Strømme Foundation

FINAL REPORT FOR ANTI-CORRUPTION ACTION RESEARCH

SUBMITTED BY

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JULY 2017

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Abbreviations

ACCU	Anti-Corruption Coalition of Uganda
AU	African Union
CDD	Community Driven Development
CDO	Community Development Officer
CMMF	Community Managed Microfinance
CSOs	Civil Society Organizations
EAAACA	East African Association of Anti-Corruption Authorities
FBOs	Faith Based Organizations
FGDs	Focus Group Discussion
HC	Health Centre
HUMCs	Health Unit Management Committees
ICTs	Information Communication Technologies
IG	Inspectorate of Government
IGG	Inspector General of Government
KIIs	Key Informant Interviews
LGs	Local Governments
NAADS	National Agriculture Advisory Services
NORAD	Norwegian Agency for Development Cooperation
PCCB	Prevention and Combating of Corruption Bureau
PHC	Primary Health Care
PTA	Parents Teachers' Association
RDT	RapidDiagnostic Tests
SF	Strømme Foundation
SMC	School Management Committee
TI	Transparency International
UGX	Uganda Shillings
UNCAC	United Nations Convention against Corruption
UNDP	United Nations Development Programme
UPE	Universal Primary Education
USAID	United States Agency for International Development
VHT	Village Health Teams

EXECUTIVE SUMMARY

Introduction
This is an anti-corruption study report commissioned by Strømme Foundation (SF). The overall objective of this action research was to understand corruption issues at the local community level and come up with an action plan on what can be done to fight corruption through SF supported programmes by raising awareness and encouraging/ facilitating individuals and groups to prevent and take action against corruption in their communities. This objective was operationalized by more specific objectives that included:

a) To examine the rights-holder perception of corruption in their communities;
b) To identify the context and forms in which corruption occurs in the community;
c) To identify gaps in the fight against corruption;
d) To assess and strengthen community readiness in the fight against corruption;
e) To review internal and any external literature on corruption and bench mark lessons and good anti- corruption mechanism that can be adapted in the fight against corruption;
f) Obtain the baseline data for anti- corruption indicator (% trained rights holders in SF programs know what corruption is and its consequences);
g) To make recommendations of anti- corruption strategies that can be adapted by SF supported CMMF groups Bonga groups School Management Committee and PTA groups.

Geographically, the study covered Ilala Municipality (Tanzania), Amuru and Nebbi Districts in Uganda. The study largely employed qualitative participatory methods in collecting data supplemented with a segment of quantitative data. Specifically, the data collection methods included: Focus Group Discussions (FGDS); Key informant Interviews, Literature review and survey of rights holders. In total, 22 FGDs and 21 Key Informant interviews were conducted in 3 study areas using FGD and Key Informant guides respectively. Using a questionnaire, 175 rights' holder interviews were conducted in the 3 study areas. This data together with that from reviewed literature was analyzed and presented in this report.

Understanding of Corruption
From the findings, a big chunk of literature (USAID, Anti-corruption Strategy, ,2005, Klitgaard, 1991, World Bank, 1997, UNDP, 1999) commonly define corruption as the misuse or the abuse of public office for private gain. It however manifests in various forms and a wide array of illicit behavior, such as bribery, extortion, fraud, nepotism, graft, speed money, pilferage, theft, and embezzlement, falsification of records, kickbacks in procurement, influence peddling and absenteeism (also common in Ministries, Departments and Agencies), and election financing . While corruption is commonly attributed to the public sector, it also exists in other spheres, such as political parties, private sector, and civil society.

Legal and Policy Frameworks

Uganda and Tanzania have both ratified the United Nations Convention against Corruption (UNCAC) and the African Union Convention on Preventing and Combating Corruption (AU Convention). The two countries have passed laws to domesticate these conventions to a large degree such as the Anti-Corruption Act as amended 2016, Access to Information Act 2005, Public Finance Management Act etc. The two national anti-corruption agencies examined in this report are the Inspectorate of Government (Uganda) and the Prevention and Combating of Corruption Bureau (PCCB) in Tanzania. These agencies have been reported to be relatively effective against grand corruption or corruption connected to politically powerful individuals and entities. In Uganda the head of the Inspectorate of Government is appointed by the President which in a way limits the independence of the Officer. They also enjoy relative autonomy under their respective laws. The agencies have also devolved to a limited extent beyond their respective national headquarters.

They all have clear mandates to prevent corruption and to sensitize and educate the public in the fight against corruption. Despite this, they are not well regarded by the public, most of who claim not to report corruption to these agencies out of a belief that nothing will happen. Both agencies have had relative success in pursuing bureaucratic corruption and have had some successful prosecutions involving grand corruption.

The agencies in Tanzania do not have prosecutorial powers, but Uganda's agency does. Prosecutorial power in Tanzania is vested in the directorate of public prosecutions. All agencies face the challenge of inadequate resources, mainly due to government resource constraints.

The individual country reviews in this report broadly recommend that the anti-corruption agencies intensify their activities at the sub-national level in all areas of their respective countries in order to better serve the population. They further recommend that the agencies in Uganda and Tanzania be given adequate resources to be to effectively investigate and prosecute alleged perpetrators

Incidence of bribery

Despite the plethora of efforts deployed to combat corruption, it remains an endemic problem in most countries of sub-Saharan Africa. East Africa is no exception. According to Transparency International's Corruption Perception Index for the year 2016, out of the 176, rankings for Tanzania (116th), Kenya (145th), and Uganda (115th) remained low.

The forms of corruption that emerge from the study in Amuru, Nebbi and Ilala are largely behavior and actions including: demand for bribes (27.5%), favouritism (23.4%) and abuse of Office (13.5%). The respondents' view of what is corrupt falls within the dominant definition: *the misuse of public power for private gain*" Further, findings from focus group discussions in Ilala revealed that corruption manifests in form of: poor service delivery (due to deliberate delays and shoddy work) , paying public officers for favors, paying school authorities to get vacancies for children, payment of user fees to health workers to be treated, paying

facilitation fees to public officers, bribing police officers to conduct investigations and recruitment of relatives in public services among others.

Amuru District (in Uganda) had the highest demand for bribes among the three areas of study whereas Nebbi District was mainly characterised by favouritism.

Further, an average of 24.7% is inclined to offer bribes to get a required service in their local area. The majority of those who offered bribes were from Ilala represented by 28.3%. On the other hand, Nebbi District, with 77.7% had the highest number of those who had not offered any bribe in the last 12 months.

Also, majority of those who offered bribes were within the age groups of 35-40 representing 30% of the respondents in that age bracket. Majority of the respondents (37.5%)who had offered bribes were farmers, closely followed by businesspersons (32.5%).

In addition, the findings indicate that majority of bribes given in Amuru, Nebbi and Ilala are in form of cash as shown by 97% of the respondents who had paid bribes in the last 12 months preceding the study.

Figure 9 shows that 62.5 % gave bribes because the service providers demanded for them. FGDs revealed that people had paid bribes at health centres in order to be served; teachers had paid bribes to administrators not to be transferred to rural areas or to stay in the current areas of deployment.

The services that respondents in Ilala, Amuru and Nebbi have paid bribes for were mainly Medicines in health facilities (22.5%) and non-traffic police (22.5%) and courts of law.

Results show that majority of the respondents who paid bribes (85%) did not report anywhere to ensure that those who received bribes are sanctioned or given reprisals.

Corrupt practices per service sector

Health: During the key informant interviews in Ilala, Nebbi and Amuru it was revealed that corruption in the health sector largely manifests in form: of deliberate delays to offer services to clients; absenteeism of health workers, , negligence at work where health personnel do not mind about the quality of the service they offer , closing the facilities before official time .

Education: Within the education sector, failure to cover the syllabi in time, absenteeism of teachers, late coming of teachers and pupils, failure of parents to attend PTA meetings, and charging of extra-charges by school authorities are all considered be corrupt practices.

Roads: Poor road works or shoddy work on roads, payment for shoddy work, failure to inspect road works, diversion of funds without approval r, failure to complete contracts, and refusal to involve the community in the road works within their locality is a manifestation of corruption among local governments. Also, failure to provide information on the specifications of roads under construction to the community and other stakeholders is a corrupt practice.

Agriculture: Under the agricultural sector, Key informant interviews in the districts of Amuru and Nebbi further revealed that delay in supply of seeds and seedlings, failure to deliver on promised farm in-puts, supply of fake farm in-puts like acaricides, seeds and tools were all referred to as corruption.

Justice, Law and Order Sector: With regard to the Justice, Law and Order sector, the respondents revealed that: delays in court hearings due to many adjournments , unlawful arrests (where people are arrested and detained without proper reason)and conviction due to bribery in the judiciary[1], failure to follow the law; asking for facilitation payments such as transport to conduct arrests of suspects; failure by produce suspects in court beyond the mandatory 48 hours; disappearance of evidence and exhibits; payment for police bond (yet its free), incomplete investigations and biased judgments are signs of corruption within the institutions in the JLO sector. In the JLOS sector, more of the corrupt tendencies were mainly reported in the Police and Judiciary in that order.

Causes of corruption

The study revealed various causes of corruption. The main ones however include the following:

a) Dysfunctional systems that are unable to detect and check corruption. It was reported that the systems in government are not air-tight to be able to detect or even check corruption.

b) high rates of ignorance and illiteracy among members of the community.

c) higher expectation of community members from public officers was noted to be among the key drivers of corruption

Impact of Corruption

It is also observed in the report that corruption has several impacts at different levels.i.e. at individual, community, sub-national and national levels such as:

a) Corruption undermines social, political, and economic development.

b) It undermines democratic values of citizenship, accountability, justice, and fairness

c) Corruption undermines economic growth by distorting public investment in infrastructure and other key public goods, deterring foreign direct investment, encouraging firms to operate in the informal sector, auctioning off property rights, distorting the terms of trade, and weakening the rule of law.

d) Corruption is detrimental to provision of public services, particularly services to the most vulnerable groups in society

e) According to figure 21, respondents perceived that corruption has a number of impacts including: poor services; emergence of conflicts; loss of public funds; and stagnated economic growth among others as reported by 21.3%, 12.6%, 10.9%, and 7.2% respectively.

f) Loss of public trust in their leaders

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[1]Uganda Law Society petitions Parliament over bribery in the Judiciaryhttp://www.parliament.go.ug/new/index.php/about-parliament/parliamentary-news/154-law-society-petitions-parliament-over-bribery-in-the-judiciary

g) Poverty. Corruption may support income inequality for several reasons. First of all, bribes are not paid to the poor people but to the privileged ones because they have the power and the means to give the payer something in return. Therefore, their income rises whereas the poor do not profit. Furthermore, illegal payments occur very often in sectors where the state offers a public good for free or lower than its market value.

h) Frustration and general apathy among the public result in a weak civil society. Demanding and paying bribes becomes the tradition

Gaps in fighting corruption

The study sought to establish gaps in the fight against corruption. The table below summaries gaps in fighting corruption both in Uganda and Tanzania

Country	Gaps in the Fight Against Corruption
Uganda	- Inadequate Resources - Lack of Specialization in new forms of Corruption Cases - Inadequate Co-ordination among the Anti-Corruption Agencies - Political interference and or lack of independence of anti- graft institutions - Ineffective and or selective enforcement of laws - Corruption instances among the Anti-Corruption agency - Lack of Trust in the Anti-corruption agencies by the Citizens. citizenry don't want to report corruption because the same agencies are corrupt
Tanzania	- Weak Anti-Corruption Framework - Sluggish judicial process - Sluggish restructuring of anti-corruption units to the counties - Inadequate financial resources - Political interference

Lessons

- *Increasing Public Oversight is paramount.* Curbing corruption and thereby checking spillage and abuse of public money is perhaps the most direct benefit of public oversight. A unique advantage of public oversight is that it enhances transparency and accountability of not only the public sector but also the private sector. By improving the credibility and performance of public institutions, oversight mechanisms contribute to increased public faith in democratic governance. Public oversight also provides space for civil society participation in governance processes thus increasing cooperation and synergy between the state and civil society.

