THE ZANZIBAR HOUSE OF REPRESENTATIVES (HoR)

COMMUNICATIONS STRATEGY

‘Taking the HOR to the people’

OCTOBER, 2013
Preface

In the first place allow me to thank all those who have supported the Study and publication of the House of Representatives Communication Strategy through the Legislature Support Project (LSP). The Communication Strategy has come timely when the House intends to seriously translate the notion entrenched within the Zanzibar Constitution of bringing the ownership of the business of the public to the people themselves.

Most of the parliaments around the globe have been trying to realize the concept of bringing the parliament to the people. The concept refers to engaging a wider cross section of the public into business of their respective parliaments. This entails participation of the public in House business like bills, budget and other related matters but also involves sharing to the public what transpires in the parliaments. The House of Representatives of Zanzibar is not an excuse to these dynamics and shall therefore go along with other legislatures elsewhere in bringing the House of Representatives closer to the people.

In Zanzibar context, the importance of bridging the gap between the House and the public is overemphasized within Constitution of Zanzibar, 1984 for needing the participation of the people in public related matters. Section 21 of Zanzibar Constitution provides for constitutional right for every Zanzibari to participate in the business of administration of the country either directly or through representatives of their own choice democratically elected. This signifies that under the representative democracy which we align with, the House of Representatives should devise a mechanism that the public can engage their respective representatives and the entire House in pushing their agenda. This can be best dealt with by introducing a well comprehensive communication strategy that will provide forum for public participation in the House business.
But also section 9 of the constitution provides that the mandate of running the country is vested to the people themselves and that constitutional mandate of the government emanates from the public. This means that ownership of public affairs lies to the public itself and that the public can neither be isolated nor be kept at distant when public affairs are dealt with. The House of Representatives is considered as the key institution representing the entire public in dealing with public affairs and as such, should as much as possible try to have in place a robust mechanism which involves general public in the public related affairs.

This Communication Strategy tries to enhance public participation in the business of the House by elaborating the mechanism from which public can be engaged in the House business. It includes frequent visits to the constituents, establishment of constituents resource centres, media coverage of House business, publication of brochures and other necessary documents with House related issues for sharing to the public, provision of civic education to the public and through other means.

I remain optimistic that everyone including members of the public, members of the House, higher learning institutions, development partners and other stakeholders will support us towards the effective implementation of this Communication Strategy.

Ahsanteni sana,

Pandu Ameir Kificho,
Speaker,
House of Representatives,
ZANZIBAR.
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<tr>
<th>Acronyms</th>
<th>Full Form</th>
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<tr>
<td>ZHoR</td>
<td>Zanzibar House of Representatives</td>
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<td>HoR</td>
<td>House of Representatives</td>
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<td>CS</td>
<td>Civil Society</td>
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<td>IGs</td>
<td>Interest Groups</td>
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<td>OS</td>
<td>Office of the Speaker</td>
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<td>OC</td>
<td>Office of the Clerk</td>
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<td>DMC</td>
<td>Department of Media and Communication</td>
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<td>ZAPHA+</td>
<td>Zanzibar Association for People Living with HIV and AIDS</td>
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<td>TAMWA</td>
<td>Tanzania Media Women Association</td>
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<td>ZPC</td>
<td>Zanzibar Press Club</td>
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<td>ZBC</td>
<td>Zanzibar Broadcasting Corporation</td>
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<td>ZLSC</td>
<td>Zanzibar Legal ServicesCentre</td>
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<td>WEZA</td>
<td>Women Empowerment in Zanzibar</td>
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<td>ZYF</td>
<td>Zanzibar Youth Forum</td>
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<td>ZOP</td>
<td>Zanzibar Outreach Program</td>
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Executive Summary

For a long time now, the House of Representative (HoR) has functioned without a comprehensive communication strategy. Consequently, its stakeholders have perceived the House as being in isolation. The public image of the house is not impressive, worse still very little of the HoR work is known, except when it is in session.

During the situational analysis, it became apparent that the public knows very little about the HoR work and activities. The only information that people had and could relate it to the HoR was that ‘it is a law-making body, where our representatives sit and pass budget’. Surprisingly, some respondent – members of the public, civil societies, interest groups, and even government officials – seemed not to know some basic issues and activities of the HoR such as the presence of a website, newsletter, and operation of the Media and PR Unit and so forth.

Therefore, this communication strategy has been prepared to address these gaps and other communication challenges facing the HoR. The strategy document assesses the current situation and provides a wide range of practical recommendations to improve the situation. The recommendations are intended to improve, significantly the following,
• The image of the HoR
• Making the HoR closer to the public – both in urban and rural areas, as well as youths, women and disabled
• The efficiency of the HoR Communication Unit
• The relations with civil societies and interest groups, government as well as cooperating partners.

For this strategy to realize its objectives, the HoR staff especially the Office of the Speaker (OS), Office of the Clerk (OC), and the proposed Department of Media and Communication (DMC) have to be on the driver’s seat, recognize and appreciate the importance of communication in the operations of the HoR. Generally, the successful implementation of this strategy will significantly depend on the availability of adequate financial and human resources.
1.0 Introduction
Parliaments all over the world are, in one way or another, engaged in promoting and marketing their images, activities and functions with a view of not only taking parliaments to the people – one way communication, but also engaging the public – two way communication.

