

UNDP Tanzania Success Stories

FIGHTING CORRUPTION



*Empowered lives.
Resilient nations.*



“Corruption also strikes at the heart of democracy by corroding rule of law, democratic institutions and public trust in leaders. For the poor, women and minorities, corruption means even less access to jobs, justice or any fair and equal opportunity.”



CONTENTS

Introduction	2
Results Highlights	6
Expected Results	9
UNDP Support in Action	10
Evaluation	12



*Empowered lives.
Resilient nations.*

UNDP is the United Nations' global development network, an organization advocating for change and connecting countries to knowledge, experience and resources to help people build a better life. We are on the ground in 177 countries, working with them on their own solutions to global and national development challenges. As they develop local capacity, they draw on the people of UNDP and our wide range of partners. UNDP helps developing countries attract and use aid effectively. In all our activities, we encourage the protection of human rights, capacity development and the empowerment of women. Across the globe, UNDP supports an election every two weeks.



A United Vision: Working Together as One in Tanzania

Tanzania is one of eight pilot countries of the United Nations (UN) reform. The aim of the reform initiative is for the UN to achieve better results in its work in Tanzania by 'Delivering as One'. The UN must become more effective and efficient through closer collaboration and coordination both internally, among the UN agencies, and externally with government, civil society, private sector and development partners.

The 'Delivering as One' concept was issued in November 2006 by the UN Secretary General's High Level Panel on System-wide Coherence. The Secretary-General appointed this Panel in 2005 to look into ways in which the UN can become a better partner to governments and people around the world. Among their practical recommendations was the setting up of 'One UN' at country level, which is what Tanzania was piloting in 2007- 2011 and is now fully implementing. With One UN leader, One UN programme, One UN budgetary framework and One office, the UN in Tanzania expects to deliver better results that make a difference in the lives of the poor and most vulnerable.

UNDP © March 2013

Cover photo by Yusuf Al Amin

INTRODUCTION

In Tanzania, across Africa and around the world corruption hinders economic development by distorting markets and damaging private sector integrity.

Anti-corruption in Tanzania “...UNDP a key, significant partner...”

Since 2000 UNDP in Tanzania is a long-term anti-corruption partner because corruption undermines human development and democracy. It reduces access to public services by diverting public resources for private gain.

The full costs of corruption here and everywhere were highlighted by the UN Secretary-General in his statement for 2009 International Anti-Corruption Day:

“When public money is stolen for private gain, it means fewer resources to build schools, hospitals, roads and water treatment facilities. When foreign aid is diverted into private bank accounts, major infrastructure projects come to a halt. Corruption enables fake or substandard medicines to be dumped on the market, and hazardous waste to be dumped in landfill sites and in oceans. The vulnerable suffer first and worst.” (UN SG Ban ki-Moon)

In Tanzania, across Africa and around the world corruption hinders economic development by distorting markets and damaging private sector integrity.

Corruption also strikes at the heart of democracy by corroding rule of law, democratic institutions and public trust in leaders. For the poor, women and minorities, corruption means even less access to jobs, justice or any fair and equal opportunity.

Recognizing this, Tanzania is a signatory to the UN Convention Against Corruption (UNCAC) which was adopted by the UN General Assembly in 2003 and entered into force in December 2005. UNCAC is the first legally binding instrument against corruption, with more than 150 countries already signed up.

It presents a comprehensive set of standards, measures and rules that all State Parties to the convention should apply to strengthen their legal and regulatory regimes to fight corruption. And UNDP is Tanzania’s partner in this fight. Since 2000 UNDP in Tanzania has supported the National Anti-Corruption Strategy and Actions Plan (NACSAP) through financial and technical assistance.

The NACSAP was formulated in response to findings and recommendations of a Corruption Validation Study that was commissioned by the Union government in 1996, immediately following the first multi-party elections in Tanzania. The Commission, led by Judge Warioba, drafted a corruption findings report commonly known as ‘The Warioba Report’. The report singled out *“widespread corruption as flourishing at all levels of the society, as rampant and a key impediment to the successful achievement of development and economic objectives by the Government of Tanzania.”* Negative impacts of corruption cited in the Warioba Report included a) massive economic losses from reduced government income b) misappropriation of public assets; c) contribution to the breakdown in social infrastructure, and d) erosion of public trust and confidence in government, with particular attention to the judiciary and public administration. The NACSAP aimed to restore integrity in the management of public resources and national ethos.