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   Enhancing Sanctions against Corruption. Anti-corruption efforts should focus on preventing and eliminating root causes of corruption, but

government's capacity to detect corruption and sanction corrupt practices should also be strengthened. The goal should be to change the current perception of corruption from a "low-risk, high reward" activity to a "high-risk, low-reward activity. In Uganda for example, the DPP has moved to attach properties of those found guilty in the pension scandal. This is a step in the right direction.

- **Developing Partnerships with the Private Sector.** Corruption is not only a public-sector issue. As a frequent source of bribes for public officials, the private sector shares responsibility for corruption. The private sector, as a major source of funds used for corrupt purposes has to be mobilized to combat corruption given that governments' dealings are more with the private sector. Involving the private sector will not only allow the development of more sophisticated and sensitive policy responses to corruption but will also put pressure on the private sector to raise its own standards of behavior.

- **Coalitions or networks play a critical role in the fight against Corruption.** The main actors should be broad national, regional and District based coalitions, and the main role of the SF is to support them in becoming both broad (coverage: geographical and issues) and be able to exert pressure on and have influence in areas of focus. No country can change without domestic collective action which is both representative and sustainable over time...having a critical mass and or movement in the AC fight is essential hence targeted support to CSO

- **There is need to bring on board the religious leaders and or their structures**. Religious leaders have a platform, a value system and structures that are potentially helpful in the anti-corruption campaign. Therefore bringing them on board would be a valuable asset that people respect.

- **Consider cultural leaders and or structures.**In the northern part of the Uganda, culture plays a pivotal role in society and would be a critical facet in the anti-corruption fight. Therefore, the involvement of the cultural leaders would be critical for the success of anti-corruption programs.

Recommendations
Based on the findings, a number of recommendations have been made and these include the following:

There is need to Strengthen Local Activism through Community Awareness, and Advocacy. The existing community groups such as Village Saving Lending Associations or Community Managed Micro-Finance (CMMF) groups, BONGA groups[2] and Community Based Education Beneficiaries Groups can be further supported and empowered in anti-corruption activities with in their communities through:

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[2]BONGA is a program that empowers adolescent girls of age 13-19years who drop-out of primary education or did not go to school for various reasons. The recruited girls are brought to BONGA Learning Centers and empowered by Animators on basic life skills' topics such as adolescence, personal hygiene and sanitation, women and children rights, family laws, marriage, literacy and numeracy among others

- Anti-corruption Community monitoring programmes by members of the community. The main goal here is to increase accountability through independent monitoring of service delivery centres.
- Training groups on service delivery budgets and service delivery standards
- These groups can be empowered to conduct mobile monitoring of service delivery centres like schools3, road works and health centres to monitor issues like absenteeism and shoddy works
- Provide anti-corruption education to: Bonga Groups, PTAs, HUMCs, CMMF groups; Water User Committees and Village Health Teams. Beyond these, other community based associations can be identified and to benefit from such education.
- Identify "Change Agents" in in the community, and local governments
- Educate and mobilize communities, for community based action campaigns and advocacy
- Community led monitoring groups, monitoring local government, budgets, and institutions
- Train community mobilisers on how to disseminate information
- Building Anti-corruption coalitions at the community level There is need to organize the local CBOs into a unique anti-corruption network;
- Train groups in reading budgets
- Create user friendly versions
- Find and focus on common grievances that have created outrage and anger in the community
- Developed shared awareness of the problems of corruption
- Identify a specific actionable problem that can be tackled and has a reasonable change for success
- Define goals and tangible outcomes/requests
- Messaging strategy to broaden support outside of the CMMF group

There is need to build the capacity of Parents and Teachers' Associations and School Management Committees. The focus of this strand is to strengthen School management boards, Parent Teacher Associations, etc. Clear and simple standards on ethics, financial management, supervision and evaluation should be developed and the board should be trained according to those guidelines and in anti-corruption generally. Sensitisation of school management committees, parents and teachers on financial guidelines for schools through their regular meetings so that they can be able to keep an eye on the running of the school and the boards activities. Awareness should be raised regarding the amounts of money the schools should be receiving and how this money should be spent.

Key things to consider:
- Amount of Money schools receive from government and parents' associations
- How the monies are spent
- Mechanisms that allow for information regarding the school operation and financing to be shared in a way that parents can understand

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[3] See the CU@SCHOOL: Tracking School attendance in Uganda
http://www.twaweza.org/go/cu-school-tracking-school-attendance-in-uganda

- Guidelines on the role and responsibilities of school boards, teachers and parents (all three groups should receive information about the other two groups)
- Effective reporting mechanisms for non-attending teachers Develop a suitable format for public meetings that give parents, teachers and board an equal voice and increase participation
- Sensitisation of parents on the right to quality education (i.e. that even if school is free, parents have the right do demand quality)
- From the above processes identify "agents for change" in the school management boards, and the teachers. These agents for change can form the second strand of the coalition to tackle corruption.

There is need to strengthen and empower local CSOs and NSAs and Networks into anti-corruption Activities. It is important that there are effective support structures in place to prevent backlash from authorities/individuals or support rights holders when there is a backlash. The partner and country/regional office needs to be engaged so as to manage risk and provide a supporting environment for success. In particular, SF could consider:
- Establishing alliances with change agents in the local authorities
- Tie up with all levels of local governments and identify change agent from within the local administration
- Connect with broader Anti-corruption coalitions at sub-regional, regional and national levels.
- Raise awareness in the media (of the campaigns), make connections with prominent journalists.
- Build moral support (regular visits to the groups by partner contact)
- Consider having a protective presence
- Ensure informed consent both at the partner and community level. It is ultimately the decision and choice of the people of the CMMF groups/CBOs (i.e. people engaged in action). They need to be aware of the risks of fighting corruption.
- There is need to strengthen networking among CSOs/CBOs, Networking to be able to enhance advocacy, civic education and oversight.
- Increased collaboration between CSOs/CBOs and government bodies/agencies, joint implementation some activities

There is need to Create Awareness among various stakeholders. This requires SF and partners to conduct anti-corruption public awareness campaigns with relevant indicators of outputs, outcomes and wider impact. In order to achieve this, the following should be undertaken:
- Educational materials should be developed and distributed to the general populace including newsletters and leaflets;
- Organize Television and Radio programmes as part of awareness campaign and sending out specific messages. Frequent talk shows both on local television and radios, radio spots and TV-anti-corruption adverts are important for this programing. Preferably, these should be in the local language in the target program areas.
- Holding press conferences and issuing press releases on pertinent corruption related issues;

- Training of the Media on publishing corrupt activities in various forms (print, electronic etc).
- Conducting community dialogues or barazaas on service delivery challenges between service providers and clients. These should include local government leaders (elected and civil servants), users of services and other stakeholders. During these dialogues, findings from the monitoring can be shared with the duty holders and seek commitment from them

Expand community oversight of public investment and service delivery.
- There is need to form local voluntary watchdog committees elected by the members of the community. These committees should be trained on corruption and anti-corruption strategies they can use in their communities.
- The voluntary watchdog committees should be empowered to respond to concerns raised by members of the community. .
- Ensure display of school budgets, Heath Unit budgets at each of the service delivery centres, giving communities key information needed to hold leaders accountable for how the funds are being used.
- Watchdog committees should be able to organise public meetings for people to voice their complaints, raise concerns, make suggestions and get involved in anti-corruption campaigns.

Engagement and active involvement of the local media. The media can play several critical roles in the fight against corruption. These can include among others:

- Conduct media publicity to ensure that cases of corruption, enforcement of anti-corruption are well publicized, through press releases, press conferences and media interviews, as well as the making of TV drama series based on successful cases;
- Media education – use of mass media commercials to encourage the public to report corruption;
- promote public awareness to the evil of corruption and the need for a fair and just society, and as deterrence to the corrupt;
- conduct civic education through the local media (radio and television)
- train local media practitioners in Investigative journalism
- Facilitate reporting of Corruption such as : Anonymous online reporting of Corruption (online reporting tools); telephone hotlines for reporting corruption
- Opening Corruption Complaint receptions units among local organizations

Other Recommendations
Promote on-line Data Bases. There is need to promote use of online Resources and ICTs in the fight against corruption. Some of the online resources, which are most relevant in the context of anti-corruption, are:

- Onlne corruption reporting apps and other platforms. Information communication technologies (ICTs) have the potential to make a significant contribution to the fight against corruption. By facilitating the flow of information between government institutions, between government and

citizens and among citizens, new technologies can promote transparency, accountability and civic participation.4

- Promote use of new technologies, in the form of websites, mobile phones, and mobile applications among others to: facilitate the reporting of corruption; provide access to official information; monitor the efficiency and integrity of social services and of a country's political life; and to make financial information more transparent.

- Promote e-government initiatives to enhance the efficiency and transparency of public administration and improve interaction with citizens.5

- Use of crowd-based corruption reporting apps. These apps have taken advantage of the rapidly increasing internet and mobile technology in the developed world to provide a solution to bribery. The idea is simple: citizens with Internet access can use their smartphones or computers to report bribery incidents almost instantaneously. 6 They can anonymously report the amount of the bribe, the recipient and the institution that took or demanded it. Users of the app or website can also read the reports. Some of these apps also incorporate the data gathered into "heat maps" that aggregate the reports to demonstrate where bribery is most prevalent and allow filtering of the data by region, year and institution.

This strategy should be implemented through use of community change agents who have access to smart phones and internet. This is against the background that the penetration of smart phones in target communities is still low.

There is need to create partnerships with the national Anti-corruption agencies to create on-line platforms or data bases with:
- Comprehensive and searchable database of public officials' declarations;
- Comprehensive, up-to-date and searchable databases of donations and membership dues given/ paid to political parties;
- Details including names of public officials who have been punished administratively for violations of the laws on corruption
- Searchable database of court judgments that have entered into force;
- Detailed data on monthly amounts of money paid to public officials as salaries, etc.

4IACC 2012. 'New technologies against Petty Corruption: Tactics and Lessons'. IACC 2012 Conference Paper.http://15iacc.org/wpcontent/uploads/New_Technologies_Against_Pett y_Corruption.pdf
5Wickberg, S. 2014. 'Technological Innovations to Identify and Reduce Corruption' U4 Expert Answer, Bergen: Chr. Michelsen Institute. http://www.u4.no/publications/technologicalinnovations-to-identify-and-reduce-corruption/
6 Crawford, C. 2014. 'Crowd sourced Anticorruption Reporting, 2.0' The Global Anti-Corruption Blog: Law, Social Science, and Policy. https://globalanticorruptionblog.com/2014/12/29/cr owdsourced-anticorruption-reporting-2-0/

Engagement of the Private Sector. Findings indicate that corruption affects both the private and public sector alike. The private sector too can fuel corruption given that government largely does business with the private sector through public private partnerships across all service delivery sectors. This therefore requires further engagement of the business organizations in anti-corruption activities. Specifically, SF and partners ought to:

- Identify businesses and corporate associations in project sites and train them on issues of corruption and corporate governance
- Start preparation for the establishment of the Integrity Pact for businesses and corporate associations.
- Organize workshops, special Radio and Television programmes to create awareness on corporate social responsibility.
- Award agencies that have AC measures in place

Participation through Voice. Articulating beneficiaries' voices through consultation in design, implementation, monitoring and evaluation throughout the provision of public services typically involves events and defined processes to ensure informed two-way engagement with stakeholders so that: information is shared on proposed designs as well as on implementation progress, and; stakeholders' views, particularly of direct beneficiaries and users of services, are sought prior, during and after public service delivery and are part of a feedback process.