Deriving its mandate from Section 63 of the Zanzibar Constitution of 1984, the Zanzibar House of Representatives (ZHoR) is guided by a vision to ‘strive to be an effective democratic institution and enhance democracy for development and welfare of the people of Zanzibar’ with a mission to ‘maintain a truly democratic Parliamentary forum in Zanzibar that empowers the public through representative democracy to participate in Parliamentary and other democratic processes so as to achieve sustainable development and good governance.’

To realize the above mission and vision statements, the HoR needs to effectively engage the public and its stakeholders in its activities. This can only be realized with the formulation and implementation of a communication strategy. Unfortunately, since its inception on 15th January 1980, the ZHoR has been conducting its legislative and

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1^http://www.zanzibarassembly.go.tzvision.php
other businesses without a comprehensive Communication Strategy. This has incapacitated the House’s ability in reaching out to the public especially the rural public. Consequently, the House has been perceived differently by sections of the general public.

The perceptions, mostly unfavourable, includethat of the House being *inefficient, chamber for allowance lovers,* and being detached from the general public\(^2\). It is against that backdrop that the ZHoRengaged a consultant to develop this Communication Strategy that reflects the political and social context of Zanzibar.

This strategy is divided into seven (7) parts: Terms of Reference (ToR), Strategy Objectives, Methodology, SWOT Analysis, Situational Analysis, Findings and Recommendations as well as Appendixes.

\(^2\)Consultants’ field data
2.0 Terms of Reference (ToR)

The consultancy was guided by the following Terms of Reference (ToR) as indicated in the consultancy contract:

2.1 Conduct an in-depth study of the communication strategies of different legislatures within East African region and at least two other countries in the developing world

2.2 Apply the analysis and results of the study and recommend the most appropriate communication strategy which would conform to ZHoR context

2.3 Study appropriate legislations governing business of the House which include Constitution of Zanzibar (1984), the House of Representatives (Immunities, Powers and Privileges) Act No.4 of 2007, Public Services Act, No. 2 of 2011 and House of Representatives of Zanzibar Standing Orders, 2012 version and suggest amendments where it is deemed necessary in order to make the proposed communication strategy effective

2.4 Conduct interviews with key informants such as the political leadership and management of the ZHoR, Representatives, relevant government officials, the media, interest groups, civil society, religious leaders, and the general public
2.5 Recommend appropriate human resource, equipment and technological requirements required for the effective implementation of the communication strategy; and
2.6 Present a comprehensive report to a validation workshop on the development of ZHoR communication strategy and thereafter incorporate comments, suggestions and issues for further clarification in a revised final report.

3.0 Strategy Goal
This strategy creates a communication bridge between the ZHoR and its publics. The strategy envisages a House which is pro-people and creates an environment for two-way communication between the public and the house.

3.1 Strategy Objectives
The major objectives of this communication strategy are as follows:

3.1.1 To increase public awareness and understanding on the HoR
3.1.2 To bring the House closer to the people living in rural areas
3.1.3 To strengthen the capacity of the communication unit of the HoR in fulfilling its responsibilities
3.1.4 To improve working relationships between the HoR and the Media
3.1.5 To improve working relationships between the HoR and civil society as well as interest groups
3.1.6 To strengthen the HoR website in terms of contents, design and layout, interactivity and updates
3.1.7 To improve the proceedings of the Standing Committees
3.1.8 To bring representatives closer to the electorate
3.1.9 To improve working relationships between HoR and Executive
3.1.10 To improve working relationships between HoR and Cooperating Partners.

4.0 Methodology
Documentary reviews and in-depth interviews were used to congregate necessary data, views and opinions. Various documents were reviewed including the Constitution of Zanzibar of 1984, the House of Representatives (Immunities, Powers and Privileges) Act No.4 of 2007, Public Services Act, No. 2 of 2011, House of Representatives Standing Orders of 2012 and Assessment of thirty years of the Zanzibar House of Representatives: 1979-2010.
A series of in-depth interviews were conducted in Unguja and Pemba to various individuals and representatives of different organisations. They include the Speaker of the HoR, the House Clerk, Citizens – youths, women and elders – HoR Media and PR Unit Staffs, Members of the HoR, government leaders – Ministers, Permanent Secretaries, Regional Commissioners, District Commissioners, District Administrative Officers, ZAPHA+, the Agakhan Foundation, Office of Mufti, TAMWA, Journalists, Zanzibar Press Club (ZPC), Mtegani Community FM Radio, Micheweni Community Radio, Zanzibar Broadcasting Corporation (ZBC), ZLC, WEZA (Pemba), ZYF, ZOP, Zanzibar Leo, Zanzibar Disabled Association and Shehas\(^3\).

Although the consultant was obliged – under the ToR – to review communications strategies of the Parliaments of East African countries and those of the developing countries, the consultant was unable to locate complete communication strategies of any of the East African countries as there were none in place except for snippets on their respective websites. Hence, the consultant had to look for other communication strategies and communication documents of several parliaments outside East Africa. They include

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\(^3\)A full list of interviewees is attached at the end of this report
Namibia, Malawi, South Africa, Ghana, India, Moldova, UK and the Republic of Ireland.

5.0 SWOT Analysis

The following table\textsuperscript{4} summarizes the Strengths, Weaknesses, Opportunities and Threats of the HoR. These were gathered through in-depth interviews and review of documents.

