

**TANZANIA OPEN GOVERNMENT PARTNERSHIP
ACTION PLAN 2012-2013
(Draft for consultation 15 December, 2011)**

1.0. Introduction:

Since independence in 1961, the Government of the United Republic of Tanzania has recognized good governance as a critical element to enhance and sustain peace and stability, economic growth, social development and poverty reduction. It was on this basis, that the Government formulated the National Framework for Good Governance (NFGG) in 1999 as a guide to institute good governance in the country. The NFGG envisages a broad-based national partnership for development of good governance. Such a partnership includes Central and Local Governments, Private Sector, Faith-Based and Civil Society Organizations.

The NFGG is a strategic framework for building good governance which focuses on the following:

- (a) Participation of the people in decision-making;
- (b) Constitutionalism, rule of law, protection of human rights and administration of justice;
- (c) Legal and regulatory framework for private Sector Development;
- (d) Gender equity;
- (e) Accountability, transparency, and integrity in management of public affairs;
- (f) Electoral democracy; and
- (g) Greater public service capabilities to deliver services efficiently and effectively.

The Government has been implementing several key and crosscutting governance reforms. These core reforms include Public Service Reform Program (PSRP), the Local Government Reform Program (LGRP), Legal Sector Reform Program (LSRP), and the Public Financial Management Reform Program (PFMRP). In line with these reforms, sector specific programmes have been undertaken to improve service delivery through the implementation of Decentralization by Devolution (D-by-D). These programmes constitute the policy and strategic framework for enhancing accountability, transparency and integrity in the use of public resources and to improve service delivery.

When President Dr. Jakaya Mrisho Kikwete came into power in 2005 he vowed to intensify this endeavor. In his inaugural¹ Speech to Parliament on December 30th 2005 the President told the House:-

"... My government will be guided by good governance, transparency and accountability. We will respect the rule of law, and we will respect the principal of separation of powers between the Executive, the Legislature and the Judiciary. And we will empower each branch to discharge its responsibilities. The Fourth

¹ Parliament Inauguration Speech of 30th December, 2005

Phase Government will strengthen the public service and fight social ills without fear or favour”

The Government has also established and continues to strengthen, empower and improve performance of institutions dealing with issues of good governance, integrity and combating corruption. These include the Ethics Secretariat², the Prevention and Combating of Corruption Bureau³ and the Commission for Human Rights and Good Governance⁴. Other accountability institutions include the Public Procurement Regulatory Authority⁵, the National Audit Office⁶ and the Parliamentary Watchdog Committees. Tanzania has enacted laws that require leaders and senior public officials to disclose their incomes and assets to the Ethics Secretariat as a measure to instill integrity in public life.

1.1. Joining the OGP initiative:

On the 20th of September, 2011 Tanzania committed itself to join Open Government Partnership (OGP) initiative. The objective of OGP is to make government business more open to its citizens in the interest of improving public service delivery, government responsiveness, combating corruption and building greater trust.

OGP provides an opportunity for Tanzania to hasten, enhance and promote good governance, responsiveness as well as accountable government. It is going to be a useful tool in the hands of the citizens, CSOs, private sector and media in their demands for more openness in government transactions. Specifically, Tanzania has joined OGP in order to:

- Promote public integrity and transparency, enhance proper management of public resources and fight corruption; and
- Strengthen mechanisms for citizens’ engagement and participation in improving public service delivery systems in their areas.

Through the Country OGP Action Plan, the Government commits itself to promoting increased access to information and disclosure about Government activities and will try as much as possible to publish data on the prioritized areas.

2.0. Open Government Initiatives to date.

OGP is built on key pillars of good governance namely; transparency, citizen participation, accountability and integrity and technology and innovation. This section outlines some of the iterative that has been undertaken by the Government to practice good governance as narrated below.