Tools that are most frequently used for this strategic purpose are: online and face-to-face dialogue, multi-stakeholder committees, public hearings, participatory budget formulation.

Conclusion

While the findings confirm that corruption is a sizeable problem in Uganda and Tanzania, they also reveal that progress has been made in the last decade largely by reducing opportunities for corruption through policy, institutional and regulatory reforms.

The control of corruption requires three strategies. First, the formal machinery of monitoring officials and politicians needs to be drastically improved. This can be done through capacity building of community groups like Bonga, CMMF, PTAs, SMCs, WUCs among others to be able identify corrupt practices, collect and disseminate information.

Second, this will be generated by popular pressure from Community, CSOs and Media. This pressure will come from an informed community that is aware of its rights, responsibilities, service delivery standards and can demand for accountability from duty bearers.

Designing of an appropriate IEC package to be shared through trainings, radios, television and other media will be a step in the right direction. Training of the media and local CSOs on reporting and investigating corruption is critical. It is importance to support community hearings or dialogues that bring different stakeholders together to discuss pertinent concerns from target communities.

Third, the public must be educated to exert moral and political pressure to outlaw corruption. The public should understand why it is important to report corrupt practices, where to report and how such reports can be submitted. The mobilization of such public pressure depends on widespread awareness of the social costs and political risks which corruption entails.

1. INTRODUCTION AND BACKGROUND

1.1 Introduction

Corruption in Africa is costing the continent nearly $150bn a year, according to a new report. Corruption is costing Africa more than $148bn dollars a year, increasing the cost of goods by as much as 20%, deterring investment and holding back development.[7]Africa is considered one of the most corrupt places worldwide with six of the world's most corrupt places found in sub-Saharan Africa. In East Africa, national governments have established various anti- corruption agencies that seek to prevent, investigate and prosecute corruption, and enacted anti-corruption laws but the effects are yet to be felt. In the most recent rankings about Corruption Perception Index (CPI) released by Transparency International in January 2016, Tanzania is ranked in the 116[th]position Uganda and Kenya are in the 151st and 145th positions respectively while South Sudan is in the 165th position out of 167 countries[8].

In Eastern Africa though most people do acknowledge that they know corruption and agree that is bad, we have also found that we do not share the same idea as to what corruption is. Corruption has also been found to be very complex. In our region, Corruption has often times been accepted as a way of life. It has been embedded in our moral fabric and at times the corrupt are lauded, envied and used as role models. Pursuant to this, even well-meaning citizens who are against the vice, fear exposing corruption because they can easily become victims.

Strømme Foundation has been tackling the corruption scourge through its "zero- tolerance to corruption" policy among staff and partners, sensitization against the vice, training partner governance boards, strengthening partnership agreements, promoting transparency in personnel recruitment, strengthening internal controls, monitoring partners, stern handling of reported corruption cases and main streaming it in program manuals. However, all this sometimes appears to be like a 'drop in the ocean' since we still have corruption issues would like to join hands with the partners and the target group in the fight against corruption. Strømme Foundation has received funds from NORAD to strengthen its anti- corruption work in East African region and such would like to take an Anti- Corruption research that would help understand better the issues going on in selected communities where we work, help us develop strategies with local partners and supported communities groups like Bonga centres and community managed Microfinance groups to work at abating the vice in the practice at the local community level; thus strengthening our fight against the vice.

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[7] See http://news.bbc.co.uk/2/hi/africa/2265387.stm
[8]See Transparency International Report on Corruption Perception Index 2016. https://www.transparency.org/news/feature/corruption_perceptions_index_2016

This study looks at corruption in a broad way beyond using a public office for self-aggrandizement. It takes into consideration non-financial aspects like sexual harassment, nepotism, falsifying of documents etc.

This study makes efforts to understand and measure the magnitude and impact of corruption. This report is a modest attempt in setting the anti-corruption agenda for Strømme Foundation. The focus of the findings is Ugandan and Tanzanian experience, but it first puts forward some definitions and concepts, the linkage between corruption and governance, corruption and development. The findings also present experiences from other countries.

1.2 Objective of the study
1.2.1 The main Objective
The overall objective of this action research was to understand corruption issues at the local community level and come up with an action plan on what can be done to fight corruption through SF supported programmes by raising awareness and encouraging/ facilitating individuals and groups to prevent and take action against corruption in their communities.

1.2.2 The specific objectives of this action research were;
   a) To examine the rights-holder perception of corruption in their communities
   b) To identify the context and forms in which corruption occurs in the community
   c) To identify gaps in the fight against corruption
   d) To assess and strengthen community readiness in the fight against corruption
   e) To review internal and any external literature on corruption and bench mark lessons and good anti- corruption mechanism that can be adapted in the fight against corruption.
   f) Obtain the baseline data for anti- corruption indicator (% trained rights holders in SF programs know what corruption is and its consequences)
   g) To make recommendations of anti- corruption strategies that can be adapted by SF supported CMMF groups Bonga groups School Management Committee and PTA groups.

1.3 Structure of the Report
The report is structured in six main sections. The first section of the report presents the introduction which focuses on the need and objectives of the study. Section two of the report presents the methods and tools used in implementing the study. It also details the target respondents for this study. Section three presents the understanding of corruption, definitional issues of corruption and governance and linkage with development. The fourth section presents the context and forms of corruption in Uganda and Tanzania. The fifth section explores the causes of corruption. The sixth section presents gaps in the fight against corruption while section Seven and Eight present lessons and recommendations respectively. The report ends with a short conclusion.

2. METHODOLOGY

This study employed both qualitative and quantitative methods in collection of the data. There was a survey of rights' holders in the study areas, Focus Group Discussions, Key Informant interviews and Review of relevant literature drawn from various sources.

2.1 Review of Literature

A spectrum of relevant literature was systematically reviewed to inform this study. The relevant available documents in the context of corruption and summarize experiences, lessons and promising practices among others. This literature included documents drawn from: anti- corruption agencies; legislative frameworks; policies and strategies; Anti-corruption watchdogs from Uganda and Tanzania; Civil Society Organization reports, Audit reports; reports; journal articles, and reports from international agencies among others. The documents have been reviewed and have largely informed this study on several issues.

2.2 Survey of Rights' Holders

In order to obtain the baseline data i.e. establish the percentage of trained rights holders in SF programs who know what corruption is and its consequences, sample of 175 rights' holders was selected. Lists of trained rights' holders in the target areas were provided by local partners in Tanzania (Illala) and Uganda (Amuru and Nebbi). It is from these lists that respondents were randomly selected. A survey questionnaire (see Annex 3) was used to collect information from this category of respondents. Table 2 shows the distribution of these respondents in Uganda and Tanzania.

Table 1: Summary of Sample size of Rights holders

Area	Sample Size
Nebbi	75
Amuru	50
Dar-es-salaam (Ilala)	50
Total Sample size	**175**

2.3 Key Informant Interviews

Several key informant Interviews were conducted for this study. The key informant interviews were conducted among selected respondents as shown in table 3. In order to collect coherent and useful information a Key Informant Guide as shown in Annex 2 was used to guide and ensure that information on all key thematic areas was collected. Specifically, the Key informants included respondents from: OCODE; OCODE; CPF; WENIPS; SF; local

government authorities and local Anti-Corruption Organizations in total 21 people were consulted under this category.

2.4 Focus Group Discussions

Purposively selected Focus Group Discussions were conducted at the community level from each of the 3 (Nebbi, Amuru, and Ilala) study areas. A total of 22 FGDs were conducted i.e. 6, 10 and 6 from Ilala, Amuru and Nebbi respectively. These groups included Bonga Communities, School management committees, micro finance Institution members, parents, and health unit management committee members among others. Each of the FGDs had at least 8 participants. A focus group discussion guide *(see Annex 1)* with thematically developed questions to address the survey objectives was used to direct the discussions. Discussion from all these groups was recorded, later transcribed, organized and analyzed using ATLAS.ti.

2.5 Data Management and Analysis

Data collected using the survey tool was edited to ensure accuracy in recording and completeness. This data entered, processed and analyzed using SPSS software. It was analyzed using descriptive statistics, for instance, frequencies, percentages, and totals among others.

3. UNDERSTANDING OF CORRUPTION

3.1 Defining Corruption

Corruption is most commonly defined as the misuse or the abuse of public office for private gain.[9] It can come in various forms and a wide array of illicit behavior, such as bribery, extortion, fraud, nepotism, graft, speed money, pilferage, theft, and embezzlement, falsification of records, kickbacks, influence peddling, and campaign contributions.[10] While corruption is commonly attributed to the public sector, it also exists in other aspects of governance, such as political parties, private business sector, and NGO (USAID, Anti-corruption Strategy, 2005).[11]

USAID (2005) defines corruption as the abuse of entrusted authority for private gain. This definition recognizes that, while corruption in the public sector has particularly devastating impacts, it cannot realistically be addressed in isolation from corruption in political parties, the private business sector, associations, NGOs, and society at large. Corruption involves not just abuse of public office but other offices as well.[12]

UNDP classifies corruption into two types: spontaneous and institutionalized (or systemic). Spontaneous corruption is usually found in societies observing strong ethics and morals in public service. Institutionalized corruption, on the other hand, is found in societies where corrupt behaviors are perennially extensive or pervasive. In these societies, corruption has become a way of life, a goal, and an outlook towards public office.

Corruption in government involves three broad layers. First is corruption within the broader political system. This includes the demands of electoral politics, the extensive use of patronage in political appointments, and the existence use of "pork barrel" funds. Second, is corruption within the public sector, which is usually focused on three major problems: spotty performance of mechanisms for identifying and sanctioning employees engaged in corrupt and illicit behavior; considerations of pay and employment; and government procurement. Third is corruption within specific agencies, which involves grand corruption (involving widespread syndicates and millions of pesos); and

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[9]Jenny Balboa and Erlinda M. Medalla (2006).Anti-Corruption and Governance: The Philippine Experience http://www.apec.org.au/docs/06ascc_hcmc/06_9_1_balboa.pdf

[10]See Robert Klitgaard, "Strategies Against Corruption", http://www.clad.org.ve/klit3.htm.p.1

[11]USAID. (2005 March 17). *Fighting Corruption*. Retrieved April 18,2006 from www.usaid.gov/our_work/democracy_and_governance/technical_areas/anti-corruption/

[12]USAID (2005). USAID Anti-Corruption Strategy.Washington DC, January 2005.

petty corruption (which involves smaller amounts of money, such as grease money to facilitate the delivery of goods and services.[13]

Certain types of corruption may not necessarily involve money. They may involve gift- giving or influence-peddling. It can also come in the form of future benefits. With this type of corruption, the boundary between a corrupt and a non-corrupt behavior becomes quite thin. Take for instance the act of giving a gift to a public official as a token of appreciation for services done. In some cultures, this may be ethically condoned. Laws and definitions of corruption, in this regard, become culturally bound.