In 2000 the UNDP and some other donor Development Partners formulated a program called *“Strengthening Capacities to Combat Corruption in Tanzania”* (SCCCT) to support the implementation of NACSAP. The program supported the monitoring and coordination of the sector action plans, public education and awareness creation on corruption, capacity building for civil society to engage in the combat against corruption, and facilitating dialogue on corruption. In addition to the existing Prevention of Corruption Bureau (PCCB)

that was to implement NACSAP, the Good Governance Coordinating Unit (GGCU) at State House was instituted in May 2000 to monitor and coordinate the implementation process.

A new NACSAP (Phase II) was officially launched in December 2006 as a follow-up programme. However, upon its presentation to a wider stakeholder group, the strategy was found to be devoid of key implementing partners including non state actors (NSAs) such as the media, community based organizations (CBOs), nongovernmental organizations (NGOs), faith based organizations (FBOs) and civil society organizations (CSOs). The NACSAP II strategy was revised in 2007, with a view to improving its design, content and approach; build consensus on its goals and strategy under new changes taking place and to enhance its robustness, relevance and inclusiveness. A new enhanced NACSAP (Phase II) document was formally approved by the Union government as a strategic policy and action framework for preventing and combating corruption in the country for the period 2008-2011. The enhanced NACSAP included the expanded stakeholder group.

UNDP Tanzania responded positively to a request from the Union government for support to the NACSAP II. UNDP also consulted with other development partners engaged in NACSAP I with the hope of meeting a budget expectation of \$ 8 million USD through a donor basket fund similar to the first phase. However, other financial support was not forthcoming. UNDP remained the primary donor and Development Partner of NACSAP II.

UNDP Tanzania contributed approximately 1.8 billion Tanzania Shillings (or about \$ 1,158,000 USD) to NACSAP II activities over a four year period (2008-2011). Other state, non-state actors and development partners were represented and actively engaged in the enhanced NACSAP Phase II through their participation in the NACSAP National Steering Committee and the annual National Anti-Corruption Forum. They included: the Media Council of Tanzania, the Ethics Secretariat, Tanzania Private Sector Foundation, and other interested development partners such as DFID-UK, SIDA-Sweden, Norway, CIDA-Canada and the NGO community represented by the Tanzania Anti-Corruption Coalition Network (TACN).

NACSAP II came to an end in December 2011. At the request of government UNDP facilitated the independent evaluation which was completed in mid 2012 and reviewed by a stakeholders' forum in September 2012 leading to the drafting and stakeholder review of NACSAP (Phase III 2013-2016).

Today UNDP is committed to support the implementation of NACSAP III as it has done with both previous generations of the flight against corruption in Tanzania. That commitment is found in the One UN- government agreed common country programme (United Nations Development Assistance Plan) for Tanzania (2011-2015) which pledges UNDP assistance to the development of NACSAP II, capacity building for the anti-corruption agency PCCB, strengthened national coordination efforts, development of monitoring and evaluation mechanisms and other efforts.

UNDP anti-corruption support is also found in its Legislatures Support Project which includes assistance to Members of both the National Assembly and the Zanzibar House of Representatives to improve their skills in budget and public spending oversight and in improving government transparency and accountability. UNDP climate change work, especially the multi-million dollar Reduction of Emissions from Forest Destruction and Degradation (REDD) programme has a significant anti-corruption element.

Today UNDP is committed to support the implementation of NACSAP III as it has done with both previous generations of the flight against corruption in Tanzania.

The impact of corruption on the investment climate, on poverty reduction, on public service delivery and on social and economic development is profound. In addressing this priority over the next five days you might want to keep a couple of specific issues in mind.

First, the need to address both the supply and demand side of corruption. To take a bribe, a bribe must be offered, whether at a local school, or in a major equipment international procurement process. International cooperation and mutual assistance, including North-South, and South-South cooperation is more and more important.

