



# **THE JUDICIARY OF ZANZIBAR**

## **REQUEST FOR EXPRESSIONS OF INTEREST**

### **(CONSULTING SERVICES – INDIVIDUAL SELECTION)**

**Contract Name: Consultancy Services for engagement of resource person to develop ethics and inspection guideline**

**Contract Reference No: TZ-JOZ-528384-CS-INDV**

**Issue Date: 16<sup>th</sup> December, 2025**

The Government of United Republic of Tanzania represented by Revolutionary Government of Zanzibar under the Judiciary of Zanzibar has received a credit from the International Development Association (IDA) in the amount of US\$ 30 million towards the cost of Zanzibar Judicial Modernization Project (Zi – JUMP), and intends to apply part of the credit proceeds for payment under the contract for procurement of individual consultant for engagement of resource person to develop ethics and inspection guideline.

Some specific tasks to be performed contract period of 11 weeks, will include but not be limited to the following:

- i. This assignment encompasses the development of a comprehensive Ethics and Inspection Guideline tailored to the Judiciary of Zanzibar, grounded in international standards and global best practices. It entails consolidating existing inspection instruments and policies into a unified framework; codifying ethical standards for judicial officers and support staff; and designing structured mechanisms for inspections, audits, and performance evaluations. The scope further includes ensuring alignment with constitutional mandates, international norms, and best practices, while embedding systems that promote transparency, accountability, and public trust.

- ii. In addition, the assignment will establish robust feedback, reporting, and disciplinary mechanisms to reinforce institutional integrity and ethical compliance across all judicial functions. It will also include the design and delivery of targeted training and capacity development for the Ethics and Inspection Unit, Magistrates-In-Charge, and judiciary personnel subject to inspection—ensuring a shared understanding of ethical standards, inspection procedures, and respective roles and responsibilities.
- iii. The Guideline must also be clearly linked to the Judiciary’s ongoing development of the Performance Management System (PMS). Given the shared focus on performance accountability, inspection findings should inform key assessment parameters within the PMS framework. The assignment will therefore require the consultant to ensure coherence between inspection outputs and performance evaluation criteria, while clearly delineating the respective roles of the Ethics and Inspection Services Unit and the Human Resources Department in managing performance-related processes.
- iv. Finally, the assignment will involve establishing a framework that summarizes existing policies, laws, and rules relevant to ethics and inspection, identifying provisions that may require future amendment to address current challenges and enhance the effectiveness and sustainability of inspection and evaluation processes.
- v. Under this assignment, the Resource Person will perform the following tasks:
  - i. Review relevant laws, codes of ethics, circulars, inspection reports, and comparative frameworks from other jurisdictions.
  - ii. Engage stakeholders, including judicial and non-judicial officers, the Ethics and Inspection Services Unit, Judicial Service Commission, Case Management Unit, and other related internal and external stakeholders.
  - iii. Draft the Guideline covering, not limited to:
    - ✓ Structure, scope, roles, and responsibilities of the Inspection Unit.
    - ✓ Ethical standards and codes of conduct related issues.
    - ✓ Inspection procedures, timelines, criteria, and reporting formats.
    - ✓ Templates, checklists, and compliance tools.
    - ✓ Disciplinary and corrective reporting mechanisms.

- iv. Facilitate validation workshops to secure institutional ownership and stakeholder buy-in.
- v. Produce a final Guideline and Implementation Manual, integrating feedback and ensuring accessibility for end-users.
- vi. Design and deliver training and capacity development for the Ethics and Inspection Unit, Magistrates-In-Charge, and judiciary personnel subject to inspection, ensuring a shared understanding of ethical standards, inspection procedures, and respective roles and responsibilities.
- vii. Establish a framework summarizing existing policies, laws, and rules relevant to ethics and inspection, identifying provisions that may require future amendment to address current challenges and enhance the effectiveness and sustainability of inspection and evaluation processes.

The Judiciary of Zanzibar now invites eligible individuals (“Consultants”) to indicate their interest in providing the Services. Interested Consultants must provide information indicating that they are qualified to perform the services (CV’s, description of similar assignments and experience in similar conditions).