² Public Leadership Code of Ethics Act No. 13 of 1995

³ Prevention and Combating Corruption Act No. 11 of 2007

⁴ Commission for Human Right and Good Governance Act No 7 of 2001

⁵ Public Procurement Act Chapter 410 of Tanzanian Laws

⁶ Public Audit Act No 11 of 2008

2.1. Transparency.

Transparency has remained to be one of the uppermost priorities of Tanzania since independence as it was emphasized by the Father of the Nation, Mwalimu Julius Kambarage Nyerere. The Government is committed to sustain this spirit by ensuring that transparency remains a key priority in order to improve service delivery and make the Government more accountable to its people. Current measures that the Government has put in place to improve transparency are:

- i. Establishment of three Parliamentary Watchdog Committees chaired by members from Opposition Parties to oversee performance, functions and proper utilization of resources at Central, Local Government and Parastatal Organizations.
- ii. Establishment of public complaints desks in Central and Local governments. The desks are handled by focal persons appointed by Chief Executives to receive complaints from the public regarding service delivery, appropriate action taken and feedback mechanism given.
- iii. Introduction of suggestion boxes in Ministries, Departments and Agencies (MDAs), Regions and Local Government Authorities (LGAs) offices and service delivery centres aiming at receiving complaints, suggestions and feedback from the public.
- iv. Establishment of oversight Boards and Committees at service delivery centers in Health, Education and Water sectors. The Boards and Committees are composed of representatives from district and urban Councils, community and service providers.
- v. Establishment of the Public Procurement Regulatory Authority (PPRA) to ensure that all tendering processes are properly adhered according to the Public Procurement Act. The Act requires, among others, to advertize all tenders in the news papers and websites.
- vi. Publishing of quarterly budget expenditure reports (BER) and disbursements from the Treasury to MDAs, Regions and LGAs in the news papers and Ministry of Finance (MOF) website. Likewise, the funds disbursed to LGAs are posted at Council Headquarters' and the detailed breakdown of funds sent to service delivery centres such as schools and health facilities are also posted on the boards and public places.

2.2. Citizen participation.

Citizen engagement ensures community involvement in decision making on matters that affect them or in which they have an interest. Citizen engagement enhances the legitimacy of the government's action beyond its borders. Citizens must feel connected to the government, they must feel involved in the decisions that are made for their benefit, they must be able to give out their opinions on the functioning of the government and they must be aware of whether their ideas are considered before any decision is made because they are the beneficiaries of those decisions.

The Government has instituted several measures to engage citizens' participation in day to day operations. These measures have been instituted in all levels of Government operations although a number of challenges remain to be addressed to widen participation especially in rural areas. The initiatives that have been taken to ensure citizens' participation include:

- i. Establishment of Citizen's Website in 2007⁷ to allow citizens to give their opinions, ask questions and get feedback from the government.
- ii. Formulation and approval of Local Government budgets through a participatory approach known as "Opportunities and Obstacles to Development" (O&OD). The approach allows villages/*Mitaa* prepare plans and budgets and submit them to the higher LGA level for inclusion in the Council's plans and budgets.
- iii. Establishment of sector dialogue mechanism involving government, CSOs, Private Sector and Development Partners aimed at increasing effectiveness and efficiency in the implementation of sector development programmes. One of the key functions of the sector dialogue is to undertake Annual Joint Sector Reviews (JSRs) whereby, annual sector performance reports are presented and priority actions for the subsequent year discussed and agreed upon.
- iv. Establishment of Public Expenditure Review (PER) dialogue. PER is a high level dialogue between Government, Development Partners, CSOs and other social groups/needful people. It is a technical advisory forum that the Government uses to draw views/comments for improving planning, budgeting and financial management.
- v. Establishment of Annual Policy Dialogue to review PER, General Budget Support (GBS) and National Strategy for Growth and Reduction of Poverty (NSGRP) or MKUKUTA in Kiswahili acronym. This is a single event that draws about 1,000 participants from the Government, CSOs, Private Sector, Development Partners and Faith-Based Organizations (FBOs) whereby inputs from the forum feed into the National Plan and Budget process.
- vi. Open and transparent system of village land allocation that requires the Village Assembly to pass a resolution to allocate Village Land to an individual or a firm that has submitted land request to the Village government. The Village Assembly constitutes all villagers above 18 years. According to Village Land Act⁸ all Village Leaders have no mandate whatsoever to allocate land.
- vii. Involvement of citizens and other stakeholders into the formulation of policies or laws to obtain and take on board their views and suggestions before they are sent to the parliament.

2.3. Accountability and integrity.

⁷ www.wananchi.go.tz

⁸ Village Land Act No. 5 of 1999

The values of integrity, transparency and accountability in public administration are key to any government. Sound public administration involves public trust. Citizens expect public servants to serve the public interest with fairness and manage public resources properly on daily basis. Integrity, transparency and accountability are a prerequisite to and underpin public trust as a keystone of good governance.