Second, where there is money, especially big money, there is opportunity, including big opportunity for corruption. Foreign investment flows, and illicit capital flows need attention in our fight against corruption. Natural resource sector, real estate, infrastructure projects, reporting and financial claims, climate change funding all need attention. The use and misuse of tax exemptions and large scale corporate loss and earnings reporting also need attention.

Third, large scale public sector theft and misdeeds need sustained attention, as recently led by His Excellency the President of this country in ordering Cabinet and senior public service dismissals and follow up anti corruption measures.

Finally, corruption in elections and in politics is more damaging than simple loss of wealth and development opportunity.

Corruption in elections and politics erodes public confidence in leadership, in democracy and in governance. This can have far reaching consequences for peace and security, human rights and the legitimacy of the State.

Certainly the ethics issues and impact on the poor of corrupt traffic police or hospital attendants needs to be constantly addressed. However, if Africa is to wrestle the evil of corruption to the ground and liberate our citizens and our progress from this grip, we must address corruption in a holistic, universal way, and, not lose sight of the big interests, big money and big corruption challenges.

Dr. Alberic Kacou
UN Resident Coordinator and UNDP Resident Representative
18 June 2012 Africa Union Anti-Corruption Advisory Board Meeting, Arusha, Tanzania

These children were educated.

Because parents, teachers and school administrators worked together to prevent mismanagement of school resources.



Act against corruption. Achieve universal education.



UN
DP

Empowered lives.
Resilient nations.



UNODC

United Nations Office on Drugs and Crime

©World Bank / Ami Vitale, 2002

RESULTS HIGHLIGHTS

In 2012 independent evaluators determined “UNDP Tanzania has remained a key, significant partner and supporter of the Tanzanian government’s good governance reform agenda since NACSAP’s inception in year 2000.”

The evaluators also conclude, “Upon reviewing and analysing all the views and opinions of stakeholders the evaluation team has determined that the enhanced NACSAP (2008-2011) was largely successful in contributing positively towards building capacity especially of MDAs and LGAs to address corruption, through the establishment of Integrity Committees. It also managed to achieve more than what the budget provided and therefore it demonstrated potential for future impact given the right amount of support.”

In its end of NACSAP II report the government (PCCB) draws attention to the following results:

NACSAP II (2008-2011) was the government’s blue-print for implementing the National Anti-Corruption Policy of ‘zero tolerance’ to corruption. Under NACSAP II there was significant impact on public service awareness and public awareness about corruption and on methods to recognize and fight corruption in the work place, market place and other areas of public life. “Changed mind sets” was a wide spread result of introducing new attitude-changing integrity measures to the Public Sector, Private Sector, Local Governments, Civil Society, the media and schools.

This conclusion is based on impact assessments and activities reports received from a wide range of ministries, departments and agencies. Received reports were from the Judiciary, Police Force, Local Government Authorities, Ministry of Lands, East African Community, Home Affairs, Industry and Trade, Labour and Employment and the Prime Minister’s Office (Regional and Local Government).

In particular the reports catalogue a range of awareness, attitude changes and other results:

Awareness programs have reduced the number of complaints of corruption by 41.9% since 2006/2007.

Police Force

- Quick administrative measures were addressed to officers involved in unethical issues i.e. 105 officers have been transferred to other places.
- Improved service delivery on complaint handling mechanism on corruption and ethics issues increased accountability.
- Improved trust from the citizens of the police force.
- Establishment of duty free shops within the police force has reduced stress of getting more money to buy groceries.
- Perspective change within the police force has brought dramatic changes of the lifestyle of the police officers after improved housing facilities.
- Establishment of SACCOS in the police force has decreased the urge to solicit bribes. To date 24,134 police are members of the SACCOS, the fund to date (TZshs 506,463,000).
- Integrity committees established in every region and districts have helped to quicken the process of reporting issues of corruption and ethics.
- Awareness programs (TV and radio) on corruption and ethics have increased use of the reporting mechanism, cooperation from the public with the police force, and the public understanding of the police client service charter.
- Awareness programs have reduced the number of complaints of corruption by 41.9% since 2006/2007.