Selection will be based on qualifications and experience stipulated below:

**i. Academic Qualifications**

- Advanced degree (Master’s or higher) in Law, Public Administration, Governance, Judicial Reform, or a related field.
- Specialized training or certification in ethics, compliance, or institutional inspection frameworks is an added advantage.

**ii. Professional Experience**

- Minimum of 5 years of progressive experience in judicial reform, ethics and compliance, institutional inspections, or governance advisory.
- Proven track record in developing legal or regulatory frameworks, guidelines, or manuals for public institutions, preferably within the justice sector.
- Demonstrated experience working with judicial institutions, commissions, or oversight bodies in Zanzibar, Tanzania, or comparable jurisdictions.

### **iii. Technical Competencies**

- Basic understanding of constitutional law, judicial ethics, and inspection mechanisms.
- Familiarity with international standards and best practices in judicial accountability and institutional oversight.
- Expertise in stakeholder engagement, including facilitating consultations and validation workshops with diverse actors.
- Ability to synthesize legal instruments, inspection reports, and comparative frameworks into coherent, enforceable guidelines.
- Proficiency in drafting structured tools such as templates, checklists, and reporting formats.

### **iv. Communication and Facilitation Skills**

- Excellent written and verbal communication skills in English; Kiswahili is an added advantage.
- Ability to produce clear, accessible, and actionable documentation.
- Skilled in facilitating multi-stakeholder dialogue and securing institutional buy-in.
- Capacity to adapt language and tone for diverse audiences, ensuring clarity and professionalism.

### **v. Contextual Understanding**

- Deep familiarity with the legal and institutional landscape of Zanzibar and Tanzania.
- Sensitivity to cultural, political, and institutional dynamics affecting judicial operations and reform.

The attention of interested individual Consultants is drawn to Section VII, paragraphs, 7.36, 7.37, 7.38 and 7.39 of the World Bank's "Procurement Regulations for IPF Borrowers" dated Sixth Edition February 2025, setting forth the World Bank's policy on conflict of interest. Please refer to paragraph 3.14 of the Procurement Regulations on conflict of interest related to this assignment which is available on the Bank's website at <http://projectsbeta.worldbank.org/en/projects-operations/products-and-services/brief/>

An Individual Consultant will be selected in accordance with the Individual Consultant Selection (ICS) method set out in the Procurement Regulations.

Further information and the detailed Terms of Reference (ToR) for the assignment can be obtained electronically at the following email addresses, from Mondays to Fridays, from 07:30 am to 03:30 pm East Africa time:

Website: [www.judiciaryzanzibar.go.tz](http://www.judiciaryzanzibar.go.tz)

Email: [procurement@judiciaryzanzibar.go.tz](mailto:procurement@judiciaryzanzibar.go.tz)

Expression of Interest; clearly marked **Consultancy Services for engagement of resource person to develop ethics and inspection guidelines** must be delivered in a written form to the address below (in hard and electronic/email copy) on or before **10:00 a.m.** Local Time, on **24<sup>th</sup> December, 2025**. Bids will be publicly opened in the presence of the bidder's designated representatives and any who choose to attend at the address below at **10:30 am of Wednesday, 24<sup>th</sup> December, 2025 at Second Floor Room No. 208**. Only One (1) shortlisted candidate will be contacted.

**Attn:** Secretary of Tender Board

Judiciary of Zanzibar

P.O.BOX: 160

TEL: 024-2230182

FAX: 024-2232720

214 Tunguu Road

First Floor Room No. 109

70491 South Unguja

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Email address: [cca@judiciaryzanzibar.go.tz](mailto:cca@judiciaryzanzibar.go.tz)

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Website: [www.judiciaryzanzibar.go.tz](http://www.judiciaryzanzibar.go.tz)