While inaugurating the new Parliament in 2005, President Dr. Jakaya Mrisho Kikwete further emphasized the importance of integrity to public officials:-

"... I ask the Public Ethics Commission not to shy away from asking each one of us to account for our assets and wealth. The Commission should be proactive. I will help it to build the capacity to do so, if indeed that is the problem"

Over the past two decades especially towards the end of 1990s, the Government has been instituting several accountability and integrity measures towards fighting corruption and improving service delivery. Some of the measures taken are:

- i. Introduction of Client Service Charters in Government Institutions aimed at enhancing transparency and accountability in public service delivery. The Charter specifies the services and goods that the clients are expected to receive from the institution, clients' rights and obligations and the feedback mechanisms available to enable the institution monitor and evaluate its performance.
- ii. Establishment of the National Anti-corruption Strategy and Action Plan (NACSAP) in 1999. The NACSAP provides the framework within which MDAs, Regions and LGAs are required to initiate concrete measures to address corruption in their areas of jurisdiction. A NACSAP National Steering Committee has been established drawing members from Government and Non-State Actors to oversee implementation of the strategy.
- iii. Establishment of Institutional Integrity Committees at Central and Local Government level with the responsibilities of ensuring that staff in the relevant institutions adheres to ethical behavior and professional standards at work places.
- iv. Introduction of Public Expenditure Tracking Surveys (PETS) whereby, Government in collaboration with Civil Society Organizations (CSOs) track the implementation of budget and assessment of value for money.
- v. Strengthening of the Internal Audit function by appointing a Chief Internal Auditor General who oversees all internal audit activities in all MDA's, Regions and LGAs. Internal Audit Units are now reporting to the Chief Internal Auditor General instead of reporting to the institution's management in which they are based.
- vi. Introduction of formula based grant allocation system that facilitates allocation of resources to LGAs in an open and transparent manner. The formula is used to allocate resources based on specific criteria such as population, access to services, poverty index, and land area.

- vii. Establishment of Integrated Financial Management System (IFMS) to manage public expenditure in accordance with approved budgets by parliament. All MDAs, Regions and LGAs are connected to IFMS.
- viii. Enactment of Election Expenses Act of 2010 to enforce accountability of campaign financing by Political Parties. The Act aims at controlling the use of money beyond the threshold provided and curb corruption practices in elections.

2.4. Technology and Innovation.

The Government is well aware that investment in technology and innovations is a key factor in achieving the spirits of open government. Technology and innovation will provide the necessary platform for improving transparency, citizen participation, accountability and integrity which are the key pillars of open Government. Government commitment to improve technology and innovation remains to be one of the top most agenda. Initiatives to date include:

- i. Approval of National Information and Communication Technology (ICT) Policy in 2003 has set the platform to transform Tanzania into a knowledge-based society. The policy has been a foundation for Government departments, learning institutions, Non-Governmental Organizations (NGOs), as well as other entrepreneurs to acquire ICT solutions to support service delivery. Some of service delivery systems that are currently in place are; Financial Management Systems, National Payroll Systems, Human Resource Management Systems, Websites and sector specific support systems.
- ii. Construction of the Terrestrial National Optic Fibre Cable (OFC) covering a distance of 10,674 Km. This initiative will ensure Central and Local Governments in the country are connected to this Backbone. The completion of the OFC will enhance access to information and data sharing among different stakeholders.
- iii. Establishment of Tanzania Beyond Tomorrow (TBT) e-education Development Programme. The programme focuses on the development of e-learning in Schools, Adult and Non-Formal Education centers and Colleges, e-Management and Administration in Education, e-Library and Education Management Information System (EMIS). The use of ICT will facilitate and enable remote learning and increased collaboration among students and teachers leading to improved equity in education service provision. To date, all 34 Government Teachers Colleges have internet connectivity and equipped with e-learning facilities.
- iv. Establishment of Telemedicine services focusing on provision of distance clinical health care barriers and improving access to medical services to save life and handle emergence cases in remote communities. This initiative focuses on provision of specialized health care services. Currently, telemedicine services are provided at Ocean Road Cancer Institute (ORCI) in Dar es Salaam in collaboration with 10 hospitals in India.

- v. The existence of Health Management Information System (HMIS) for collection and management of health related data for planning and monitoring to inform decision making.
- vi. Establishment of Water Sector Management Information System (WSMIS) containing a web based water point mapping system as a tool for planning and monitoring of water distribution services.