<table>
<thead>
<tr>
<th>Strengths</th>
<th>Weaknesses</th>
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<tr>
<td>• Constitutional mandate and powers</td>
<td>• Static/uninteractive website</td>
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<tr>
<td>• Parliamentary website in place</td>
<td>• Understaffing of Media and PR Unit</td>
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<td>• Political will</td>
<td>• Lack of training for Media and PR Unit staff</td>
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<td>• The presence of HoR Committee on Media</td>
<td>• Disconnection between HoR and the public</td>
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<td>• The presence of Media and PR Office</td>
<td>• Low public trust and credibility</td>
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<td>• Public awareness of the HoR main activities</td>
<td>• Shortage of equipment i.e computers, cameras etc</td>
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<td>• The presence of HoR Newsletter</td>
<td>• Lack of networking</td>
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\textsuperscript{4}Field data, 2013
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<th>Threat</th>
<th>Opportunities</th>
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<tr>
<td>• Huge expenses for communication</td>
<td>• Public interest on HoR sessions, especially Budget</td>
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<td>• Negative public perception on HoR</td>
<td>• Vibrant and interested</td>
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<td>• Lack of commitment on the side of some representatives especially during trainings</td>
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- Restrictive legislative environment (some provisions of Immunities and Privileges Act, 2007 and Standing Orders)

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<th>civil society and interest groups</th>
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<tr>
<td>Presence of professional media association</td>
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<td>Media readiness to work with HoR</td>
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<td>Civil society and interest groups readiness to work with HoR</td>
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<td>Ability to solicit funding</td>
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<tr>
<td>Presence of community media</td>
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<td>Presence of private media</td>
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### 6.0 Situational Analysis

Through reviewing of various documents mentioned above, newspaper contents, series of in-depth interviews, and a SWOT analysis, the following challenges pertaining communication were established:

- Unfavourable public perception on the image of the HoR. People perceive the House as being inefficient and powerless
- Unfavourable public perception on the image of Representatives. The electorates view the representatives as
people who prioritize their personal issues rather than those of their constituency voters

- Uncoordinated communication with key stakeholders such as media, civil societies, interest group etc
- Inaccurate media reporting on the HoR. Some representatives accuse the media of misreporting the House
- Poor accessibility of the HoR Standing Committees by the media
- Citizens’ inadequate participation in the HoR processes such as discussions of bills
- Inadequate communication facilities, resources, and capacity in the Media and PR Unit
- ZBC free broadcasting of the HoR proceedings. The House does not pay ZBC for broadcasting its sessions
- Poor accessibility of Hansard to journalists and other partners
- Absence of a Press Gallery due to poor architectural design of the House. This makes journalists’ work uncomfortable as they do not have a special place to work from. It is also against the best parliamentary practice which recognize the presence of a press gallery in a legislature
- Irregular trainings for journalists reporting on House proceedings. Journalists are not trained regularly on
how to report parliamentary activities. The last training was conducted in 2009\textsuperscript{5}

- Lack of official use of social media as a way to connect to the public
- Public unawareness of the existence of the HoR website
- Unreliability of ZBC especially in Pemba and part of Unguja rural. The HoR nevertheless still uses ZBC to broadcast its proceedings
- Legal constraints to journalists. The 2007 ‘Immunities Act’ restricts journalists to report on anything without prior permission from the House Clerk and the Speaker
- HoR Standing Committees’ proceedings not open to the public – expect when committees decide
- The Media and PR Unit does not regularly assist Representatives to engage/use media outlets
- The work of the HoR committees does not receive wider media coverage as they should be
- Lack of constituency offices
- The HoR does not have a clear strategy to reach out and engage the rural public
- HoR publications, especially newsletter, not known to the public

\textsuperscript{5}Information received from journalists during field work
• Public misunderstanding on the roles of Representatives. A significant number of people believe that representatives’ responsibility is to solve voters’ personal problems such as paying their school fees, medical fee etc

• The Office of the House Clerk is the front camera of the House. All communication, inquiries from the public and organizations, however few/small, are directed to the House Clerk Office. Yet, the office is responsible for managing day to day operations of the house.

7.0 Discussion and Recommendations
From the aforementioned situational analysis, the main findings are grouped as indicated below:

7.1 Internal Communication Mechanism
For effective and meaningful communication with the public to take place, the HoR needs to develop a clear and transparent internal communication mechanism. The essence of this is for the House to organise itself internally before it engages the people and other stakeholders. This is a foundation of any communication strategy. To achieve this, the followings are suggested:

• The HoR needs to be independent of the Executive. The HoR should be able to plan and organize its activities as
an independent branch of government, and not as a ‘department’ of the executive branch.

- Longer orientations for representatives needed\(^6\)
- Develop a communication plan for people with disability
- Adopt strict budgeting for units and adhere to it.
- Prepare specific guidelines on division of labour, job descriptions and reporting lines. The guidelines should be available to all the staff of the House.
- Develop an internal communication guideline on how to communicate with external stakeholders.
- Develop use of intranet for information sharing among staff and Representatives.
- Develop and strengthen an internal communication system (telephone, email) for easy internal communication.
- Organize regular briefings for staff at all levels of administration.
- Produce and circulate through email a weekly staff bulletin.

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\(^6\)Some representatives during the validation seminar noted that the orientation sessions are too short to enable them grasp the nitty-gritty of the HoR
7.2 Branded Media and Publications

Branded media and publications is one of the programs that can be used to market and promote the image of an institution including that of the HoR. Several parliaments in the world brand their media and publication to enable them market themselves effectively. For the HoR to achieve this, the following strategies are recommended:

- Production of identity products such as stationery, business cards, slogans, e-bulletins, banners, posters, billboards and souvenirs
- Production and effective dissemination of branded materials such as newsletter(s), brochures, information kits, t-shirts, caps, pens etc
- Publication and effective dissemination of reports
- Establishing a branded newspaper column in Zanzibar Leo
- Sponsoring a radio program on civic education about HoR.

