESPONSIBLE FOR THE IMPLEMENTATION OF THE APRM PROCESS**

7. The APRM process consists of five stages. The process is conducted under the direction of the APR Panel and the technical support of the APR Secretariat which has its Headquarters in South Africa. The APR Secretariat has the following responsibilities:

- (i) To develop a background paper of a country to be assessed on pertinent issue on governance and development status in economic, political, social and corporate areas;
- (ii) To prepare basic documentation on countries being reviewed for use by the Panel of Experts who will supervise the review process; and
- (iii) To determine issues that require in-depth analysis and follow-up the undertaking of the process.

8. At the country level there is a National Governing Council, which oversees the activities of the national Secretariat of APRM Tanzania. Both structures are currently operational. The National Governing Council is composed of twenty members from both sides of the Union, representing governmental and non-governmental organizations.

9. The President of the United Republic of Tanzania appointed Professor Hasa Mlawa from the Institute of Development Studies of the University of Dar es Salaam, as the Chairman of the National Governing Council (NGC). The full list of the members of the NGC is as follows:

1. Professor Hasa Mlawa-Chairman (University of Dar es Salaam);
2. Mrs. Thecla Shangal-Secretary (Public Service Commission);

3. Mr. Said M. Muhammed-Member (Ministry of Constitutional Affairs and Good Governance-Zanzibar);
4. Mr. Mathew Mhina Mwaimu-Member (Ministry of Justice and Constitutional Affairs);
5. Mrs. Rosemary Jairo-Member (Commission on Human Rights and Good Governance);
6. Mr. Anthony Ngaiza-Member (Tanzania Media Council);
7. Professor Ibrahim Shao-Member (University of Dar es Salaam);
8. Dr. Salim Nasser-Member (Zanzibar Chamber of Commerce, Industry and Agriculture);
9. Mr. Willigis Mbogoro-Member (Tanzania Federation of Cooperatives);
10. Mr. Samson Chemponda-Member (National Business Council);
11. Mr. Hassan Siraji Luambano-Member (Baraza la Waislamu Tanzania-BAKWATA);
12. Ms. Oliva Kinabo-Member (Tanzania Episcopal Conference);
13. Mr. Nestory Masswe-Member (Tanzania Non Governmental Organizations-TANGO);
14. Mr. Elvis Musiba-Member (Tanzania Private Sector Foundation-TPSF);
15. Hon. Said Amour Arfi (MP)-Member (Tanzania Parliament);
16. Hon. Dr. James Wanyancha-Member (Tanzania Parliament);
17. Mr. Palemon G. Rujwahula-Member (Shirikisho la Vyama vya Walemavu Tanzania-SHIVYAWATA);
18. Prof. Ruth Meena-Member (Tanzania Gender Networking Programme-TGNP);
19. Mr. J.G. Wilson Mallya-Member (Tanzania Farmers Association);
20. Mr. Peter Joseph Masika-Member (Tanzania Youth Alliance - TAYOA)

10. Only 4 members out of the 20 are government employees. The four members have been appointed as members of the Council by the virtue of the positions they hold in the two governments. The other members are drawn from the Non Governmental Organizations dealing with matters pertaining to good governance. Besides, H.E President Jakaya Mrisho Kikwete has assigned the Ministry of Foreign Affairs and International Cooperation as a Focal Point for the Government and the APRM Headquarters in South Africa.

11. The government has also established an independent APRM Secretariat for APRM-Tanzania for collecting information and opinions from the public on how they perceive the state of governance in the country. Prof. Daudi Mukangara is the Executive Secretary of the Secretariat. Prior to his appointment, Prof. Mukangara was lecturing at the University of Dar es Salaam. The Office of the Secretariat is on the 5<sup>th</sup> floor of the NIC Investment House building along Samora Avenue.

12. In order to undertake its activities effectively, the Secretariat will be assisted by the Technical Assessment Teams (TATs). These teams will be responsible for administering the actual country self-assessment in the following four thematic areas, namely: democracy and political governance; economic governance and management; corporate governance; and socio-

economic development. The Secretariat, under the guidance of the National Governing Council, and in consultation with the Focal Point has selected four Technical Assessment Teams to undertake the review exercise in the three thematic areas as follows:

- (a) Democracy and political governance-Department of Political Science and Public Administration of the University of Dar es Salaam;
- (b) Economic governance and management-Department of Economics of the University of Dar es Salaam;
- (c) Socio-economic development-Research on Poverty Alleviation (REPOA); and
- (d) Corporate governance –Faculty of Arts and Social Sciences of the University of Dar es salaam.

13. The Technical Assessment Teams will use questionnaires prepared by the APRM Headquarters, to collect information on the country situation on governance, as well as using other research techniques for completing the questionnaire. These techniques will include asking a selected sample of people a number of questions, asking experts similar questions, using researchers to generate answers to the common questionnaire through their own accumulated knowledge, library research, desk research and the scrutiny of existing documents, such as policies, plans, programmes and reports. Other means of obtaining information from the public will be through media programmes as well as receiving their opinions through e-mails.