This report adopts the Transparency International definition that further differentiates between "according to rule" corruption and "against the rule" corruption. Facilitation payments, where a bribe is paid to receive preferential treatment for something that the bribe receiver is required to do by law, constitute the former. The latter, on the other hand, is a bribe paid to obtain services the bribe receiver is prohibited from providing.[14]

Note further, that corruption is a systematic vice in an individual, society or a nation which reflects favoritism, nepotism, tribalism, sectionalism, undue enrichment, amassing of wealth, abuse of office, power, position and derivation of undue gains and benefits. According to Rotimi et al (2013), corruption also includes bribery, smuggling, fraud, illegal payments, money laundering, drug trafficking, falsification of documents and records, window dressing, false declaration, evasion, underpayment, deceit, forgery, concealment, aiding and abetting of any kind to the detriment of another person, community, society or nation.[15]

The World Bank cited Okoduwa (2006), defining corruption as: The abuse of public office for private gains. Public office is abused for private gain when an official accepts, solicits or extorts a bribe. It is also abused when private agents actively offer bribes to circumvent public policies and process for competitive advantage and profit. Public office can also be abused for personal benefit even if no bribery occurs, through patronage and nepotism, the theft of state assets or the diversion of state revenue.[16]

From this definition, it can be deduced that corruption entails: the public office and the misuse of public office; private agents and offering of bribes

[13] Jenny Balboa and Erlinda M. Medalla (2006) Anti-Corruption and Governance: The Philippine Experience. P4 http://www.apec.org.au/docs/06ascc_hcmc/06_9_1_balboa.pdf

[14]Transparency International. (2000). The Anatomy of Corruption. In confronting corruption: The elements of a national integrity system, The TI Source Book, Berlin: Transparency International.

[15]Rotimi, E., Obasaju, B., Lawal, A. and Iseolorunkanmi, J (2013). Analysis of Corruption & Economic Growth in Nigeria. Afro Asian Journal of Social Sciences, Vol. 4, No. 4

[16]World Bank (1996). Nigeria: Prospects for Development, Country Operations Division. West Central Africa Department, World Bank.

iii) offering of bribes for the purpose of outwitting the intension of public policies; and selfish interest from public officials.[17]

3.2 How Corruption Takes Place

Corruption appears to take place when it satisfies a certain formula. According to Robert Klitgaard (1998), monopoly of power, when combined with discretion and absence of accountability, will result to corruption[18]. Thus, the formula: $C=M+D-A$, where C is corruption, M is monopoly, D is discretion and A is accountability.[19]

UNDP modified Klitgaard's formula by adding other dimension: integrity and transparency. This creates the formula $C=(M+D)-(A+I+T)$, where C is corruption, M is monopoly, D is discretion, A is accountability, I is integrity and T is transparency. This suggests that the absence of AIT (primarily as a consequence of weak governance) in addition to monopoly and discretion, results in corruption. This formula strengthens the theory that corruption is primarily a failure in governance.[20]

Another school of thought explains that corruption is the end result of the politics of privilege, rent seeking and clientelism.[21] Corruption is nurtured by politicians who coddle supporters and followers; who in turn pressure them to engage in corruption in order to spread the benefits of a corrupt regime.[22]Corruption creates a cycle that makes sure that benefits are concentrated on this small sector of the populace.

It can also be explained by the principal-agent theory of Jensen and Meckling (1976)[23]The agents (in this case, the politicians and bureaucrats) are able to abuse the advantages offered by such discretionary power in the wake of the incoherent interest of the principal (in this case, the electorate or the public at large). In East Africa, it can be argued that this incoherence is partly the result of social divisions (e.g. ethno-linguistic dimensions, religion and urban-rural distinctions), and economic divisions (the huge gap between the rich and the poor).

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[17]AlamuOluwaseyi (2016). Corruption, Anti-Corruption Agencies and the Nigerian Government. Global Institute for Research and Education.G.J.I.S.S., Vol.5(2):1-5, (March-April, 2016).

[18]Klitgaard, R. (1998). International Cooperation Against Corruption, Finance and Development, 35(1), 3-6

[19]Robert Klitgaard (1991). Controlling Corruption, University of California Press, London.

[20]Anti-corruption, UNDP February 2004

[21]Hutchcroft, P. D. (1999). The Politics of Privilege: Assessing the Impact of Rents, Corruption, and Clientelism on Third World Development, Political Studies, 45(3), 638-659, Special Issue.

[22]Ibid

[23]Jensen, M.C., &Meckling, W.H. (1976). Theory of the Firm: Managerial Behavior, Agency Costs and Ownership Structure, Journal of Financial Economics, 3(4), 305-360.

3.3 Legal and Policy Framework

The African Union Convention on Preventing and Combating Corruption defines a series of corruption- linked offences in article 4, and article 5 on 'the legislative and other measures' requires member states to 'establish, maintain and strengthen independent national anti- corruption authorities or agencies'. Other measures include the strengthening of internal accounting and auditing systems, in particular in the public sector, the protection of witnesses and informers in corruption cases, denouncing corruption-promoting systems, and educating the populations on corruption. In another provision, the AU Convention sets out that 'the national Authorities or Agencies' responsible for combating corruption related offences 'enjoy the necessary independence and autonomy enabling them to carry out their duties effectively' (article 20(4)). The current East African Community (EAC) Protocol on Preventing and Combating Corruption is only in draft form. But its current draft does not mention anti- corruption commission's specifically in the text. However, article 6 (b) does compel the partner states to adopt measures and strategies to strengthen institutions responsible for enforcing mechanisms for preventing and detecting, as well as watchdog and good-governance institutions. It further states that 'the competent authorities shall be vested with prosecutorial powers for the purposes of implementing this protocol'. The scope of the instrument covers the following:

a) Preventive measures;
b) Enforcement;
c) Asset recovery and forfeiture;
d) Regional cooperation; and
e) Technical assistance

Box 1: Treaties Ratified or Signed by GoU[24]

- United Nations Convention against Transnational Organized Crime 2000 (The Palermo Convention)
- United Nations Convention on the suppression of the financing of terrorism (1999);
- United Nations Convention (the Vienna Convention) against illicit traffic in narcotic drugs and psychotropic substances (1998);
- United Nations Security Council Resolution 1373;
- United Nations Convention against Corruption2003
- African Union Convention on Preventing and Combating Corruption 2003
- East African Community and East African Customs Union New Partnership for African Development (NEPAD)
- East and Southern African Anti–Money Laundering Group (ESAAMLG)

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[24]The East African Freedom for Information Centre (2010).Enhancing Good Governance through Citizen Access to Information in Kenya, Malawi and Uganda: A Study on Anti–Corruption Agencies.http://www.africafoicentre.org/index.php/resources/reports-publications/210-study-on-anticorruption-agencies-in-kenya-malawi-and-uganda/file

Box 2: Anti-Corruption Laws and Regulations in Uganda[25]

- Penal Code Act, 1950
- Leadership Code Act, 2002
- Inspectorate of Government Act, 2002
- The Public Procurement and Disposal of Public Assets Act, 2003;
- Anti-Corruption Act 2009
- Access to Information Act, 2005
- Public Service Standing Orders, 2010
- The Audit Act, 2008;
- Anti-Money Laundering Act, 2005
- The Anti–Corruption Act 2008; …..its already mentioned above
- The Whistleblowers Protection Act, 2010
- Public Finance Management Act

Box 3: Anti- Corruption Institutions in Uganda

- Inspectorate of Government is the primary anti– corruption agency established by Parliament
- Directorate of Public Prosecutions (DPP), (for criminal prosecution),
- the Auditor General (for financial probity),
- Uganda Police Force and in particular the Criminal Investigations Department (CID) (for investigating crimes),
- Courts (for adjudication purposes),
- Parliament (by its oversight function through its committees, in particular the Public Accounts Committee (PAC) and the power of censure of ministers),
- Public Procurement and Disposal of Public Assets Authority (PPDA).
- The Directorate of Ethics and Integrity (DEI) coordinates anti–corruption policy and provides political leadership
- CSO
- Media

Box 4: Anti-Corruption Laws in Tanzania

- The Prevention of Corruption Act 1971 (amended in 2002, 2007)
- The Anti-Money Laundering Act, 2006 (amended in 2012)
- The Public Procurement Act, 2004
- The Elections Expenses Act of 2010
- The Public Finance Act No. 6, 2001
- The Public Procurement Act No. 3, 2001

Box 5: Anti- Corruption Institutions in Tanzania

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[25] See Draft National Anti-Corruption Strategy, 2008-2013

- The Prevention of Corruption Bureau (PCB)
- The Office of the Director of Public Prosecution
- The National Audit Office
- Inspectorate of Ethics
- The Controller and Auditor General (CAG)
- The Commission for Human Rights and Good Governance (CHRGG)
- Tanzania Revenue Authority (TRA)
- The Ethics Commission
- Public Procurement Regulatory Authority (PPRA)
- Public Procurement and Appeals Authority
- Tanzania Investment Centre (TIC)
- Zanzibar Investment Promotion Agency (ZIPA).
- Tanzania Governance Noticeboard (TGN)
- Good Governance, Accountability and Ethics Secretariat
- Civil Society
- Media

3.4 Commitment to international conventions on corruption

Uganda and Tanzania have both ratified the UNCAC and the AU Convention. The respective agencies are members of the East African Association of Anti-Corruption Authorities (EAAACA).[26] Uganda and Tanzania have also passed laws to domesticate the UN and AU conventions.

3.5 Legal frameworks for preventing and combating corruption

Tanzania and Uganda have extensive legal frameworks that could, if effectively implemented, significantly reduce corruption. These include laws that:

a) Establish the anti-corruption agencies, their functioning, independence and oversight;
b) Provide for the regulation, management, expenditure and accountability of election-campaign funds during elections;
c) Enforce standards of ethics and integrity among public officers;
d) Provide for the criminalization of money laundering and the establishment of an independent institution responsible for combating money laundering;
e) Provide for the protection, rights and welfare of victims of offences; and
f) Provide for the right to access public information.

3.6 Anti-corruption Agencies

The two countries' anti-corruption agencies have evolved from the law enforcement units established during colonial times. Their characteristics and status can be summarized as shown in Table 3.

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[26] http://eaaaca.org/?page_id=16

Table 2: The status and characteristics of the Ugandan and Tanzanian anti-corruption agencies

Status/ characteristics	Tanzania	Uganda
	Prevention and Combating of Corruption Bureau (PCCB)	Inspectorate of Government (IG)
Constitutional anchoring and independence	• Not anchored in the Constitution, but established by an Act of parliament in 2007. • It also reports to the presidency, not parliament, and is therefore not perceived to be independent	• Established by the Constitution and an Act of parliament. • Reports to parliament
Stability	Has been relatively stable	Has been relatively stable
Governance	Has no oversight mechanism that is independent of the executive and parliament	Has an oversight board consisting of the inspector general (IG) as its chairperson, two deputy IGs, the secretary, the chairperson of the Public Service Commission, the Minister of Public Service and two members appointed by the president
Capacity	Has 2,086 staff distributed all over the country who are competitively recruited and trained in key functions.	Has staff distributed in 16 parts of Uganda
Security of Tenure	Director general does not have specified security of tenure. Staff have renewable contracts	IG and two deputy IGs enjoy security of tenure after appointment for a four-year renewable term
Ethics	Code of ethics exists for staff and is enforced	
Remuneration	Generous, relative to public-service levels	The IG opined that their salary levels should at least be at the same levels as those of employees in the Office of the Auditor General
Investigative and prosecutorial powers	Have investigative but no prosecutorial powers. Mandate is limited to the mainland and does not extend to Zanzibar	Has investigative and prosecutorial powers
Public-feedback mechanism	Complainants are given a code through which they can track the complaint. They also receive feedback both	There is no set feedback mechanism

Status/ characteristics	Tanzania	Uganda
	orally and in writing at the closing of the complaint	
Witness protection	Offers whistle blowers and witness protection.[27]	Offers protection to Whistle Blowers[28]
Financing	Submits budget to minister responsible for good governance for tabling in parliament	IG bids, along with other independent bodies and ministries, for annual budgetary allocations awarded by parliament in the national budget. Such allocations are currently deemed inadequate
Performance	In 2016, the Bureau received 8,203 complaints, opened 833 files, 4,022 files were in progress, 360 files sent to the DPP[29]. There were 230 Convictions, 291 Acquittals and 45 cases were withdrawn. The bureau saved T Shs 48,506,465,701	In FY 2015/16, The Inspectorate of Government registered 1,249 complaints of which 518 were registered at the Head Office and 699 at the Regional Offices across the country. The IG investigated and concluded 1,435 (79.7%) corruption complaints out of the annual target of 1800. Concluded prosecution of 36 (72%) corruption cases out of the annual planned target of 50[30]. The above prosecutions resulted into 28 Convictions (a conviction rate of 77.8%), 6 Acquittals and 2 cases were withdrawn. From the investigations, UGX. 185,165,409/= was recovered from MDAs and LGs.