7.3 Public Engagement

Engaging the public has to be a two-way process. This is critical to build not only a positive, favourable image and visibility of the HoR, but also as a way to engage the public on the House’s activities. To realise this, the following strategies are recommended:
- Establish a TV and a Radio Station for the HoR
- Establish school and college outreach programs in both Pemba and Unguja
- Establish an annual essay competition for secondary schools on the HoR activities
- Establish an annual TV program competition for college students on the HoR activities
- Establish information resource centres at constituency level
- Establish an annual Women Representatives Day
- Develop TV and radio spots to promote functions and activities of the HoR
- Develop TV and radio call-in programs on HoR activities
- Use media with wider reach to communicate with the public
- Use community media to reach and engage specific communities
- Use social media to reach the general public, youths and Zanzibaris in diaspora
- Produce and disseminate TV and radio documentaries on achievements of the HoR
- Establish HoR Day for display and sports’ activities
- Appearances by the Speaker on radio and TV programs focusing on HoR topical issues
• Use the HoR Pemba Office as an information resource headquarter for Pemba
• Publish HoR Scorecards
• Establish a hotline number (s) for the public to call. This should be handled by the proposed Directorate of Media and Communication. Issues raised by the public need to be summarized daily, and a weekly report should be produced
• Establish eight (8) pilot Constituency Offices, four in Pemba and four in Unguja. The performance evaluation will determine how the HoR proceeds with the plan to roll out constituency offices throughout Zanzibar
• Establish a tagline/slogan for the HoR. This is vital as the House seems not to have one.
• Use religious leaders and their institutions to disseminate information
• Provide civic education to the public paying attention to the current and next generation of voters (young people)
• Establish HoR Museum
• Establish HoRWeek. This should be a week-long national event in Pemba and Unguja aimed at showcasing the work and achievements of the HoR
• Encourage public visits to the house
• Prepare a booklet to guide visitors to HoR buildings
7.4 Reaching out Rural Public

Engaging people in rural areas is decisive as they are not only the majority, but seems to have been neglected for most part. In the ToR document, this is clearly elaborated thus: ‘Although the House of Representatives through its standing committees has been engaging relevant stakeholders when analyzing bills and makes adverts for the purpose of introducing such bills to the public, the main beneficiaries of such reforms have remained to be residents of urban Unguja. This suggests that there is yet no comprehensive mechanism of communicating the business of the House to the public especially in the rural Unguja and Pemba Island’. To rectify this, the following strategies are recommended:

- Use community media where they exist such as in Makunduchi (Mtegani Community FM Radio) and Micheweni (Micheweni Community Radio). Researches show that these radio stations are more preferred by communities than other radio stations.
- Use radio stations widely listened to by people in rural Zanzibar. Radio stations such as Zenj FM, Chuchu FM,

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7. The government is about to issue another community radio licence in Tumbatu (Interview with the Minister of Information)
8. One of the studies is the ‘Impact Assessment of East African Community Media Project 2000 - 2006: Report from Orkonerei Radio Service (ORS) in Tanzania and Selected Communities’ which was commissioned by SIDA in 2007. It can be downloaded from the internet
Radio Istiqama, Radio Noor. Most of the interviewees – citizens and government leaders – in rural Zanzibar mentioned these radio stations as widely listened to by rural communities

- Consider partnering with Zantel to disseminate HoR information through SMSs. The recipients – citizens – should not be charged for receiving these messages. A maximum of three (3) messages per day is recommended
- Strengthen the use of public meetings in constituencies
- Use mobile cinema vans to disseminate information
- Establish a TV centre for each rural constituency supplied with a decoder and a DVD player. Constituency Development Fund (CDF) may be used to support this initiative
- Use theatrical performances to explain and disseminate HoR activities and information
- Use Shehas Offices. Shehas do not have formal offices, but the HoR can utilize the existing informal offices to disseminate its information and engage the public

7.5 Media and PR Unit
The HoR has a Media and PR Unit which needs serious restructuring. The in-depth interviews indicated that the Unit is fairly
known among representatives, members of the executive, journalists, and civil societies, but it is underperforming. To ensure that the unit works professionally and hence delivers utmost results, the following strategies are recommended:

- The Unit be expanded into an independent department – the Department of Media and Communication (DMC). This will give room to create/strengthen three smaller but more effective sections notably: Public Relations and Protocol Section, Media and Hansard Sections, Outreach and Civic Education Section. All these sections will be responsible and answerable to the Director of the Department.