### **STAGES OF THE PEER REVIEW PROCESS**

14. The APRM process has five important stages. The first stage will involve a study of the political, socio-economic and corporate governance and development environment of the country. After receiving information, APRM-Tanzania will prepare a comprehensive report on the country's situation on governance. The report will be subjected to a validation process, including workshops, seminars and conferences involving large numbers of stakeholders before its submission to the continental APRM Secretariat. Apart from identifying deficiencies, the report will include a Plan of Action (PoA) recommending how the identified deficiencies may be addressed. Concurrently, the APRM Continental Headquarters also prepares a background document of Tanzania through desk research and gathering all available information and material from the national, sub-regional and international institutions.

15. In the second stage, the Review Team from the APRM Headquarters will visit Tanzania. The Team will be made up of internationally reputed multi-disciplinary experts. It will consist of between five and seven members who must be Africans and who have demonstrated commitment to the ideals of Pan-Africanism. The composition of the Team must also reflect broad regional balance, gender equity and cultural equity.

16. In the case of Tanzania, Prof. Adebayo Adedeji, one of the eminent persons on the continental APRM Panel has been appointed to be a Team leader of the Review Mission. Prof. Adedeji visited the country from the 6<sup>th</sup> to

8<sup>th</sup> June, 2006 for a preliminary discussion with the government officials on ways of organizing implementation of the process.

17. The Review Mission led by Prof. Adedeji is supposed to ensure that the review process is conducted transparently and truthfully, in particular ensuring the integrity of the process. During the visit, the mission's priority area was to carry out the widest possible range of consultations with government, officials, political parties, parliamentarians and representatives of the civil society organizations including the media, academia, trade unions, business and professional bodies.

18. The third stage involves the preparation of the Review Teams' Report. The report will be prepared on the basis of the background document and the Issues Paper prepared by the APR Secretariat, and from information provided in the country by official and unofficial sources during the wide-ranging consultations and interactions with all stake holders.

19. The report must take into account the applicable political, economic and corporate governance and socio-economic development commitments made in the Plan of Action (PoA), identify any remaining weakness, and recommend further measures that should be included in the final PoA. The report will also need to be clear and specific on a number of points in instances where problems are identified. Is there will on the part of the Government to take the necessary decisions and measures to put right what is identified to be amiss? What resources are necessary to take corrective measures? How much of these resources can the Government provide and how much is to come from the external sources? Given the necessary resources how long will the process of rectifying take?

20. The Team's draft report will first be discussed with Government of the country under review. Those discussions are designed to ensure the accuracy of the information and provide the Government with the opportunity both to react to the APRM's Team findings and to put forward its own views on how the identified shortcomings may be addressed. The Government response will not modify the report, but it will be appended to the Team report to be submitted to the APRM participating states.

21. The Fourth stage begins when the Team's Report is submitted to the participating Heads of State and Government (APRM Forum). This is done through the APRM Secretariat for consideration and formulation of actions deemed necessary by the Peers. The effectiveness of the decisions reached by the APR Forum will depend on the political will of the country being reviewed to implement them. If the Government of the country in question shows a demonstrable will to rectify the identified shortcomings, then it will be incumbent upon the participating Governments in the APR Forum, to provide what assistance they can, as well as to urge donor governments and agencies to come to the assistance of the country under review.

22. However, if the necessary political will is not forthcoming from the Government, the participating states should first do everything applicable to engage it in constructive dialogue by offering technical and other appropriate

assistance. If dialogue proves unavailing, the APR Forum will give such a country a specific time period to address the shortcomings. Such an action is taken as a last resort measure. The interval should provide the country under review an opportunity measure to undertake the required actions and address the identified shortcomings in a process of constructive dialogue.

23. The fifth stage is the final stage of the APRM process. Six months after the country-review report has been considered by the Heads of State and Government of the participating states, the report will be formally and publicly tabled in key regional and sub-regional structures such as the Regional Economic Commission to which the country belongs, the Pan-African Parliament, the African Commission on Human and Peoples Rights, the Peace and Security Council, and the Economic, Social and Cultural Council (ECOSOCC).

24. The funding for the APR process will come from assessed contributions from the participating member states. To enhance its dynamism, the Conference of the participating countries will review the APRM once every five years. The duration of the review process per country should be between 9 and 12 months, commencing on the date of the inception of the first stage up to the date the report is submitted for the consideration of the APR Forum.

## **CONCLUSION**

25. The Government of the United Republic of Tanzania has voluntarily and willingly acceded to APRM process to provide yet another platform to its citizens to air their opinions on how government operations can be improved for their own benefit. To this end, citizens are urged to use this unique opportunity effectively and to express their views on what they see as shortcomings on the part of the Government in terms of good governance.

26. In accordance with the APRM guidelines, the Government of the United Republic of Tanzania intends to carry out the review process in a transparent and participatory manner in order to achieve the intended outcomes.

27. The government of the United Republic of Tanzania hopes that participation in the APRM process will assist in expanding democracy in the country. The participation will lead to greater political stability, high economic growth and accelerated sub-regional and continental integration through the sharing of experiences and reinforcement of successful and best practices. In addition, the country will also be able to identify deficiencies and assess the actual needs for capacity building and thereby the process will serve as a catalyst for fostering the adoption of policies, standards and practices in the neighbouring countries. Thus, the Ministry of Foreign Affairs and International Cooperation wishes to call on all Tanzanian citizens to work closely with the National Governing Council and the Secretariat of APRM Tanzania in order to achieve the desired goals.

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