3.0. Open Government Commitments

In order to improve and sustain the aforementioned good governance efforts, the Government commits itself to implement the following:

3.1 Transparency

- i. Provide overall dashboard of progress against Tanzania Open Government commitments and ensure that it is updated at least quarterly by July 2012.
- ii. Ensure transparency in ordering, supply and receipt of medical supplies from the Medical Stores Department (MSD), including online publication of medical stock availability to the facility level, by July 2013.
- iii. Strengthening Government Communication Units established in every Ministry, by establishing a clear set of standards of practice and quarterly reports of performance, by July 2012.
- iv. Establish and strengthen ministerial websites and other government institutions websites, to post online within one month, all reports, studies, data, circulars, and other public interest data except that which compromises national security; for at least 50% of ministries by July 2012 and remainder ministries by July 2013.
- v. Produce citizens' budget document every year in a simplified language (both in Kiswahili and English) and format that will make it easy for ordinary citizen to understand and analyze by July 2012.
- vi. Review formula based grant allocation system to suit current needs of the LGAs by December 2013, and publish all allocations to LGAs online.
- vii. Post quarterly disbursements and execution reports on MoF website in a friendlier format to allow analysis by interested stakeholders by July 2012.
- viii. Ensure LGAs abide to the existing requirements of posting approved budgets, disbursements and execution reports on the boards and public places (capitation grants, development grants, LGAs own revenue) by July 2013.
- ix. Publish all Tax Exemptions granted in machine readable format on Ministry of Finance (MOF) website by July 2012, and ensure is updated at least once per quarter.
- x. Encourage donors to exercise greater transparency of donor funding in Tanzania to all parties (government, civil society, etc) consistent with International Aid Transparency Initiative (IATI) principles by July 2012.

- xi. Study global best practice of freedom of information laws that enable citizens to readily access public information held by government, in the interest of preparing a potential freedom of information Bill by July 2012.

3.2 Citizen Participation

- i. Ensure meaningful, high level citizen participation during public hearing process of law making by July 2013.
- ii. Improve *Tovuti ya Wananchi* (Citizens' Website) to make it more robust as a platform for citizens to participate in the running of Government by July 2012, and produce monthly reports on responsiveness of the citizen's website.
- iii. Ensure wider participation of the citizens by sending comments through dedicated mobile telephone and get back responses by December 2012.
- iv. Establish an open forum together with civil society to review quality, integrity, depth and pace of progress against OGP commitments to be held twice per year starting March 2012.
- v. Establish a clear and reliable contact point and address for OGP communication with Government by January 2012.

3.3 Accountability and Integrity

- i. Improve National Audit Office/Controller and Auditor General Website to make it more open and user friendly with machine readable data by December 2012.
- ii. Review MDAs/LGAs Clients Service Charters and make them accessible to citizens by July 2013.
- iii. Review existing complaints register to ensure that complaints received are attended and feedback on action taken is adequately documented and posted to the MDAs/Regions/LGAs website quarterly by July 2013.
- iv. Review existing LGAs Service Boards and Committees and take appropriate measures to strengthen them in order to function properly by July 2013.
- v. Strengthen mechanisms for effective enforcement of laws, regulations, standing orders and circulars.
- vi. Prepare legislative amendments and regulations to strengthen asset disclosures of public officials and make them accessible online by December 2012.

3.4 Technology and Innovation

- i. Finalize Water Point Mapping System for LGAs and make the data available online and other available communication means to stakeholders for use in equity planning and budgeting by December 2013.

- ii. Strengthen the use of sectoral Management Information Systems (health, education, water), by making facility level (disaggregated to the dispensary, school and water point level) information available online in machine readable format by July 2013.
- iii. Provide information on allocations, disbursements and use of funds for all (rural and trunk) roads online managed by TANROADS and other relevant agencies.
- iv. Computerize and publish online in GIS coded format all surveyed plots and farms allocated to individuals/companies for easy retrieval and public reference.
- v. Explore the value and feasibility of establishing a '*Nifanyeje?*' (how can I do it?) site where citizens can get practical information of how to go about getting government services (e.g. getting a driver's license, business license, passport, scholarship for university, a water or electricity meter) and what to do if they are unable to secure the service in the required time.
- vi. Study global good practice on data disclosure and establish www.data.go.tz website that reflects high global standards to contain a substantial number of government held data sets in machine readable format by December 2012.