- The Department handles all issues related to Media, Public Relations, Protocol, Outreach and Civic Education including being a front camera of the House. All inquiries be directed to the department and the department staff handle them by following appropriate procedures

- The Department be furnished with the necessary equipment such as professional steel camera, professional video camera, Macintosh computers, video editing workstation, professional digital printer etc to facilitate its work

- The Department’s human resource be improved. To start with, each section should at least have two people, a department’s Director and a sign language interpreter
• Capacity building for the department staff be instituted in areas of protocol, media relations, publication, outreach programs etc
• The department staff be supplied with sufficient airtime to enable them communicate with stakeholders
• The HoR newsletter be redesigned. The design and layout of the House’s newsletter does not meet basic journalistic requirements for design and layout
• A guideline for the department’s operations and staff duties be developed

7.6 Media Relations and Networking
Apart from strengthening the Media and PR Unit (proposed Department of Media and Communication), a cordial relationship with media and journalists is fundamental as the House uses media to publicize its activities and disseminate information. This does not only guarantee a trusted mutual relationship, but also a sure way to recognize media as a key stakeholder in the HoR activities. To attain this, the following strategies are recommended:
• Prepare a simplified training manual on Parliamentary reporting for journalists
• Establish regular journalists’ training workshops on parliamentary reporting
• Strengthen journalists’ mailing list. The list includes emails, mobile-phones and media outlets
• Engage journalism trainees on the role and work of HoR
• Develop internship opportunities for trainee journalists
• Organize periodic press briefings and luncheon for journalists, editors and ZPC on HoR issues
• Organize periodic meetings with journalists, editors and press club at their places of work to strengthen relationships
• Provide the media with access to print (Hansard and bills), audio and visual records of the proceedings for easy dissemination of the information
• Regularly provide media with information on how the HoR works and how it is administered
• Allocate a special place for journalists in the HoR chamber – Press Gallery
• Consider amending the Standing Orders to enable journalists attend committees’ meetings/proceedings
• Organize annual sports’ bonanza with media people
• Organize Speaker’s bi-annual meetings with media representatives
• Develop a guideline on Media Relations and Networking
• Establish Media Award Scheme for HoR journalists
7.7 Civil Society and Interest Groups Networking

The HoR cannot work in isolation of the civil societies and interest groups. They are key partners in the democratic governance, and play an important role by participating in various activities of the House such as discussion of bills, budget etc. Therefore, there is a need for the two to work together for the benefit of good governance. To realize effective networking with this group, the following strategies are recommended:

- Improve contact lists – emails, mobile-phones, area of specialization, location, activeness etc of all registered civil societies and interest groups in Zanzibar. There has to be a register of all civil societies and interest groups in the HoR
- Provide regular updates on undertakings of the HoR to civil societies and interest groups
- Organize regular consultative meetings with civil societies and interest groups
- Invite civil societies and interest groups during budget session and other sessions
- Strengthen civil societies and interest groups engagement during committees proceedings and discussion of bills, budgets, etc.

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9During the field work, some civil societies noted that they were not invited during this year’s budget session
• Organize Speaker’s bi-annual meetings with civil societies and interest groups (Civil Society and Interest Groups Forum)
• Improve civil societies’ exhibition in the HoR by inviting all civil societies and interest groups
• Organize annual sports’ bonanzas
• Strengthen civil societies and interest groups involvement to simplify bills and budgets for public consumption
• Establish the civil society and interest group liaison desk in the DMC

7.8 Standing Committee’s Proceedings

The HoR Standing Committees ensure that various organisations and institutions in the Executive and Judiciary live up to their budgeted plans and financial expectations as stipulated in the budget. The committees engage the ministries, among others, to crosscheck how the public resources are spent. This oversight exercise is fundamental to the public, and yet as per existing HoR Standing Orders, it is conducted indoors except when the committees decide otherwise. To improve the current situation, and the performance of the committees, the following strategies are recommended:

• In line with regional best practice and benchmarks for democratic legislatures, open up committee’s proceedings to the public. The opening up has to be gradual, starting by
inviting media representatives, civil societies, interest groups, and thereafter inviting the general public

- Televise proceedings. Start with recorded proceedings and after three months, proceedings be broadcast live
- Revise HoR Standing Orders to permit opening up of committees’ proceedings
- Standing committees meet the public in open places in both Unguja and Pemba
- Develop a guideline on committee’s proceedings pertaining the public discussion of national interests and security issues as well as rules governing non-committee members
- Distribute regularly calendars of committees proceedings to stakeholders
- Prepare and dispatch brief report of each committee’s proceedings to civil societies, interest groups, media through the mailing list and constituency information resource centre. These reports should also be posted on HoR website
7.9 Website and Social Media Usage

“Technology can play a pivotal role in helping strengthen and renew democracy and its relevance to citizens. It can bring often distant Parliaments much more directly into our daily lives – improving democracy, visibility and accountability.”

With the growth of Internet technology and social media, a significant number of people are using such facilities. Importantly, most parliaments around the world use website and social media platforms to connect and engage the public. For the HoR to fully realize the benefits of such communication channels, they need to be used as a media service, public information centre, education centre, publishing service, an instant point of access to the business of the HoR, and as a tool for feedback, consultation and engagement. To achieve these, the following strategies are recommended:

- Improve the HoR website in terms of contents, language usage, design and layout
- Make the website interactive. Start an online discussion
- Update the website regularly i.e. daily
- Publicize the website in various media outlets including social media
- Start a Facebook page

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10 Microsoft Vision for Parliaments: A “New World of Work” Whitepaper
- Start a Youtube page
- Open a Twitter account
- Develop a guideline for the use of social media

### 7.10 Government Relations

As part of government, the HoR needs to connect with the executive, including the President, who according to Section 63(1) of the 1984 Zanzibar Constitution, is part of the HoR. This is crucial to avoid misunderstanding and lack of information from both sides. This involves using official communication channels such as:

- Strengthen regular consultative meetings with Executive
- Distribution of HoR newsletter to various offices of the Executive
- Link HoR website with other websites such as the State House website, Ministries website etc
- Establish an annual Speaker’s Forum with Executive
- Sharing publications such as the *Hansard*.