Uganda and Tanzania have both ratified the United Nations Convention against Corruption (UNCAC) and the African Union Convention on Preventing

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[27] See the Laws of United Republic of Tanzania, Whistleblower and Witness Protection Act, 2015 http://parliament.go.tz/polis/uploads/bills/1447073069-A%20BILL%20-WHISTLEBLOWERS%20ACT,%20%202015-%20Kabunga.pdf

[28] Laws of Uganda, The Whistle-blowers Protection Act, 2010.

[29] http://www.pccb.go.tz/images/stories/case_statistics/JANUARY%202013%20TO%20DECEMBER%202016.pdf

[30] Inspectorate of Government (2016). Policy Statement Presentation to the Parliamentary and Legal Affairs Committee of Parliament, FY 2016/17.https://www.igg.go.ug/static/files/publications/IG_Presentation_Parliament_24th_March_2016.pdf

and Combating Corruption (AU Convention). In addition, both countries (Uganda and Tanzania) passed laws to domesticate these conventions to a large degree.

The two national anti-corruption agencies (Inspectorate of Government and Prevention and Combating of Corruption Bureau) examined in this report are reported to be relatively ineffective against grand corruption or corruption connected to politically powerful individuals and entities. The two national anti-corruption agencies do not independently appoint their heads through a process of open competition and thus not entirely independent from the executive. They also enjoy relative autonomy under their respective laws.

There are differences in the procedure of appointment of the heads of these agencies. In Tanzania, the head of PCCB is appointed through competitive, open processes and are given limited-period contracts, which are renewable, while in Uganda, the Inspector General of Government and the two deputies are appointed by the president. This therefore constrains their independence. The agencies have also devolved to a limited extent beyond their respective national headquarters.

They all have clear mandates to prevent corruption and to sensitize and educate the public in the fight against corruption. Despite this, they are not well regarded by the public, most of who claim not to report corruption to these agencies out of a belief that nothing will happen, and they also don't trust them because they perceive them to be corrupt as well. The two national anti-corruption agencies have had relative success in pursuing bureaucratic corruption, and grand corruption.

The agencies in Tanzania do not have prosecutorial powers, but Uganda's agency does. Prosecutorial power in Tanzania is vested in the directorate of public prosecutions.

Both agencies face the challenge of inadequate resources, mainly due to government resource constraints. They are thus unable to establish their presence in all local governments due to resource constraints and constant change of boundaries for local jurisdictions especially in Uganda.

3.7   State of corruption
This section explores the incidence of bribery in Uganda and Tanzania as shown in table 2.

Table 3: Incidence of Bribery

Country	Bribery Incidence (%)	
	2009	**2014**
Uganda	35	43
Tanzania	17	48
Kenya	45	41

Source: Transparency International, EABI, 2009, 2014...

According to table 3, the percentage of firms experiencing at least one bribe payment request has increased between 2009and 2014 for both Uganda and Tanzania.

3.8   Likelihood of Bribery
A trend of the likelihood of bribery in East Africa is presented in table 4.

Table 4: Corruption Perception Index (CPI) [31]

Country	Corruption Perception Index							
	2013		2014		2015		2016	
	Rank	Score	Rank	Score	Rank	Score	Rank	Score
Uganda	140	24	142	26	139	25	151	25
Tanzania	111	33	119	31	117	30	116	32
Kenya	140	26	145	25	139	25	145	26
Rwanda	49	53	55	49	44	54	50	54
Burundi	157	21	159	20	150	21	159	20
South Sudan	173	14	171	15	163	15	175	11

Source: Transparency International, 2013, 2014, 2015, 2016.

In 2016, Rwanda was the least corrupt of the EAC members whereas South Sudan was the most corrupt country in the Region and the second most corrupt country out of the 176 countries assessed in 2016.

The reports attribute the high prevalence of corruption and its increasing incidence to: poor public beliefs and attitudes towards fighting corruption (apathy); Ineffective accountability systems; moral decay in public service; and the limited political will to fight this scourge among others. This is, in turn, attributed, in part, to the capture of the state through political processes, especially elections, by business, the ruling party and certain individuals.

Corruption in Uganda and Tanzania still remains a significant challenge. While sound legal frameworks for fighting corruption exist, more needs to be done by the executives and parliaments in the respective countries to ensuring oversight, thorough investigations and adequate support to anti-corruption agencies to be able to do their job effectively. This may require changes in some laws, open political support and appropriating more financial resources to anti-corruption agencies. Otherwise, if these challenges are not addressed, they will continuously undermine the gains in good governance in both countries.

Note that a "good government" plays an important role in the development process, and "requires the highest standards of integrity, openness and

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[31]176 Countries were assessed in 2016.

transparency". The main requisites for good governance include: political legitimacy for the state through democratic elections and transfer of power and an effective political opposition and representative government; accountability and transparency in the sharing of information; separation of powers; effective internal and external audit; effective means of combating corruption and nepotism; competence of public servants; impartial and accessible justice systems; and the absence of arbitrary government power[32].

Therefore, action towards curtailing corruption is perceived as a commitment towards creating good government. As such, discussion of corruption is almost always conducted within the framework of good governance.

Corruption and governance lie on a continuum but occupying opposite poles. Whereas governance, with its end goal of creating a good government, aims to serve the interest of the people, corruption, through the use of public office and resources, serves the narrow interest of individuals, families and allies. Good government is bound by rules aimed to create a transparent and accountable government; corruption plays discreetly and sometimes directly on these rules to make decisions, which will benefit those who have access to power and the highest bidder[33].

Thus, more insidiously, corruption has a far-reaching negative effect on the national psyche which eventually goes back to undermine the whole system of good governance itself. Systemic corruption breeds a culture of impunity and skews the people's perception of what is right and wrong. For a number of countries where it has been effectively institutionalized, where wealth and power have become the measure of success, corruption has become socially acceptable, sometimes even aspired to. Energies of a large number of people are channeled towards occupying positions in the government to partake of the fruits of a corrupt system.

The survey conducted by the Transparency International finds that corruption in the public sector takes the same form, whether one is dealing with a developed or developing country. The areas of government activities most vulnerable to corruption are[34]:

a) Public procurement
b) Rezoning of land
c) Revenue collection
d) Government appointments; and
e) Local government

The methodologies were also observed to be remarkably similar, such as:
a) Cronyism, connections, family members and relatives
b) Political corruption through donations to election financing, etc.

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[32]Doig, Alan and Stephen Riley. Corruption and Anti-Corruption Strategies: Issues and Cases from Developing Countries, p. 47
[33] Co, Edna. Challenges to Philippine Culture of Corruption: Causes, Consequences and Change.
[34]The Anatomy of Corruption.TI Source Book 2000.

     c) Kickbacks on government contracts (and subcontracting consultancies), and

     d) Fraud of all kinds such as

Typical features of system prone to corruption are[35]:

     a) Concentration of powers in the executive and weak or non-existent checks and balances

     b) Poor transparency surrounding executive decisions combined with restricted access to information

     c) Systems allowing a lot of discretionary decision-making powers

     d) Weak systems of oversight and enforcement

     e) Soft social control systems/high tolerance for corrupt activities

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[35]UNDP, 2004

4. CONTEXT AND FORMS OF CORRUPTION

This section explores the different forms of corruption both in Uganda and Tanzania. It draws information from existing literature and data collected from Amuru, Nebbi and Ilala.

4.1 Context and forms of Corruption prevalent in the study areas

Despite the plethora of efforts deployed to combat corruption, it remains an endemic problem in most countries of sub-Saharan Africa. East Africa is no exception. According to Transparency International's Corruption Perception Index for the year 2016, out of the 176, rankings for Tanzania (116th), Kenya (145th), and Uganda (115th) remained low[36].

4.2 Context of Corruption in Uganda

Corruption is also one of the most prominent issues in the public and political discourse in Uganda. The Black Monday Movement, a coalition of anticorruption civil society organizations, estimates that between 2000 and 2014, the government lost more than UGX. 24 trillion to corruption – enough to finance the country's 2015/2016 budget.[37]

A number of forms of corruption have been identified in Uganda over a period of time. These forms include: abuse of office; fraud and embezzlement; misappropriation of public funds and assets; paying for goods or services not delivered; paying salaries to non-existent workers; false declarations of imports and exports; bribery and extortion; public servants demanding commissions for work done; and nepotism.[38]

One of the largest corruption scandals in recent decades was the fraud committed in the Office of the Prime Minister (OPM). The scandal, reported about since 2012, involved UGX 38 billion (or US$14 million). This money was part of regional allocations for reconstruction and development in Northern Uganda.[39] The funds were meant for a broad range of projects and programmes, such as road construction, school and health facilities, and included one specific and very tangible element for the local population – compensation for cattle lost during their forced relocation to government-controlled IDP camps. The major part of the funds comprised donor money,

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[36] See AfriMAP (2015).

[37] Kewaza.J.M. (2016) Fighting corruption in Uganda: Despite small gains, citizens pessimistic about their role.Afrobarometer Dispatch No. 77.,Afrobarometer , March 2016. http://afrobarometer.org/sites/default/files/publications/Dispatches/ab_r6_dispatchno77_uganda_corruption.pdf

[38] Rachel Flanary& David Watt (1999). The state of corruption: a case study of Uganda, Third World Quarterly, Vol 20, No 3, pp 515-536, 1999

[39] Office of the Auditor General, Special Investigation Report.

and the corruption scandal led to the freezing of funds from several major bilateral donors.[40] The OPM scandal led to more public outrage than previous ones, not the least because the funds were intended to bridge the long-standing north–south divide.[41]Outrage came both from southerners and northerners,[42] and is one of many indications that the conflict is not so much between the people in the north and south, as between the northerners and the central government and national elite. [43]

4.3   Context of Corruption in Tanzania

Tanzania's efforts on combating corruption date back to 1968 with the creation of one of the oldest anticorruption commissions in Africa (Bertelsmann Foundation 2014). The country's anti-corruption efforts were strengthened in 1995 when president, Benjamin Mkapa, declared a "war" on corruption (Cooksey 2011) and took a variety of steps to fight this battle. This included appointing a Presidential Commission Against Corruption to assess the state of corruption in the country and formulate recommendations. The commission produced the "Warioba report" that led in 1999 to the adoption of a comprehensive National Anti-Corruption Strategy and Action Plan (NACSAP). In 2005, the then president, JakayaKikwete, renewed the country's commitment to fight corruption and has since implemented a revised NACSAP.