# **TERMS OF REFERENCE**

## **ZANZIBAR JUDICIAL MODERNIZATION PROJECT (Zi-JUMP)**

### **CONSULTANCY SERVICES FOR ENGAGEMENT OF RESOURCE PERSON TO DEVELOP ETHICS AND INSPECTION GUIDELINE**

#### **I. Introduction and Background**

1. The Judiciary of Zanzibar (JoZ), in embarking on its institutional reform, is implementing the Zanzibar Judiciary Modernization Project (Zi-JUMP) funded by the World Bank, which aims at enhancing access to judicial services, court efficiency, and fostering transparency in selected citizen-centric judicial services. *(For more clarity on Zi-JUMP and the components, the Project Appraisal Document (PAD) is available at the Zanzibar Judiciary website: [www.judiciaryzanzibar.go.tz](http://www.judiciaryzanzibar.go.tz)).*
2. On its broader institutional reform strategy, JoZ is committed to enhancing judicial performance, ethics, transparency, and accountability, with the overall objective of strengthening judicial integrity. Judicial integrity is a cornerstone of public trust in justice systems, and systematic inspection provides the necessary oversight to uphold such integrity.
3. Despite operating under a robust legal and ethical framework, including the Magistrates' Courts Act No. 6 of 1985, Judiciary Administration Act No. 11 of 2018, Criminal Procedure Act No. 7 of 2018, Civil Procedure Decree Cap. 8, and the 2024 Codes of Conduct and Ethics, judicial inspection mechanisms remain fragmented current practices are lacking a unified framework, which undermines consistency, transparency, and enforceability across judicial and non-judicial functions. Consequently, this has led to resistance from the inspected stakeholders and ineffectiveness contributed by a lack of inspection guidelines and checklists, an undefined inspection scope, undefined inspection

results, an undefined extent of accountability, and a delay in inspection due to administrative bureaucracy.

4. The Judiciary Administration Act of 2018, Chief Justice's Circular No. 1 of 2018 and No. 1 of 2024 on backlog clearance, of cases have highlighted the importance of continuous ethical oversight to strengthen judicial integrity. Additionally, the Judiciary's Strategic Plan 2024/25–2028/29 Strategic Objective 4 and 5 emphasize enhancing public trust and the Judiciary's prominence.
5. To achieve meaningful, effective, and comprehensive oversight of judicial integrity through judicial inspections, JoZ seeks to engage a qualified resource person to develop a comprehensive Ethics and Inspection Guideline that harmonizes existing instruments, provides clear operational procedures, frameworks, mechanisms, and tools that integrate international standards and best practices. This Guideline will institutionalize an ethical and inspection culture, ensuring alignment with judicial modernization reforms and the Chief Justice's directives.

## **II. Objectives of the Assignment**

6. The primary objective is to develop a robust, context-specific, and enforceable Ethics and Inspection Guideline for the Judiciary of Zanzibar that strengthens judicial accountability, ethical compliance, and institutional oversight.
7. Other specific objectives are as follows:
  - i. Consolidate scattered inspection instruments and policies into a unified framework.
  - ii. Define and codify ethical standards applicable to all judicial officers and supporting staff.
  - iii. Design a structured framework for inspections, audits, and performance evaluations.
  - iv. Ensure alignment with constitutional principles, international standards, and best practices.
  - v. Strengthen transparency, accountability, and public confidence in the Judiciary.
  - vi. Introduce feedback, reporting, and disciplinary measure mechanisms that reinforce integrity.
  - vii. Support capacity building and institutional reforms under JoZ.

### **III. Purpose of the Guideline**

The purpose of developing the Ethics and Inspection Guideline is to establish a unified and comprehensive framework that:

- i. Provides a structured approach for judicial and administrative inspections.
- ii. Anchors oversight within the Core Inspection Framework, combining monthly regional inspections with quarterly institutional reviews.
- iii. Incorporates a dual-layered inspection mechanism that combines monthly oversight at the regional level by Magistrate In-charges with quarterly institutional reviews by the Ethics & Inspection Service Unit.
- iv. Consolidates scattered inspection instruments and policies into a single reference document.
- v. Enhances transparency, judicial accountability, and service delivery.
- vi. Providing for mechanisms for inclusion of citizen feedback into the judicial inspection and evaluation process.