Judiciary

- Awareness program on corruption and ethics has increased ethics of judges hence increased fear to participate in corruption malpractices.

- Establishment of the integrity committees has accelerated disciplinary and administrative measures to court officers engaged in corruption malpractices.
- Establishment of tender boards has reduced the complaints and misconducts on procurement.

Local Government Authorities (LGA)

- Introduction of integrity committees has made it possible to establish a complaint handling department in every office.
- Disciplinary and administrative measures have been taken to the Council Executive Directors.
- Awareness programs for the council staff have improved the work performance on their respective work stations hence accountability.
- The ministry has directed all 25 regions in the country to put aside funds for anti corruption activities.
- Work performance and accountability has improved.

The ministry has directed all 25 regions in the country to put aside funds for anti corruption activities.

Health

- Establishment of the Department of Procurement and Management and the Ministerial tender board.
- Establishment of a complaint handling unit.
- Continuous growing public awareness of corruption and ethics.

Lands

- Sensitization on the Land Disputes Courts Act No. 2 of 2002 and other Land laws respectively has continued to be provided to staff and customers through seminars, workshops and meetings for the purpose of fighting corruption and emerging corrupt tendencies at work places.
- Ministry has provided vehicles, computers, staff and refurbished the offices to improve efficiency.
- Number of sessions in the lands courts has increased from two to three per week.
- Land allocation committee members and staff have been sensitized on corruption and ethics.
- Guidelines in regards to land allocation and land administration of village and general lands have been prepared ready for distribution.
- Establishment of customer service improvement team whose role is to advice the management on necessary improvement and quick wins in the service delivery
- Government communication unit continues public awareness through television, radio, saba saba, public service week etc.
- In the process of quickening land survey, mapping and land registration processes a national geodetic network has been installed to cover the entire geographical area of the country.
- Review of land policies, laws and regulations is in process to suit the ideal situation and remove bottlenecks land loopholes in service delivery.
- Land services are legal services. They are provided with legal attention. To implement the same a legal service unit led by a director has been established at the Ministry, vetting legal documents and contracts and representing the Ministry at courts and legal discussion.

The time to get a passport has been reduced from lodging an application until you get the passport, now it takes 7 days for a customer from Dar es Salaam.

East African Community

- Through awareness programs in the Ministry, an integrity committee is in place and functioning, suggestion box and complaining unit are functioning to support the fight against corruption.
- A total of 51 complaints have been received and worked on through the complaint handling unit and integrity committee. This is going hand in hand with the review of client service charter.

Home Office

- Public awareness is enhanced by the continuous distribution of client service charters to the clients, TV programs 'ijuemagereza' and the newsletter are on-going activities which help to educate the public about the Home Office.
- Disciplinary measures for malefactors are enhanced by the integrity committee.

Industry and Trade

- Training for the procurement unit has to a large extent reduced malpractice in procurement procedures.
- Training of staff on the client service charter has to a large extent improved the service delivery in the Ministry. This was complemented by the establishment of the complaint handling unit in the Ministry.

Labour and Employment

- Continuous sensitization to the employees on corruption and ethics has reduced complaints from outside and inside the Ministry.
- Establishment of complaint and handling unit.
- Strengthening of accountability in the workplace.

Prime Minister's Office

- Training of the registry department has helped to reduce complaints from the staff.
- Procurement unit has received training on the rules and regulations of procurement.
- Sensitization on corruption and ethics has improved work efficiency and accountability.

Immigration Department

- Time used to serve the customer has been shortened, hence better performance.
- The time to get a passport has been reduced from lodging an application until you get the passport, now it takes 7 days for a customer from Dar es Salaam and 14 days from upcountry customers.
- Sensitization programs by TV and radio has enhanced public knowledge on the activities done by the Immigration Department. The public know their rights and this has reduced corruption.
- Customer service has improved.
- Management has augmented performance hence boosted the efficiency and accountability.

Planning Commission

- Awareness program for the employees on corruption and ethics has been increased, hence enlightening ethics and efficiency among employees.
- Improved tendering and procurement procedures.
- Improved customer service.