Despite the government's anti-corruption efforts, Tanzania continues to suffer from rampant corruption. Corruption is cited as one of the major constraints for doing business in the country (World Economic Forum, 2013). The country also ranked 111th out of 177 in Transparency International's Corruption Perceptions Index 2013, with a score of 33 out of 100 (Transparency International 2013). However, when benchmarked against its neighbors Kenya, Uganda, and Mozambique, the country is perceived to be performing better (World Bank, 2012).

Nevertheless, international assessments seem to indicate that the situation in Tanzania is deteriorating. In the 2013 Global Corruption Barometer (GCB), 69 % of respondents in Tanzania perceive the level of corruption in Tanzania to have increased in the last two years preceding the survey (Transparency International 2013b). The Global Competitiveness Report 2013-2014 reveals that respondents find corruption to have become worse and policymaking less transparent than the previous year (World Economic Forum 2014). While the World Bank's Worldwide Governance Indicators demonstrate notable improvements in terms of government effectiveness, rule of law and control

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[40]The OPM scandal and its consequences has been a regular topic in Ugandan newspapers, appearing almost daily during the first months after its exposure in October 2012. For summarizing articles, see The Daily Monitor, December 27, 2012; and The Independent, February 17, 2013.

[41]One response was that a number of NGOs and activists, started a campaign called 'Black Monday', where activists dressed in black every Monday and distributed flyers about corruption, leading to the arrest of the activists, including the bishop. The Daily Monitor, December 3,   2012; January 8, 2013; February 7, 2013; and February 12, 2013.

[42]The Daily Monitor, March 21, 2013; and June 13, 2013.

[43]Malin J. Nystrand (2014) Petty and grand corruption and the conflict dynamics in Northern Uganda, Third World Quarterly, 35:5, 821-835, DOI: 10.1080/01436597.2014.921432

of corruption from the late 1990s until the mid-2000s, the country's rating has experienced a decline since then (World Bank 2013). For example, for the control of corruption indicator, Tanzania peaked at a 50% percentile rank in 2006 and has since dropped to just over 20% in 2012 (World Bank 2013). Corruption allegations against party members have also affected the image of Tanzania's ruling party, the Chama Cha Mapinduzi (CCM), which has been in power since the introduction of multi-party elections in 1995 (ISS Africa 2012). While several ministers have been sacked, no high-profile CCM member has so far been convicted (ISS Africa 2012). In 2012, a report by the Auditor General revealed that millions of dollars in public funds from several ministries could not be accounted for, which led to the firing of six cabinet ministers (Freedom House 2013). In terms of citizens' experience of corruption, 61% of respondents in the GCB 2013 stated that corruption is a very serious problem in the country (Transparency International 2013b).

4.3.1   Forms of Corruption

a) Bureaucratic corruption.

Complex laws and lack of administrative capacity create an environment conducive to corrupt practices. Of Tanzanian respondents in the GCB 2013, 56% stated they had paid a bribe for public sector services and 85% of respondents perceived the public sector to be corrupt (Transparency International 2013). Government officials estimate that each fiscal year, corruption is responsible for a 20% loss from the government's budget (Bertelsmann Foundation 2014). In its audit of 136 construction projects, Tanzania's Public Procurement Regulatory Authority found fraud and corruption in local governments to be a major area of concern (World Bank 2012). Dealing with permits and licenses is cumbersome and time-consuming and provides many opportunities for rent-seeking. Executives surveyed in the 2013-2014 Global Competitiveness Report list inefficient government bureaucracy as one of the most problematic factors for doing business (World Economic Forum 2013). In particular, the Tanzania Port Authority and the Tanzania Revenue Authority are cited as major hindrances to importers (US Department of State 2013). Consequently, the Global Competitiveness Report survey indicates that Tanzania has a pronounced ranking – 132 out of 148 surveyed countries – on the question about how common it is for firms to make undocumented extra payments or bribes (World Economic Forum 2013). In comparison, some of Tanzania's neighbors score considerably better: Rwanda (24), Zambia (93), Mozambique (113), and Kenya (112). In addition, there is a low level of trust towards tax collectors. The 2012 Afro-barometer survey indicates that 86% of respondents believe that some, most or all tax officials are corrupt (Afrobarometer 2013)[44]. This is a 32% jump compared to the proportion that perceived tax officials to be corrupt in 2005.

b) Political corruption.

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[44]AfroBarometer (2003) Tanzania: Citizens' Perceptions and Attitudes Towards Taxation, Tax Enforcement and Tax Officials. Afrobarometer Briefing Paper No. 122.http://afrobarometer.org/sites/default/files/publications/Briefing%20paper/afrobriefno122.pdfc

Since its first multi-party elections in 1995, corruption allegations have affected the political landscape in Tanzania. Recently, in 2012, the speaker of the National Assembly disbanded the parliamentary committee on energy and minerals due to corruption allegations, including allegations that some members of parliament were soliciting bribes from the ministry in order to approve the ministry's budget, and that some members of the committee had conflicts of interest with the Tanzanian Electric Supply Company (Legal and Human Rights Centre 2013).

The literature on Tanzania points to the corruption risks posed by the dominance of the Tanzanian executive. More specifically, political interference has been argued to undermine anti-corruption initiatives. Appointments to law enforcement agencies are often based on nonprofessional criteria, and party loyalties or personal relationships are often a decisive factor (Business Anti-Corruption Portal, 2013). Law enforcement officials, most often high-level ones, can allegedly enjoy protection from criminal investigations (Business Anti-Corruption Portal 2013).

In addition, elections supervisory boards have been blamed for being too partial in support of the ruling party due to limited operational autonomy from the ruling party (Babeiya 2011). Of Tanzanian respondents in the GCB 2013, 68% felt that political parties were corrupt or extremely corrupt. There is growing concern from civil society organizations, the media and general public over an excessive use of money and other resources to influence voters (Babeiya 2011)[45]. The Traditional Hospitality Act – also known as Takrima in Swahili – was introduced by the CCM in 2000 as a way to ensure that those competing for political positions could reward their supporters with drinks, food and entertainment. However it appeared as a vote-buying operation and seemed to unfairly discriminate against opposition candidates who could not afford to reward their voters.[46] While the Takrima practice is now banned, civil society organizations note that elections and by-elections are still characterized by this practice.[47]

In 2014, Transparency International's East African Bribery Index ranked Tanzania as the second-most corrupt country within the East African Community. Its experiential survey established that the likelihood of a citizen encountering bribery in the course of a public service encounter was 19%.

A 2005 report by the National Democratic Institute (NDI) on electioneering in Tanzania noted that respondents decried the domination of wealthy individuals who seek office in order to gain access to and control over

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[45]Babeiya, E. (2011). Electoral corruption and the politics of elections financing in Tanzania. Journal of Politics and Law, 4(2), 91-103.

[46]Machiko Tsubura (2015).|Does clientelism help Tanzanian MPs establish long-term electoral support?Working Paper No. 159.http://afrobarometer.org/sites/default/files/publications/Working%20papers/afropaperno159-clientelism-in-tanzania.pdf

[47]Ibid p7

lucrative contracts, and business contributors who demand paybacks from those whom they support politically. As a result, the political establishment is often seen as a circle of wealthy individuals who make policy decisions based on private interests, rather than the common good.

The NDI report also noted that respondents decried the domination of wealthy individuals who sought office in order to gain access to, and control over, lucrative contracts, and business contributors who demanded paybacks from those whom they supported politically. As a result, the political establishment is often seen as a circle of wealthy individuals who make policy decisions based on private interests, rather than the common good. It thus concluded that a significant proportion of those that wielded political power in Tanzania benefit either directly from corruptly acquired contracts or through contributions from businesses seeking their influence.

Tanzania has a robust anti-corruption legal framework anchored in the Prevention and Combating of Corruption Act and reflected in other laws, like the 2006 Anti-Money Laundering Act (AML), the 2006 Economic and Organized Crimes Control Act, the 2004, Public Procurement Act, and the 2010 Election Expenses Act. The Election Expenses Act prohibits corruption and bribery in elections and requires all candidates and political parties to provide detailed account of their election expenses. The Public Leadership Code of Ethics Act of 1995 (s 9) requires public officials to declare their assets as a mechanism for combating misuse of public resources and corruption in the public service.

In 2007, parliament established the Prevention and Combating of Corruption Bureau (PCCB) by enacting the Prevention and Combating of Corruption Act (PCCA) No. 11. Despite its seeming independence, the PCCB reports directly to the Office of the President. The president also has the power to appoint and remove the director general (DG). Consequently, there is a perception among members of that patronage by the executive seriously compromises the independence of the PCCB and its ability to perform its functions. The DG has, in the past, expressed frustration with political obstacles placed in the way of the agency's work. Another challenge is the PCCB's reliance on other agencies to detain and prosecute. The DG can authorize an officer of the bureau to conduct an investigation under section 12 of the PCCA.

However, the powers to prosecute are still controlled by the director of public prosecutions (DPP), who has the final say as to whether a particular case should be prosecuted or not (s 57 of the PCCA). The DPP also has powers not to prosecute any case by filing a *nolleprosequi* with the court, as per section 91 of the 1985 Criminal Procedure Act. As a result, out of 5 450 cases, only 473 convictions had been secured by the end of June 2014, representing a mere 8.6% of all the total cases completed.

Transparency International's 2014 Corruption Perception Index (CPI) ranked Tanzania 119th out of 175 countries and territories on the global index. The levels of corruption in Tanzania are deemed to be a threat to national

security.48It is estimated that, between 2001 and 2008, Tanzania lost USD1 billion (TZS1.6 trillion) to corrupt deals. Some of the scandals that have cost the nation tax monies include the following:

a) The Bank of Tanzania's 'twin towers' scandal. A 2008 Ernest and Young audit report revealed that more than USD116 million had been improperly paid to 22 firms through the Bank of Tanzania's external payment arrears account in one financial year alone.

b) In the Deep Green Finance Ltd scandal, the company was involved in funneling money between Tangold Ltd and Meremeta Gold Ltd, eventually receiving 'billions of shillings from the Bank of Tanzania within its relatively short lifespan.[49]

c) Tanzania purchased an obsolete radar system costing USD44 million (TZS70 billion) from British Aerospace Engineering (BAE Systems).[50]

4.4 Understanding of corruption: Perspectives from the field.
Through focus group discussions and Key Informant interviews, selected respondents understood or defined corruption in different ways as follows:

Some respondents define it as payment for a public service before it is given. Thus;

"… Corruption means some payment given out to get a service. It also means taking what belongs to the public for personal use. …. corruption is taking something in form of money or material for selfish interests that would otherwise benefit the majority". (FGD, Msongola Trading Center, Ilala)

Others defined corruption in terms of poor service delivery as a result of diversion of funds by public officials. At Viwenge Primary School FGD, it was noted that:

"Our road to Viwege is bad, we have been told that money was released but no one cares to follow up. We are stranded that is why we think that corruption is bad because now we cannot take out things to the market at a cheap cost. It is costly to get to the trading center". – (FGD, Viwege primary school, Ilala)

In addition, citizens define corruption as soliciting for bribes with specific reference to award of contracts, procurements and lobbying for positive decisions regarding distribution of government projects. Corruption is further viewed in light of failure to   deliver services to clients who have not paid any bribe. This was more pronounced in Ilala Municipality. Thus;

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[48] See: http://www.businesstimes.co.tz/index.php?option=com_content&view=article&id=331:poverty-mainthreat-to-peace-and-security-in-tanzania&catid=37:column&Itemid=60.
[49]https://star.worldbank.org/corruption-cases/node/18612
[50] IPP Media (2012) 'Revealed: TZ thieves have Sh315bn in Swiss banks.' The Guardian, 23 June 2012. Available at: http://www.ippmedia.com/frontend/index.php?l=42903 .