### **IV. Scope of Work**

8. This assignment encompasses the development of a comprehensive Ethics and Inspection Guideline tailored to the Judiciary of Zanzibar, grounded in international standards and global best practices. It entails consolidating existing inspection instruments and policies into a unified framework; codifying ethical standards for judicial officers and support staff; and designing structured mechanisms for inspections, audits, and performance evaluations. The scope further includes ensuring alignment with constitutional mandates, international norms, and best practices, while embedding systems that promote transparency, accountability, and public trust.
9. In addition, the assignment will establish robust feedback, reporting, and disciplinary mechanisms to reinforce institutional integrity and ethical compliance across all judicial functions. It will also include the design and delivery of targeted training and capacity development for the Ethics and Inspection Unit, Magistrates-In-Charge, and judiciary personnel subject to inspection—ensuring a shared understanding of ethical standards, inspection procedures, and respective roles and responsibilities.
10. The Guideline must also be clearly linked to the Judiciary's ongoing development of the Performance Management System (PMS). Given the shared focus on performance accountability, inspection findings should inform key assessment parameters within the PMS framework. The assignment will therefore require the consultant to ensure coherence between inspection outputs and performance evaluation criteria, while clearly delineating the



respective roles of the Ethics and Inspection Services Unit and the Human Resources Department in managing performance-related processes.

11. Finally, the assignment will involve establishing a framework that summarizes existing policies, laws, and rules relevant to ethics and inspection, identifying provisions that may require future amendment to address current challenges and enhance the effectiveness and sustainability of inspection and evaluation processes.
12. Under this assignment, the Resource Person will perform the following tasks:
  - vi. Review relevant laws, codes of ethics, circulars, inspection reports, and comparative frameworks from other jurisdictions.
  - vii. Engage stakeholders, including judicial and non-judicial officers, the Ethics and Inspection Services Unit, Judicial Service Commission, Case Management Unit, and other related internal and external stakeholders.
  - viii. Draft the Guideline covering, not limited to:
    - Structure, scope, roles, and responsibilities of the Inspection Unit.
    - Ethical standards and codes of conduct related issues.
    - Inspection procedures, timelines, criteria, and reporting formats.
    - Templates, checklists, and compliance tools.
    - Disciplinary and corrective reporting mechanisms.
  - ix. Facilitate validation workshops to secure institutional ownership and stakeholder buy-in.
  - x. Produce a final Guideline and Implementation Manual, integrating feedback and ensuring accessibility for end-users.
  - vi. Design and deliver training and capacity development for the Ethics and Inspection Unit, Magistrates-In-Charge, and judiciary personnel subject to inspection, ensuring a shared understanding of ethical standards, inspection procedures, and respective roles and responsibilities.
  - vii. Establish a framework summarizing existing policies, laws, and rules relevant to ethics and inspection, identifying provisions that may require future amendment to address current challenges and enhance the effectiveness and sustainability of inspection and evaluation processes.

## **V. Alignment and Reference Framework**

13. The Guideline shall align with and reference, not limited to, the following instruments:
- The Constitution of Zanzibar 1984
  - Judiciary Administration Act No. 11 of 2018
  - Public Service Act No. 2 of 2011
  - Magistrates' Courts Act No. 6 of 1985
  - Criminal Procedure Act No. 7 of 2018
  - Civil Procedure Decree Cap. 8
  - Codes of Conduct for Judicial and Non-Judicial Officers, 2024
  - Chief Justice's Circular No. 1 of 2018
  - Chief Justice's Circular on Backlog Clearance, No. 1 of 2024
  - Public Services Rules, 2014
  - Judiciary of Zanzibar Strategic Plan 2024/25–2028/29
  - Zi-JUMP Project Appraisal Document (PAD)