### 7.11 Cooperating Partners’ Relations

The HoR works and receives development funding from several partners. To showcase the House’s performance to the cooperating partners and improve relations, the following strategies are recommended:
• Develop cooperating partners’ mailing list and supporting areas
• Organize field trips to program areas
• Ensure media visibility for supported programs and activities
• Disseminate progress reports

8. Research
The implementation of this strategy needs to be documented scientifically. This involves measuring progress, documenting lessons and best practices which in turn inform the revision of this strategy. To realize this, the following recommendations are set forth:

• Conduct communication audit
• Conduct a perception study of the HoR
• Conduct pre and post-message analysis to determine effectiveness
• Conduct media monitoring to establish quantity and quality of coverage
• Conduct studies on effectiveness of outreach programs and civic education
• Conduct studies on effectiveness of Constituency Offices and Information Centres
• Conduct studies on HoR website and social media uses by publics
• Conduct studies on public engagement on HoR radio and TV programs

9. Monitoring and Evaluation
The HoR has to guarantee that monitoring is done to ensure that planned activities are implemented accordingly. This will contribute significantly to the realisation of the set objectives. To achieve this, the following monitoring tools have to be developed:
  • The Communication Implementation Plan, and
  • Budget

Evaluation
Evaluation measures effectiveness and efficiency of communication activities. To ensure that this is attained, the following methods will be employed:
  • Message analysis (pre-and post-testing)
  • Conduct opinion polls to gauge changes in knowledge, attitudes and practices
  • Carry content analysis to measure media coverage
  • Conduct audience studies to establish media reach, readability, and ratings.
10. Resource Requirements

To put this strategy into effect, the following have to be implemented:

- Employ qualified people to staff the proposed DMC
- Purchase office equipment such as professional still cameras, professional video camera, computers, printers, desktop computers, laptops etc
- Build capacity development for existing staff and where necessary, recruit additional staff.

11. Budget Implication

The budget for the implementation of this strategy will be prepared by the proposed Department of Media and Communication in collaboration with the Office of the Clerk. This needs to be effected as soon as possible so that actual implementation of this strategy commences. However, the implementation of this strategy should focus on what is affordable depending on the available budget.
## Appendix 1: Audience Segmentation

<table>
<thead>
<tr>
<th>Audience Segment</th>
<th>Sub segments</th>
<th>Rationale</th>
</tr>
</thead>
<tbody>
<tr>
<td>Internal Staff</td>
<td>Speaker, Deputy Speaker, Clerk, DMC, Finance etc</td>
<td>They are the key Implementers of the strategy</td>
</tr>
<tr>
<td>Representatives</td>
<td>Representatives, Committee Members, Committees Chairperson</td>
<td>They are what constitute the House of Representatives. They are the key players</td>
</tr>
<tr>
<td>Executive</td>
<td>President, First VP, Second VP, Ministers, Permanent Secretaries, Regional Commissioners, District Commissioners etc</td>
<td>They are also key players. They affect and are affected by the decisions of the HoR</td>
</tr>
<tr>
<td>Public</td>
<td>Males, females, and youths, students</td>
<td>They are the electorate. The HoR and representatives</td>
</tr>
<tr>
<td>Group</td>
<td>Category</td>
<td>Needs to meet them</td>
</tr>
<tr>
<td>------------------------</td>
<td>-----------------------------------------------</td>
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</tr>
<tr>
<td>Media</td>
<td>Journalists, editors, press clubs</td>
<td>They need to understand How HoR works</td>
</tr>
<tr>
<td>Opinion Leaders</td>
<td>Religious leaders</td>
<td>Apart from making them informed, they also become messengers</td>
</tr>
<tr>
<td>Organisation</td>
<td>Civil Societies and Interest Groups</td>
<td>They need to be involved in the work of the HoR</td>
</tr>
</tbody>
</table>
## Appendix 2: Communication Strategy Matrix

The following matrix summarizes the strategy objectives and implementation.

