U4 Expert Answer

National Anti-Corruption Strategy in Tanzania

Query:

"Can you please give some suggestions and tips on how to write and implement an anti-corruption strategy, with the budget support theme in mind in Tanzania. Do you have any examples of anti-corruption strategies and action plans?"

Purpose:

A field visit to Tanzania

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Part 1: Background

The Tanzanian government launched a new National Anti-Corruption Strategy (T-NACS) on 10 December 2006. The T-NACS includes specific action plans for all ministries, government departments, executive agencies and local authorities. Several bilateral donors are currently working with the government to support the implementation phase. See http://www.u4.no/projects/project.cfm?id=769 .

Since the early days of independence, Tanzanian leaders have demonstrated a clear commitment to fighting corruption. Indeed, Tanzania is often referred to as a successful model for the fight against corruption. On coming to power in 1995, President Mkapa appointed a commission which was given a mandate to assess the state of corruption in the country and formulate appropriate recommendations. The much celebrated "Warioba report" served as a foundation for combating corruption and led in 1999 to the adoption of a comprehensive National Anti-Corruption Strategy and Action Plan. Measures undertaken included the removal of corrupt leaders, the strengthening of the existing Prevention of Corruption Bureau, the appointment of a minister of good governance and the establishment of a Commission of Ethics. In 2001, the Public Leadership Code of Ethics was enacted to encourage public leaders to disclose their assets. On coming to power in 2005, the newly elected President Jakaya Mrisho Kikwete renewed the commitment to fighting corruption.

However, insufficient enforcement of the various anti-corruption initiatives devised under previous national anti-corruption strategies appears to be a significant challenge in Tanzania. Further efforts should focus on making existing laws and provisions more effective, and amending them when necessary to allow for the full implementation of all the provisions of the NACS. For example, disclosure procedures and declaration of assets exist to some

extent in the law, but the public has limited access to information on elected officials and no access to public officials' declarations. On the other hand, whistle blowing protections are insufficient to protect members of the public from harassment and victimisation. The effectiveness of existing structures such as the Prevention of Corruption Bureau and the Commission for Ethics should be enhanced and the political weight and capacity of the Minister of Good Governance strengthened and extended. (See for example the TI National Integrity System study of Tanzania http://www.transparency.org/policy_research/nis/regional/africa_middle_east)

Part 2: Developing and Implementing National Anti-Corruption Strategies

National Anti Corruption Strategies (NACS) and action plans are strategic tools developed by governments to mainstream and prioritise measures and reforms to fight corruption in a given national context. As an earlier U4 Expert Answer on this topic explained, while there is no blue print for designing and implementing successful country plans and each has to be tailored to a country's specific circumstances and local realities, some of the underlying success factors are: the action plans must be based on careful needs-assessment; they must be participatory, have local ownership and be driven by political will to ensure sustainability; they must be measurable and inform the initiation of concrete reforms. Below we describe how each of these success-factors are applied in practice.

Needs-assessment

A NACS must meet the specific needs of Tanzania and take into account local realities. As there is no one-size-fit-all remedy for corruption, NACS need to be based on rigorous data, a sound understanding of the country-specific social, legal and institutional environment as well as a realistic assessment of the corruption-related problems. Furthermore, a good strategy must address underlying causes and not just the symptoms of the problem. A detailed diagnostic can be a good starting point for the process, possibly complemented by an evaluation of local and cultural attitudes regarding corruption. This assessment will help identify specific areas of vulnerabilities or opportunities (such as adherence to regional and international treaties and conventions), set priorities as well as help target and sequence interventions. A comprehensive National Integrity System study of Tanzania was carried out by Transparency International in 2003, which provides an in-depth analysis of the opportunities and challenges that Tanzania may be currently facing. See http://www.transparency.org/policy_research/nis/regional/africa_middle_east .

Since Tanzania signed and ratified the UN Convention against Corruption (UNCAC), conducting an UNCAC gap analysis in Tanzania could create momentum for updating instruments and approaches as well as advocating for further required changes.