"...There is soliciting for bribes to be served. Also in our municipality, there is a tendency to get bribes to pass or approve deals, procurements and lobbying for approval of some decisions on government projects". (MayorIlala Municipality).

"...The welfare of the people is affected through failed service delivery and favors distributed over and above the rest of the members in the community. Your patient can die if you do not pay "Kintukidogo". Due to corruption society is now missing on good leaders". - (Mayor Ilala Municipality)

In Uganda, members of the community explain corruption in terms of its manifestations. Corruption has mainly been described as: absenteeism of public servants in hospitals and schools, taking advantage of someone; stealing of public funds; misuse of public resources, late opening and early closure of public service delivery centres, conning; bribery, trickery, levy of extra-charges; and shoddy works among others. The following feedback from focus group discussions further reinforces the findings.

It was noted that some water user committees in Nebbi Districts levy extra charges beyond what was agreed by members of the community. It was also noted that LC1 Courts solicit for bribes from complaints and defendants and usually get compromised and don't dispense justice. For instance;

"There are incidences when if a borehole breaks down and money for contribution is needed, it will be decided that each household pays UGX. 500=, however the leaders in-charge of water (Water User Committee), will instead charge UGX. 1,000=". (CMMFI, Nyayamo Village, Paminya Parish, Atego Sub County, Nebbi District)

"There is an LC 1 court going on, the LC leaders tactfully solicit money from the people who have a court case they are handling, on judgment day, the person who gives the highest money win's the case". (CMMFI, Nyayamo Village, Paminya Parish, Atego Sub County, Nebbi District)

Further within public schools several incidences of corruption were reported. For example, in Atego Sub-county, it was reported that:

"...The school management committees don't meet as regularly as they are supposed to. They don't monitor school projects. For instance, in construction of toilets, the school committee is supposed to monitor but they don't. when youask the contractors about things that are not going right, they say its central government, that is supposed to ask not members of the community. As a result there is so much delay, poor workmanship and no follow up". – (CMMFI, Nyayamo Village, Paminya Parish, Atego Sub County, Nebbi District).

In the road sector, the main reported cases were about shoddy work, failure to finish contracts in time and lack of value for money as reported below:

"Corruption manifests itself in several ways but across all the sectors, there are basically cases of shoddy work that doesn't represent value for money that we have witnessed in the sub-county". – (Chairperson LCIII,Lamogi Sub-county)

In addition, there were reports with specific reference to Local Governments. These included failure by Local Governments to deliver farm supplies to community groups as promised, refusal to disclose information on government projects, failure to include community priorities in the district and sub-county budgets, delays in payment of contractors, and over pricing of heifers distributed to farmers under NAADS. These are demonstrated by the voices from the community as shown below:

"We had a group which was supposed to benefit from CDD, we did everything required, it was approved, opened an account and the fees paid. The CDO decided to put us on hold, all other groups were supported. We were told to be supported the 2nd quarter, which passed, 3rd quarter also passed, and lastly the CDO told us that the support was suspended. I feel this is corruption of the highest level, yet funds were approved"- (CMMFI, Nyayamo Village, Paminya Parish, Atego Sub County, Nebbi District)

"The public servants at the local council /sub-county don't want to reveal any information on public matters. They keep quiet and hide information. We are not informed of public programmes and projects. We only hear later when things are already done". (CMMFI, Nyayamo Village, Paminya Parish, Atego Sub County, Nebbi District)

"There are also cases where officials hide information from beneficiaries. For example now that seeds have been delivered to the Sub-county, the extension workers don't relay the information to the beneficiaries, at the end of it all, only a few people turn up and the balance of the seeds are distributed amongst the individuals". - (Chairperson LCIII, Lamogi Sub-county, Amuru District)

"The Allocation of NAADs seeds at Sub-County to farmers is not well done. The selection is biased."(CMMFI, Nyayamo Village, Paminya Parish, Atego Sub County, Nebbi District)

"At Sub-county, budget conference is done, we give our priority service delivery needs, they are we are told that they are put in the budget, what has the money done? It is a contradiction, no implementation"- (CMMFI, Nyayamo Village, Paminya Parish, Atego Sub County, Nebbi District)

"There are delays in payment of contractors. People lose morale, and they don't work well. Measurement for work is done, no pay yet it is budgeted for, there is need for motivation and payment on time. ...A road in our community; Paminya-Pacheru road that should have been worked on has delayed".(Members of CMMFI, Nyayamo Village, Paminya Parish, Atego Sub County, Nebbi District)

"In 2013, they bought cows at a cost of 1,200,000= per cow, yet it can be bought at 300,000= or 400,000=". (CMMFI,Nyayamo Village, Paminya Parish, Atego Sub County, Nebbi District)

Further, the Police also had its share of corruption complains leveled against it in the course of delivery of its services to the people. These complaints included: bias in cases reported; soliciting for facilitation payments; bribery and charges for police bond among others. The following voices speak more to these results.

"Whenever you report a case to police, and are supposed to arrest the accused, they usually ask for transport to go and arrest the accused person. If you have no transport they can't get involved". ---(FGD, Atego Sub County, Nebbi District)

"My son was arrested and taken to Koch Prison for two weeks with other people, those who had money their children were released however for some of them who didn't have money the children were not released. As a result I had to pay ugx. 150,000= for police bond for police to release my child". - (FGD, Nyayamo Village, Paminya Parish, Atego Sub County Nebbi District)

"When you go to Police, you can't go without any money, when statement is written, they will ask for money. They asked me for money, I asked how much? I gave 10,000= shillings and they said only this!! I took my witness, summon was written and they asked for ugx. 10,000= shillings. They asked for transport ugx. 30,000= shillings. I had to look for money. The person was arrested, they asked for airtime and I gave ugx.2, 000= shillings. They asked for money for meals for feeding the offender who was arrested, 5,000= shillings per day, the person stayed for 2 days and I paid ugx.10, 000=". - (FGD, Lelanga Village, Nyaravur Sub County Nebbi District)

In Amuru District there were reports of grabbing community land[51] by solders[52], investors[53], local residents and government. These community voices resonate with media reports about land grabbing in Acholi sub-region. For instance, the district chairman, Amuru District Local Government reported that: "…wealthy individuals from Amuru district are grabbing land mercilessly they are conniving with the district land board to evict residents from their land in the areas of Lujoro, Bana, Omee, Atoro and Kololo". Land grabbing has created an environment of impunity that benefits local elites.[54] In extreme cases, villages are displaced, customary systems uprooted, and investors and elites are not held accountable for fulfilling promises they make to communities. In some areas, foreign investors have tried to acquire large portions of land for commercial use against the people's will.

With regard to the Courts of law, there were reports of connivance between court officials and defendants, prolonged postponement of hearings, and bribery of judicial officers among others. For instance, in Nebbi district (Uganda), there are reports of bribery at the office of state attorney. Some respondents reported thus:

"I have seen bribery in the office of State Attorney Office, there was a girl; a relative of mine who was defiled, the man was arrested and taken to court, and the State Attorney was harsh and rude, court sessions started well but eventually ended prematurely. The man was released and ran to Congo. The girl got pregnant and has

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[51] Land grabbing is understood as the illegal and opportunistic act of depriving someone of land rights.
[52] URN (2008) 400 Amuru Residents Petition against 'Land Grabbing' by the Army MP https://ugandaradionetwork.com/story/400-amuru-residents-petition-against-land-grabbing-by-army-mp
[53] Daily Monitor Publications, July 2013. The Madhvani quest for Amuru land http://www.monitor.co.ug/SpecialReports/The-Madhvani-quest-for-Amuru-land/688342-1932108-lqsmojz/index.html
[54] Byamugisha, F. F. K. (2013). Securing Africa's land for shared prosperity: A program to scale up reforms and investments. For the World Bank and Agence Françoise de Development.

given birth". (FGD, Nyayamo Village, Paminya Parish, Atego Sub County Nebbi District)

"My niece was defiled, we reported to Police, we ended up in court, the State Attorney asked for money which we did not have, there were no court sessions, the State Attorney told me to go back home with my niece. The suspected defiler was released". (FGD, Atego Sub County,Nebbi District).

With regard to the health sector, there were complaints of delay in serving patients at health centres, and bribery among others. It was reported in an **FGD at Atego Sub County**, Nebbi District that:

"Midwives at the maternity at Paminya HC III don't care so much about patients, they do what they please, they delay to attend to pregnant mothers at the health centre and when you deliver on the floor they charge you a fee".

Further there were reports of corruption in local markets particularly concerning charging extra –illegal market dues, and double payments by and to those managing markets respectively. For example, community members noted that:

"At the market, the market dues are too high, if things being bought they over charge, they disturb people, from 1,000= shillings to 2,500 or 3,000= shillings". –(FGD, Lelanga Village, Nyaravur Sub County Nebbi District).

"In the past it used to be managed by Sub counties, which was okay, now everything is spoilt, some markets have disintegrated and not functioning. I took 20 fish for sale at the market, they charged me 12,000= shillings, yet the total money I would earn is 17,000= shillings, it's like I have taken it for them. These days few people are selling". –(FGD, Lelanga Village, Nyaravur Sub County Nebbi District).

4.5   Perceptions of rights holders on Corruption
This section explores the perceptions and attitudes towards corruption among citizens in selected areas in Amuru and Nebbi and Ilala. The section shows how citizens define corruption, how widespread corruption is perceived to be, and the extent to which citizens morally approve of corruption.

4.6   Forms of Corruption identified by right's holders
The rights holders from the target areas of both in Uganda and Tanzania were asked to mention the different forms of corruption manifest in their communities. The findings from the study areas are shown in figure 1.