Information, Youth, Culture and Sports

- Education awareness for the employees of the Ministry on corruption and ethics.

EXPECTED RESULTS

SUPPORTING NACSAP III....UNDP FIGHTING CORRUPTION PROJECT (2013-2016)

UNDP will support Tanzania's new anti-corruption strategy and action plan NACSAP III (2013-2016). It will be a partner in the new approach and in the new goals and expected results.

The approach will be to radically strengthen transparency in order to quickly reduce risks and losses, and to promote integrity and ethics, building a culture of non-corruption over time. Transparency will be promoted and strengthened in every possible way in all target areas, both areas of wealth creation and loss, and areas of weak governance.

The expected results include:

1. Significantly enlarged resources applied to the fight against corruption.
2. Government resources marshaled in a single government Fund, administered centrally and transparently. Outside audit.
3. Donor alignment and coordination of efforts through a donor basket fund (UNDP).
4. Anti-corruption activities, progress and results more coherent, transparent and measurable.
5. Anti-corruption activities monitored, reported, evaluated on a more regular and comprehensive basis, using improved data, indicators, targets.
6. National leadership and feedback from the highest level.
7. Radical improvements in national transparency building on Open Government and Open Budget, using new technologies, citizen focused, including transparency in the private sector (natural resources, investments, capital flows, other), civil society organizations, donor Development Partners.
8. Improved citizen confidence in the fight against corruption.
9. Improved international cooperation and mutual assistance.
10. Lower risks to national wealth.
11. Progress in eliminating corrupt practices.
12. Reduction of losses.
13. Recovery of assets.
14. Increased, successful prosecutions of both petty and grand corruption cases.
15. Strengthened ethics and integrity, changed behavior in (among others) the judiciary, police, political parties, natural resources, energy, revenue collection, procurement and public information areas of government and the private sector.
16. Reduced election related corruption 2015.
17. Culture change toward a culture of no corruption tolerance.

UNDP SUPPORT IN ACTION



UNDP and some of the national participants at a public anti corruption forum.



UNDP Resident Representative speaks at a national public forum to review the NACSAP II evaluation, 2012.



Tanzania Anti-Corruption Director General (centre), Tanzania Auditor General and UNDP Resident Representative (far right) prepare to speak at public forum to review NACSAP II Independent Evaluation.



UNDP participates in public forum to review draft NACSAP III.



NGO, Media, Government, and donor Development Partners including UNDP review the independent evaluation of NACSAP II, September 2012.

Around the world the UNDP is a major provider of anti-corruption technical support to approximately 103 countries, including Tanzania.

It is also a global knowledge leader on anti-corruption. UNDP provides advisory services; engages in advocacy and global awareness on anti-corruption; builds synergies with the initiatives of relevant partners; synchronizes global and regional activities; and develops knowledge products on anti-corruption to assist anti-corruption programming at the country level.

UNDP has strong partnerships with other organizations working on anti-corruption such as the UN Office of Drugs and Crime, GTZ, the Basel Institute on Governance, and the Institute of Governance Studies, Bangladesh.

In addition, UNDP also addresses the costs of corruption to development by supporting pro-poor policies, helping to build stronger parliament oversight of public finance, supporting increased public participation in decision-making, and by mainstreaming anti-corruption in its current work in other development processes.

As well, the UN family is dedicated to promoting transparency and accountability. We support the efforts of the African Union in strengthening anti corruption through its various instruments and bodies including the African Court for Human Rights and the AU convention for combating corruption.

We continue to urge the African Union and other bodies to discuss means to overcome the various constraints at local level in the implementation of the anti-corruption conventions. Unwavering political will to fight corruption is essential to ensuring that sustainable development is realized in Africa and the continental wealth is protected for future generations.

Great strides have been taken in progressing preventive measures of the conventions by many African nations including provision of legal and institutional frameworks to combat corruption. Many countries have criminalized bribery of national public officials and embezzlement of public funds, enjoy the highest rate of compliance. Provisions addressing bribery of foreign public officials are least frequently implemented.