Participation

Effective and meaningful participation in devising and carrying out a NACS, requires a sound legal and institutional framework. Such a framework creates an empowering environment that enables civil society to fully participate in the process. A legal and institutional framework can provide internal management structures and clearly defined implementation responsibilities. It can commit the government to adequately resourcing the participatory process as well as identifying in advance the sources of funding available. Such a framework can also enable a strategic assessment of the comparative advantage of each stakeholder in the anti corruption process.

Civil society participation and oversight is a crucial part of combating corruption. When truly participatory, the design process of a NACS can be used as an advocacy exercise to create the internal demand for change, mobilise key stakeholders and create opportunities for coalition building. At the initial stage of developing the T-NACS in 1999, the Tanzanian government strived to involve NGOs, private sector, civic associations, media, religious organisations, donors, etc in an attempt to "internalise" the anti corruption strategy by giving ownership to the various key stakeholders. Public education and civic campaigns have been carried out to change public attitudes and behaviour on corruption related issues. A "National Anti-Corruption Strategy Action Plan (NACSAP) Triangular Partnership Programme" (NACSAP Programme) has been developed to support and coordinate efforts of civil society, government and the private sector to ensure effective implementation of the NACS. The NACSAP Programme also runs a civil society-backed parallel feedback mechanism that promotes transparency and accountability through the participation of all stakeholders.

However, the success of the Tanzanian effort to mobilise civil society is questionable: currently there is no strong civil society network dealing with governance related issues. As a result, the coalition building component of the T-NACS does not seem to have been as successful as wished or expected. In this regard, the capacity of the various stakeholders may need to be built to enable them to play an active role in the process.

Local Ownership
NACS and Action plans should originate from within a country to increase the potential impact and ensure sustainability of anti-corruption efforts. External actors and agencies can only create changes to the extent that they empower and accompany local processes by providing technical and financial support where/when needed.

Political Will
Leadership that provides political backing for reform programs is crucial for anti-corruption measures to be implemented in an effective and sustainable manner. In some countries, prior to the development and implementation of anti-corruption reforms, demand for change needs to be built and/or resistance to changes overcome at the various levels of the government/society.

Measureable Plans that inform new, and build on already existing, anti-corruption reforms
NACS must be realistic in their goals and measurable. They should take into consideration the technical and financial capacity and resources involved at the design and delivery stages of the strategy. While international support may be an important source of funding for anti corruption initiatives, reform programmes should prioritise measures that can be implemented with capacity already available, in order to ensure sustainable reform.

Over the past years, Tanzania has gained considerable experience in the field of anti corruption and has strived to apply all the "right" recipes to fight corruption, not always with the expected impact. Further efforts need to be anchored in a realistic assessment of the mechanisms in place and critical analysis of what has worked, what hasn't worked and the reasons why. The challenge is to build on strengths (political leadership and ownership) and opportunities (country commitment to regional and international treaties such as the UN Convention against Corruption, the AU Anti-Corruption Convention or the SADC Protocol against corruption) while addressing weaknesses (ineffective participation of an otherwise relatively strong civil society as well as relatively weak coalition building at the

implementation stage of the process). A performance and impact assessment of anti-corruption efforts could support this process at this stage.

Part 3: Dealing with budget Support

In Tanzania, over the past years, global budget support has dramatically increased the proportion of external funds subject to the national budget process. This situation creates an opportunity for donors to focus dialogue, technical assistance and capacity building on core public policy and expenditure processes. To enable effective public participation in budget processes key requirements are: that the government provides sufficient budgetary information and that citizens have sufficient access to information to empower them to participate effectively in the budget process.

An initial risk mapping exercise of budget processes in Tanzania is a useful first step to take. This could be part of a broader assessment of the budget situation and could involve reviewing the availability of information, clarity of roles and responsibilities between institutions involved in the budget process, the system capacity to generate budget information as well as the legal framework in place that supports or impedes transparency and participation in the process. There must be a legal framework that supports accountability, public availability of information as well as sufficient capacity to support rights to access to information for parliament and citizens to exploit the information and ultimately hold the executive responsible.