<table>
<thead>
<tr>
<th>Strategic Objectives</th>
<th>Audience</th>
<th>Message</th>
<th>Activities</th>
<th>Outcomes</th>
<th>Channels</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>Increase public awareness &amp; understanding for the HoR</td>
<td>- Public&lt;br&gt;- Students&lt;br&gt;- Teachers&lt;br&gt;- Religious leaders&lt;br&gt;- Shehas</td>
<td>- Know your parliament&lt;br&gt;- Youth and Parliament&lt;br&gt;- Roles of Representative&lt;br&gt;- Know your roles&lt;br&gt;- Communicating with</td>
<td>- Start branded n/paper column&lt;br&gt;- Radio Programs (live &amp; recorded)&lt;br&gt;- Produce &amp; screen TV docs in</td>
<td>- Sound awareness &amp; understanding of HoR issues&lt;br&gt;- Public satisfaction for being involved in HoR</td>
<td>- Radio (ZBC, Private &amp; community)&lt;br&gt;- ZBC (TV)&lt;br&gt;- Mobile cinema van&lt;br&gt;- Public TV Centres&lt;br&gt;- Theatrical performance</td>
<td>Clerk &amp; DMC</td>
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<tr>
<td>HoR</td>
<td>constituency activities</td>
<td>activities</td>
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<td>- Est. COs</td>
<td>-Social Media (fb)</td>
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<td></td>
<td>- Est. CIC</td>
<td>-Zanzibar Leo</td>
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<td></td>
<td>- Organize</td>
<td>-HoR Newsletter</td>
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<td></td>
<td>public meetings</td>
<td>-SMSs</td>
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<td>- convene</td>
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<td>Youth Parliament</td>
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<td>- Organize</td>
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<td>Students’ essay</td>
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<td>competition</td>
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<td>- Organize</td>
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<td>College</td>
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<td>students competition</td>
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<td>-Organize HoR day</td>
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<td>-Organize HoR Leadership Tour</td>
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<td></td>
<td>-Produce &amp; distribute identity products</td>
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<td>-Start fb page</td>
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<td>-Publish</td>
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<td></td>
<td>HoR scorecard -Start hotline number -Prepare SMSs -Purchase mobile cinema van -Purchase TV, decoder &amp;DVD Player -prepare</td>
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<tr>
<td>Bring HoR closer to rural public</td>
<td>Public in rural areas</td>
<td>theatrical play</td>
<td>Sound awareness and understanding of HoR issues</td>
<td>Radio (ZBC, Private &amp; community)</td>
<td>Mobile cinema van</td>
<td>Public TV Centres</td>
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<tr>
<td></td>
<td>- Know your parliament - Youth and Parliament - Roles of Representative - Know your roles - Communicating with HoR</td>
<td>- Radio programs (live &amp; recorded) - Screen TV docs in constituency - Est. COs - Est. CIC - Organize public meetings - HoR</td>
<td>- Public satisfaction for being involved in HoR activities</td>
<td>- ZBC (TV)</td>
<td>- Mobile cinema van</td>
<td>- Public TV Centres</td>
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<tr>
<td>Leadership Tour</td>
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<td>- Start hotline number</td>
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<td>- Prepare SMSs</td>
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<td>- Purchase mobile cinema van</td>
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<tr>
<td>- Purchase TV, decoder &amp; DVD Player</td>
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<td>- prepare</td>
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<tr>
<td>Strengthen capacity of Media and PR Unit</td>
<td>-Unit Staff</td>
<td>-</td>
<td>-Restructure the Unit into depart</td>
<td>-Purchase equipment</td>
<td>-Improve staffing</td>
<td>-Staff training</td>
</tr>
<tr>
<td>Improve relationships between HoR and Media</td>
<td>Media People</td>
<td>Improve training manual</td>
<td>Prepare training manual</td>
<td>-Establish journalists’ training workshops</td>
<td>-Establish journalists’ mailing list</td>
<td>-Engage journalism trainees</td>
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<tr>
<th></th>
<th></th>
<th></th>
<th>-Develop internship slots</th>
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<td></td>
<td></td>
<td></td>
<td>-Organize periodic press briefings &amp; luncheon</td>
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<td>-Supply of Hansard &amp; Bills</td>
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<td></td>
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<td></td>
<td>-Allocate a Press Gallery</td>
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<td></td>
<td>-Organize periodic</td>
</tr>
</tbody>
</table>
meetings
- Invite journalists to HoR committee proceedings
- Organize annual sports’ bonanza
- Organize Speaker’s annual meeting
- Develop
| Improve working relationships between HoR and civil society, interest groups | CS and IGs | guideline on Media Relations & Networking | - Develop contact lists - Provide regular updates to CS&IGs - Organize Regular consultative meetings | -High involvement of CS&IGs - CS&IGs PutHoR on their agenda - Improved relations btn HoR and Group& individual Comm | Clerk/Head DMC |
| -Invite CS and IGs during sessions  
| -Engage CS and IGs during committees’ proceedings  
| -Engage CS and IGs during discussions of bills  
| -Organize CS&IGs  
<p>| -Quality inputs from CS&amp;IGs |</p>
<table>
<thead>
<tr>
<th>Speaker’s annual meeting with CS&amp;IGs</th>
<th>Improve CS&amp;IGs exhibition</th>
<th>Organize annual sports’ bonanza</th>
<th>Engage CS&amp;IGs to simplify</th>
</tr>
</thead>
</table>

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<table>
<thead>
<tr>
<th>Task</th>
<th>Responsible Party</th>
</tr>
</thead>
<tbody>
<tr>
<td>Facilitate opening up of HoR Standing Committees proceedings</td>
<td>- Public Committee Members - Representative - Media</td>
</tr>
<tr>
<td></td>
<td>- Train committee members - Develop guideline on committee’s proceedings - Develop guideline on committee’s proceedings</td>
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<td></td>
<td>- More openness - Public involvement - Public Discussion - Accountability</td>
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<tr>
<td></td>
<td>- Radio (ZBC, private &amp; community - ZBC Television - Zanzibar Leo - HoR newsletter)</td>
</tr>
</tbody>
</table>

Clerk/ Committees Chairpersons/ Head of DMC
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<thead>
<tr>
<th>Strengthen HoR website</th>
<th>Public</th>
<th>-</th>
<th>-Improve website (contents, proceedings)</th>
<th>-Website primary source of proceedings</th>
<th>-</th>
<th>Clerk/DMC/Webmaster</th>
</tr>
</thead>
</table>

proceedings for non-committee members
-Revise Standing Orders
-Distribute calendars of committees proceedings
- Update website regularly
- Employ webmaster
- Publicize website
- Start facebook page
- Start youtube page