## **VI. Methodology**

14. The assignment will adopt a participatory and evidence-based approach, such as but not limited to:
- i. Document Review and Analysis: Conduct a comprehensive review of the existing laws, instruments, circulars, directives, rules and regulations, policies, and any other related materials.
  - ii. Stakeholder Consultation: Organize focus group discussions and interviews with judicial and non-judicial officers, the Ethics and Inspection Services Unit, Judicial Service Commission, Case Management Unit, and other related internal and external stakeholders.
  - iii. Workshops and Seminars: Conduct Validation workshops and seminars to internal and external stakeholders to gather feedback on the developed Guidelines, refining the draft before finalization.
  - iv. Case Studies: Conduct comparative studies from other jurisdictions on Ethics and inspection frameworks, and analyze lessons learned and best practices that can be adapted to the local context.
  - v. Drafting and Iterative Review: Develop draft Ethic and inspection Guidelines and incorporate feedback from consultations and workshops. Conduct iterative reviews with stakeholders to refine the proposed changes and ensure alignment with best practices and stakeholder needs. Develop the Final Ethic and Inspection Guidelines and conduct iterative reviews

with stakeholders to refine the proposed changes and ensure alignment with best practices and stakeholder needs.

## **VII. Qualification**

15. The resource person should have the following qualifications:

### **i. Academic Qualifications**

- Advanced degree (Master's or higher) in Law, Public Administration, Governance, Judicial Reform, or a related field.
- Specialized training or certification in ethics, compliance, or institutional inspection frameworks is an added advantage.

### **ii. Professional Experience**

- Minimum of 5 years of progressive experience in judicial reform, ethics and compliance, institutional inspections, or governance advisory.
- Proven track record in developing legal or regulatory frameworks, guidelines, or manuals for public institutions, preferably within the justice sector.
- Demonstrated experience working with judicial institutions, commissions, or oversight bodies in Zanzibar, Tanzania, or comparable jurisdictions.

### **iii. Technical Competencies**

- Basic understanding of constitutional law, judicial ethics, and inspection mechanisms.
- Familiarity with international standards and best practices in judicial accountability and institutional oversight.
- Expertise in stakeholder engagement, including facilitating consultations and validation workshops with diverse actors.
- Ability to synthesize legal instruments, inspection reports, and comparative frameworks into coherent, enforceable guidelines.
- Proficiency in drafting structured tools such as templates, checklists, and reporting formats.

#### iv. Communication and Facilitation Skills

- Excellent written and verbal communication skills in English; Kiswahili is an added advantage.
- Ability to produce clear, accessible, and actionable documentation.
- Skilled in facilitating multi-stakeholder dialogue and securing institutional buy-in.
- Capacity to adapt language and tone for diverse audiences, ensuring clarity and professionalism.

#### v. Contextual Understanding

- Deep familiarity with the legal and institutional landscape of Zanzibar and Tanzania.
- Sensitivity to cultural, political, and institutional dynamics affecting judicial operations and reform.

### VIII. Coordination and Reporting

16. The work will be overseen by the Judiciary Reform Delivery Unit (JRDU) and the Ethics and Inspection Services Unit of JoZ. Regular progress reports will be submitted to the Ethics and Inspection Services Unit, and key decisions will be made in consultation with JRDU. During routine work, the Ethics and Inspection personnel at the JoZ will work hand in hand with the consultant.

### IX. Deliverables, Duration, and Timeline

Deliverable	Timeline	Percentage (%)
Inception Report, a detailed report outlining the methodology, work plan, and timeline for the assignment, including an overview of stakeholder engagement strategies and data sources.	1 Week	20 (Upon approval of the deliverable)
Document Review Analysis Report	4 Weeks	30 (Upon approval of the deliverables)
Stakeholder Engagement Report		
Write-up of three case Studies		
Draft Ethics and Inspection Guideline	3 Weeks	20

		(Upon approval of the deliverables)
Validation Report, and PowerPoint presentations	3 Weeks	30
Final Guideline and Implementation Manual		(Upon approval of the deliverables)
<b>TOTAL</b>	<b>11 Weeks</b>	<b>100</b>

#### **X. Duration of Assignment**

17. The assignment is expected to be completed within Eleven (11) Weeks, excluding the internal review period of two weeks for each deliv