Part 4: Examples of National Anti-Corruption strategies and action plans

The Ghana NACS: http://siteresources.worldbank.org/INTWBIGOVANTCOR/Resources/A1-durban-ghana.pdf

The Mozambique NACS for 2006-2010 has just been finalised http://www.dfid.gov.uk/pubs/files/mozambique-anti-corruption-strat.pdf

The Pakistan NACS : http://www.nab.gov.pk/Downloads/Doc/NACS.pdf

The Sierra Leone which was finalised in 2005: http://www.anticorruption.sl/pdf/accstrategy.pdf

Part 5:   Further Reading

Previous helpdesk answers have also dealt with anticorruption strategies in a number of African countries and may provide you with useful examples and a critical perspective on anticorruption strategies that have been developed and implemented in the region.

The U4 Expert Answer on "Advice on the Zambian National Anti-corruption strategy" comments on proposed Zambian anticorruption measures, reflects on guidelines for the disposal of recovered assets and reviews best practices for the implementation of a national anti-corruption strategy. http://www.u4.no/helpdesk/helpdesk/queries/query108.cfm

The U4 Expert Answer on "Anti-corruption Strategy for Embassy in Maputo" reflects on the necessity of tailoring anti-corruption strategies to the specific context of a particular country, reviews the Mozambique situation and discusses the sequencing, timing and contents of an anticorruption strategy. http://www.u4.no/helpdesk/helpdesk/queries/query106.cfm

The U4 expert answer on "Uganda's National Anti-Corruption Strategy and PRSC processes gives in-depth analysis of development of the NACS
http://www.u4.no/helpdesk/helpdesk/queries/query49.cfm

U4 Expert Answer on "Drafting and Implementing Anti-Corruption Strategies"
It provides information on best practices in this field and a list of recommended readings.
http://www.u4.no/helpdesk/helpdesk/queries/query49.cfm

U4 FAQs : Cures - Anti-corruption strategies
This section of the U4 anti corruption resource centre provides you with a brief overview of national anti-corruption strategies guiding principles and contents.
http://www.u4.no/helpdesk/faq/faqs2a.cfm#

Country-specific Technical Assistance to Develop Anticorruption Action Plans and Strategies (WBI)
This document, although set to be a guide describing WB's process for assisting countries in development and implementation of national action plans, can also be used as a general resource to consult that describes the different stages involved in developing a national action plan and implementing it.

Country Action Plan Matrix (WBI)
The document provides a format (as a blank table) to be used for mapping together a country anti-corruption action plan by identifying the problems, actions to be taken, outcomes and timeframes. The format-table is followed by a checklist of anti-corruption measures (covering a wide range of areas: from public sector reforms to legal enforcement, local government, public oversight and others) that such action plans should aim to contain.

Corruption and Anti-Corruption Strategies: Issues and Case Studies from Developing Countries (by Alan Doig and Stephen Riley, in Corruption and Integrity Improvement Initiatives in Developing Countries, UNDP, 1998)
Amongst other issues, the chapter discusses the applicability of universal approaches to designing and implementing effective anti-corruption efforts and strategies through conclusions drawn from case studies of Botswana, Ecuador, Hong Kong, Tanzania, Mali and Senegal. Having identified the need for individually-tailored strategies, the paper suggests that one core element in any successful anticorruption strategy is exceptional political and managerial will, which is necessary to promote and maintain anticorruption reform.

Domestic Reform Strategies (Corruption and Good Governance, UNDP, New York, 1997)
Government policies and strategies can control the risks and benefits of corruption - state the authors. Domestic anticorruption policy can both reduce corrupt opportunities as well as increase the probability of detection and punishment. The chapter discusses measures for reforming countries to consider that can lead to reduction in discretion and monopoly power of government officials, improved law enforcement, civil service reform, increased transparency and improved citizen oversight.

TI Anti-Corruption Handbook – National Integrity Systems in Practice. Discussion on Government Anti Corruption Strategies
http://www.transparency.org/policy_research/ach/strategies_policies/government_strategies_discussion

This paper presents the various challenges involved in developing and implementing national anti-corruption strategies and outlines key principles to consider to make it effective.

"Analytical Tool for USAID Anticorruption programming" (USAID 2005)
Although focused on the Europe and Eurasia region, this paper provides a logical framework for designing and prioritising an anticorruption strategy that can be adapted to the African Region. http://www.irisprojects.umd.edu/anticorruption/Files/IRIS_Analytical_Tools.pdf