Factors affecting the effective implementation of anti-corruption reforms have mainly been; lack of ownership; unrealistic planning; inadequate prioritization; insufficient involvement of non state actors; lack of coordination and monitoring and other implementation shortcomings.

Globally UNDP Support to National Partners in Anti-Corruption includes:

- Support to UNCAC implementation and review
- Help to reduce corruption to achieve MDGs
- Tackling Corruption Risks in Climate Change
- Advocacy and Awareness Raising
- Providing anti-corruption policy and programme advisory services including
- support to UNCAC implementation
- Coordinating anti-corruption initiatives at national levels
- Strengthening the watch-dog role of the media and civil society
- Producing knowledge products on anti-corruption
- Supporting nationally-owned anti-corruption diagnostic/measurement tools
- UNDP Global Programme on Anti-Corruption

The UNDP "Global Thematic Programme on Anti-Corruption for Development Effectiveness (PACDE)", aims to increase state/institutional capacity to engage more effectively in reducing corruption to improve governance and sustain development.

EVALUATION

HIGHLIGHTS FROM THE 2012 INDEPENDENT EVALUATORS' REPORT ON NACSAP II.

The NACSAP II reform programme was found to be highly relevant to the Government of Tanzania's national governance goals and reform agenda. The programme was also well aligned to the government's commitment to good governance and declaration of zero tolerance for corruption. The NACSAP II was found to be relevant to UNDP's vision in the area of partnerships; and to the UN agency's commitments under the United Nations Convention Against Corruption (UNCAC). The programme was also found to be very relevant to other non state actors' priorities including private sector, CSOs, CBOs and other international development partners who have an interest in promoting good governance and a corruption free Tanzania for ensuring a fair and competitive business environment and promoting harmonious social relationships with trust.

Overall the NACSAP II's achievements so far have been substantial albeit with funding limitations from government sources.

The findings indicate that over the 2008-2011 period Tanzania's rating on the Transparency International Corruption Perception Index (TICPI) rose steadily and exceeded all other Eastern African countries with the exception of Rwanda.

NACSAP II was most effective in combating corruption in a more scientific way and by addressing its root causes through the conduct of a National Governance and Corruption Survey in 2009 that formed the basis for planning interventions of NACSAP II. This was also in strengthening anti-corruption mechanisms in all ministries, departments and agencies (MDAs) and in introducing systems of integrity, accountability and transparency in local government authorities (LGAs). This was achieved mainly through establishment of integrity committees in MDAs and LGAs and in training provision. Also in establishment of anti-corruption clubs in tertiary institutions and in providing support to them. NACSAP II was highly effective in raising public awareness on anti-corruption, through encouraging freedom of the media in reporting cases of corruption, providing them training in investigative journalism and in establishing hotlines for reporting cases of petty and grand corruption by the general public. The evaluation team found a high level of awareness amongst the general public on anti-corruption efforts of the government and a generally free and open atmosphere and environment for raising complaints in public forums by FBOs, politicians and the general public without fear of intimidation.

The findings indicate that over the 2008-2011 period Tanzania's rating on the Transparency International Corruption Perception Index (TICPI) rose steadily and exceeded all other Eastern African countries with the exception of Rwanda. Our interviews with key informants suggest that the enhanced NACSAP contributed significantly to changed mindsets and increased intolerance for corrupt practices by politicians and members of the public. The potential for impact is however very great as far and wide reaching effects of programme interventions are usually felt years later and not necessarily immediately or concurrently with implantation. There is therefore reason to believe that NACSAP II through its efforts will have contributed to positive change in the corruption reform outcomes of Tanzania.

Upon reviewing and analysing all the views and opinions of stakeholders the evaluation team has determined that the enhanced NACSAP was largely successful in contributing positively towards building capacity especially of MDAs and LGAs to address corruption, through the establishment of Integrity Committees. It also managed to achieve more than what the budget provided and therefore it demonstrated potential for future impact given the right amount of support.





*Empowered lives.
Resilient nations.*

United Nations Development Programme
International House Building, 6th floor
Shaaban Robert Street/Garden Avenue
P.O. Box 9182
Dar es Salaam, Tanzania

www.tz.undp.org
www.untanzania.org