- Improved interaction btw HoR & publics
<table>
<thead>
<tr>
<th>Bring Representatives to the Electorate</th>
<th>-Reps -Publics</th>
<th>-You and Representatives Understand Representative duties</th>
<th>-Organize public meetings -Produce radio programs -Theatrical Play</th>
<th>-Improved public perception on Representatives -Representatives represent public views in the House</th>
<th>-Radio stations -TV -Theatre</th>
<th>Clerk/DMC</th>
</tr>
</thead>
<tbody>
<tr>
<td>Improve working relationships btnHoR and Executive</td>
<td>-Executive -HoR Members</td>
<td>-</td>
<td>-Regular consultative meetings -Share HoR</td>
<td>-Improved understanding</td>
<td>-Formal channels</td>
<td>Clerk/DMC</td>
</tr>
<tr>
<td>Publications</td>
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<tr>
<td>- Link HoR website to websites of Executive</td>
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<td></td>
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<tr>
<td>- Organize open day bonanza</td>
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</tbody>
</table>
Appendix 3: Literature Review

Engaging the Public: Learning from others

In a move to reach the public, parliaments across the world are promoting and marketing their images and activities in various ways.

In Zambia, the National Assembly has established constituency offices supported and staffed by the National Assembly in all constituencies since 2002\(^\text{11}\) and parliament radio which broadcasts Assembly’s proceedings and other issues to do with the national assembly (www.parliament.gov.zm). Like in Zambia, Namibia also has both a parliamentary radio and television broadcasting – the Constituency Channel (CC), managed by the Parliament Constituency Outreach Program. This has helped to reduce the gap between the public and the parliament.

Unlike radio and television channels which require a significant amount of resources – financial and human – to manage, the constituency offices would be the best option to emulate, to start with, as a focal point where constituents’ residents meet their representatives to discuss issues pertaining to the development of their respective areas and a forum for a representative to give

\(^{11}\text{http://www.africanlegislaturesproject.org/sites/africanlegislaturesproject.org/files/Zambia%20Country%20Report%20Final.pdf} \)
feedback to the people on various development projects and other policy issues discussed in HoR.

Additionally, Namibia ensures that the public participate in the legislative exercise of passing bills through public hearings funded by the National Assembly itself. This is made possible by summarizing bills in a user friendly language to allow the public to engage in rational and informed debate. The National Democratic Institute (NDI) – a local legal organisation – was contracted by the NA to summarize bills.

Under outreach program, Namibia acquired The Mobile Training Unit (MTU) through partnership of the Parliament, the Ministry of Regional, Local Government and Housing and the National Democratic Institute for International Affairs (NDI) in 2001(http://www.parliament.gov.na/mobile_unit.php). The MTU houses computers and a satellite uplink and travels throughout Namibia exposing the public to the NA’s website and encouraging MPs, civil society, and the public to use it. This has attracted and prompted comments on bills and other concerns from the public which, in turn, are channelled to the respective NA committees and individuals MPs for responses.
In Maldova, the parliament is engaging the public through media and outreach programs. Importantly, the parliament uses other strategies such as constituency relations – travel around the country, face-to-face interviews with the public, press releases and other institutionalized communications such as news digest (Communication Strategy for the Parliament of Moldova - http://www.undp.md/publications/doc/mission%20reports/Communication_Strategy_en_final.pdf).

In India, both the LokSobha (House of the People) and RajyaSabha (Council of States), use several means to communicate with the public. They include using:

- The Communication Office which facilitate the work of journalists by providing them with daily parliamentary agendas and reports
- The Press Advisory Committee comprising of senior journalists accredited to the Press Gallery. It connects the parliament and the public.
- Live telecasting and broadcasting. The Indian parliament TV channel broadcasts proceedings and other meetings of parliament live
Students are also targeted by several parliaments. The Australia Parliament has set up a Parliamentary Education Office (PEO) with a view to providing political and parliamentary education to schools throughout the country. It trains teachers and students on how the parliament works, and how they (students) can take an active role in democracy.

The Malawi Parliament uses several strategies to connect and engage the people. They include, among others:

- Branded media such as newsletter
- Public outreach program using multiple media approaches
- Engaging civil society by creating a network of civil society in the country.

The Parliament of Ghana has the Public Affairs Directorate that handles publicity issues and is responsible for journalists' accreditation. The parliament also uses outreach program to raise public awareness on the work of the parliament. Other strategies include: parliamentary education strategy to reach students and teachers, citizens’ visit programme, distribution of handouts/information materials, quiz program on parliament, website, annual national forum and speakers’ breakfast forum which
is a half-day seminar that touches on critical national issues (http://www.parliament.gh/).

In a move to reach the public, the Oireachtas Parliament has developed eight strategies. They are: Media use, web use, social media use, broadcasting, education, visitor exchange, public events, and publishing (www.oireachtas.ie/parliament/). Generally, it largely uses media to engage the public.

The UK Parliamentary also has outreach program which encourages public engagement by raising awareness of the work of Parliament. The outreach program includes:

- Delivering free training explaining the work of Parliament
- Promoting engagement with Select Committee inquiries
- Showing how the public can get involved with legislative scrutiny
- Demonstrating Parliament's relevance to each part of the UK

The outreach program is coordinated in partnership with several organisations including local community groups, businesses, national campaign networks and NGOs(http://www.parliament.uk/get-involved/outreach-and-training/).
Other activities used by the UK parliament include Parliament Week, ‘a week-long national event celebrating Parliament and democracy’ (www.parliament.uk/).

**Conclusion**

The above review indicates the many ways parliaments across the world use to reach and engage the public. Some of these ways and strategies have been adapted to the Zanzibar’s situation plus recommendations from in-depth interviews so that the HoR is adequately able to reach and engage its stakeholders.