Figure 1: Forms of Corruption in the Community
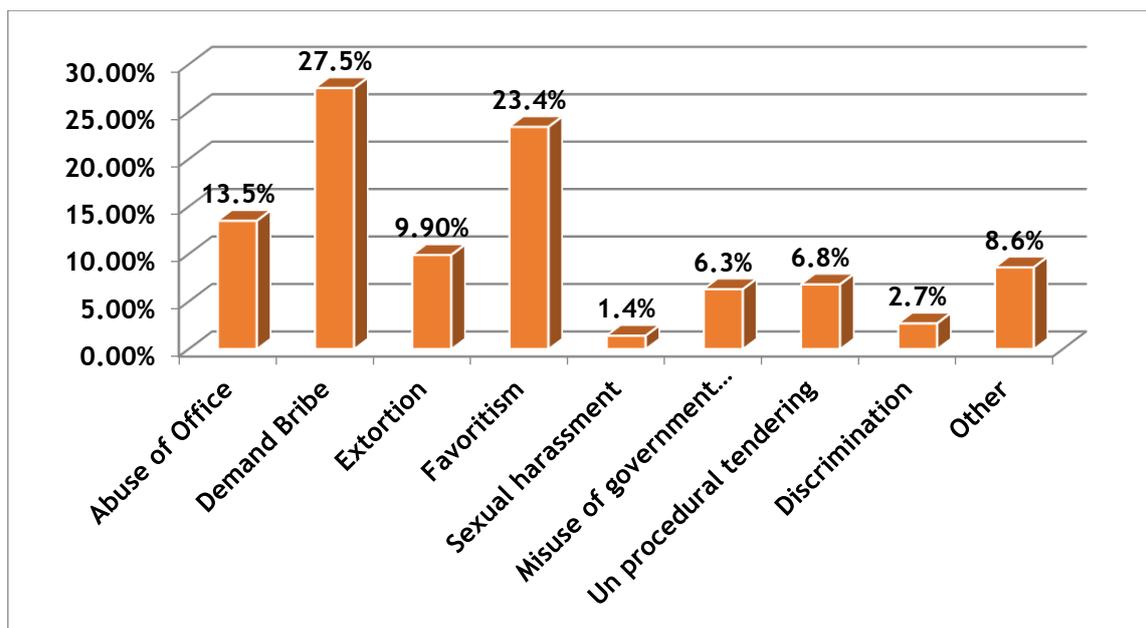
The forms of corruption that emerge from the study are behavior and actions that respondents in Amuru, Nebbi and Ilala regarded as corrupt practices among politicians and public servants of the Ugandan and Tanzania –primarily demand for bribes (27.5%), favouritism(23.4%) and abuse of Office (13.5%). The respondents' view of what is corrupt falls within the dominant definition: *"the misuse of public power for private gain"*

Further, findings from focus group discussions in Ilala revealed that corruption manifests in form of: poor service delivery, paying public officers for favors, paying school authorities to get vacancies for children, bribing health workers to be treated, paying facilitation fees to public officers, bribing police officers to conduct investigations and recruitment of relatives in public services among others. Voices from different places attest to the above. Thus; *"...there is always a lot of delay at health centres … the health workers are deliberately slow and are always asking forgifts/favors to give service…"* **(FGD, Msongola Trading Center, Ilala)**

"We have always paid faying for placement for children in schools here especially when your child has not performed well". (FGD, Msongola Trading Center, Ilala)

"Usually when you come to the local leaders requesting for a letter or recommendation, they can ask you for money. This is supposed to be a free service. Why do they charge us?"

"When there are long queues at service delivery points, we pay to jump those queues and be served quickly. People pay to jump these queues in hospitals…"

"Most times when you report a case to police, the police always ask for money all the time to investigate people's cases. If you don't pay there will

be no interest or investigation of your case" (FGD for School management committee – Nzasa).

"Corruption can cause delay in service delivery, denying access to service to some people. My wife almost lost her life at the hospital because I had no money to give to the doctor to work on her quickly in the hospital" so it can lead to death". (FGD, School management committee – Nzasa).

"Here in the municipality, some officials can over budget for an activity well knowing that there will be a balance which they shall retain for themselves"- Economist Ilala Municipality

"Many teachers are paying bribes to lobby their placement in urban areas" - Education Academic Officer Ilala Municipal council

"Here in Nzasa corruption is common in the roads section. Roads are approved, budgets pass but we do not see any road being constructed. As you can see, the road to this place is in a sorry state. Now big trucks cannot go into the communities to goods to the market" – (LujumbeWaNzasa Ward)

These findings resonate with another study which noted that petty corruption[55] involving routine 'extra' payments for services to low- and medium-level officials is pervasive and largely expected in Uganda.[56]According to a corruption perception survey conducted by Uganda's Inspectorate of Government in 2008,[57] there was no regional difference between north and south with respect to the perceived prevalence of petty corruption.[58]

The quantitative findings were further disaggregated according to areas of study as indicated in Table 6.

Table 5: Forms of Corruption per study Area

Form of Corruption	Area of Study		
	Nebbi	Amuru	Ilala
Abuse of Office	10.2%	8.3%	0.6%
Demand Bribe	8.3%	20.4%	10.2%
Extortion	8.9%	5.1%	0.0%
Favouritism	20.4%	12.1%	0.6%

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[55]Petty corruption will here be used to signify corruption at local level encountered by respondents, while grand corruption will imply corruption on a grand scale taking place at national level and including central decision makers and politicians.

[56]Bukuluki, Paul. "'When I Steal, it is for the Benefit of Me and You': Is Collectivism Engendering Corruption in Uganda?" International Letters of Social and Humanistic Sciences 5 (2013): 27–44.

[57]The Inspectorate of Government (IG) is an independent institution charged with the responsibility of eliminating corruption, and abuse of authority and of public office. Its powers and mandate are enshrined in the Ugandan constitution. See its website: http://www.igg.go.ug/

[58]The Inspecgorate of Government (2008).

Form of Corruption	Area of Study		
Sexual harassment	0.6%	0.0%	1.3%
Misuse of government resources	5.7%	2.5%	0.6%
Un procedural procurement	1.3%	0.0%	8.3%
Discrimination	1.9%	1.9%	0.0%
Other	43.3%	30.6%	26.1%

Source: Field Data, April 2017

According to findings in table 5, Amuru District (in Uganda) had the highest demand for bribes among the three areas of study whereas Nebbi District was mainly characterized by favouritism. This favouristsm is mainly among public officers who give favours to the people they have an acquaintance with to the disadvantage of others.

Box 6: How does corruption manifest in your community?

Corruption manifests itself in several ways, for instance in the health sector, there is the issue of absenteeism of health workers and late coming. The health workers are paid at the end of the month in full and so by them absconding duty and or reporting late, they will be cheating the government. Another example is theft of drugs. Just recently, cold chain management officer was convicted of theft of drug and banned for 10years.

In the education department, there are also issues of absenteeism and late coming, there are issues like mismanagement of UPE and SFG funds. We have also discovered issues of head teachers duping illiterate chairpersons of SMC to sign postdated cheques which they use to withdraw money from the bank at will.

In the road sector, there are issues of road gangs delaying in their work and the hiring process of the equipment for road maintenance work. The equipment is hired out for private use without proper guideline and therefore public work is delayed.

In the agricultural sector, there are issues of late supply of seeds and seedlings, extension staff not giving advisory services to the community and middle men dictating the price of commodity.

In the Justice Law and Order Sector, there are issues of police asking for fuel from complainants so that they effect arrests and conduct investigations. There are cases of prosecution process taking too long and cases being adjourned.[59] Unscrupulous people soliciting for money from court premises. -

KII-Interview with Hon. Michael Lakony, Chairperson LCV, Amuru District

4.7   Offering bribes

Respondents in the study areas were also asked whether they have ever given bribes in the last 12 months. The finds about those that had offered or not offered bribes to civil servants are indicated in figure 2.

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[59]Though legally acceptable, there are reports these procedures are used by Judicial Officers to frustrate complaints so that they can lose interest in their cases.

Figure 2: Offering Bribes
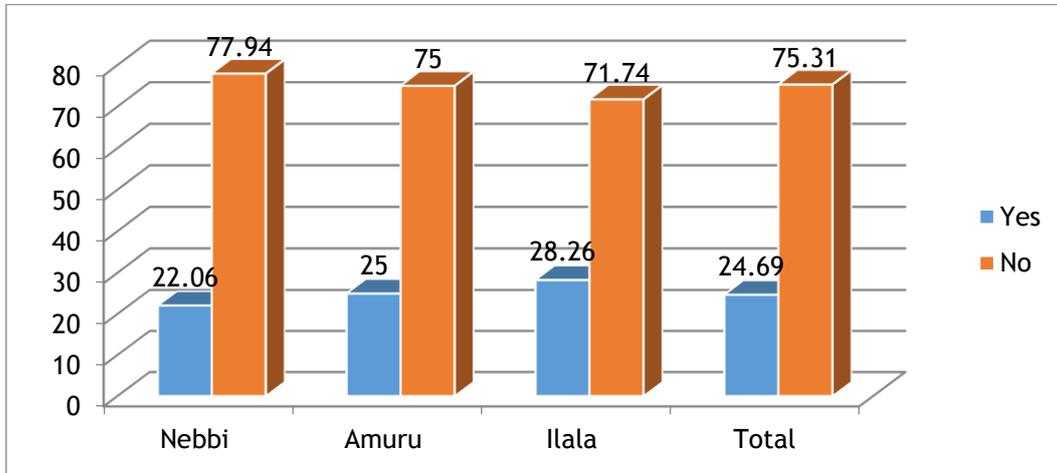
According to figure 2, the findings show that an average of 24.7% is inclined to offer bribes to get a required service in their local area. The majority of those who offered bribes were from Ilala represented by 28.3%. On the other hand, Nebbi District, with 77.7% had the highest number of those who had not offered any bribe in the last 12 months. From the key informant interviews, respondents indicated that offering or taking bribes is another form corruption existent in their communities. For instance:

"…Through soliciting for bribes to be served. For example, in our municipality there is a tendency to get bribes to pass or approve deals, procurements and lobby approval of some decisions" -**(Mayor, Ilala Municipality)**

4.7.1 Offering Bribes by Age
The respondents that had offered bribes were categorized according to different age brackets. The findings are shown in figure 3 below.

Figure 3: Offering bribes by Age
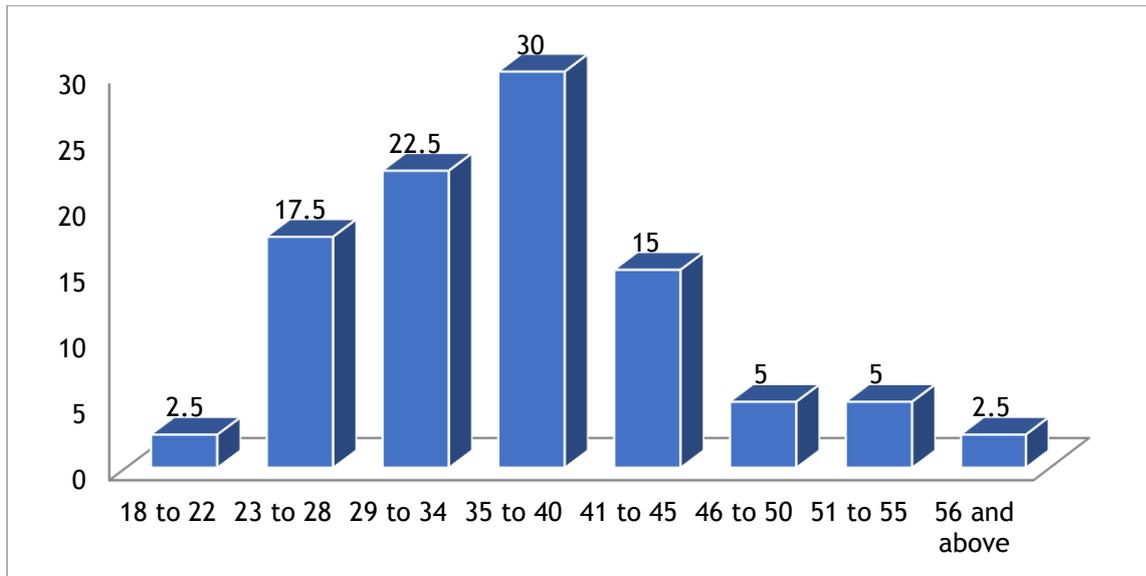
According to figure 3, majority of those who offered bribes were within the age groups of 35-40 representing 30% of the respondents in that age bracket. These were followed by 29-34 and 23-28 age brackets with 22.5% and 17 % of the respondents in these age groups offering bribes respectively. The age categories with the least propensity to offer bribes were those aged 22 and below and 56 and above.

4.7.2 Offering Bribes by Level of Education

Further, from respondents who had offered bribes within the last 12 months from the time of the study was further disaggregated according to the level of education of rights' holders as shown in figure 4.

Figure 4: Offering Bribes by Level of Education
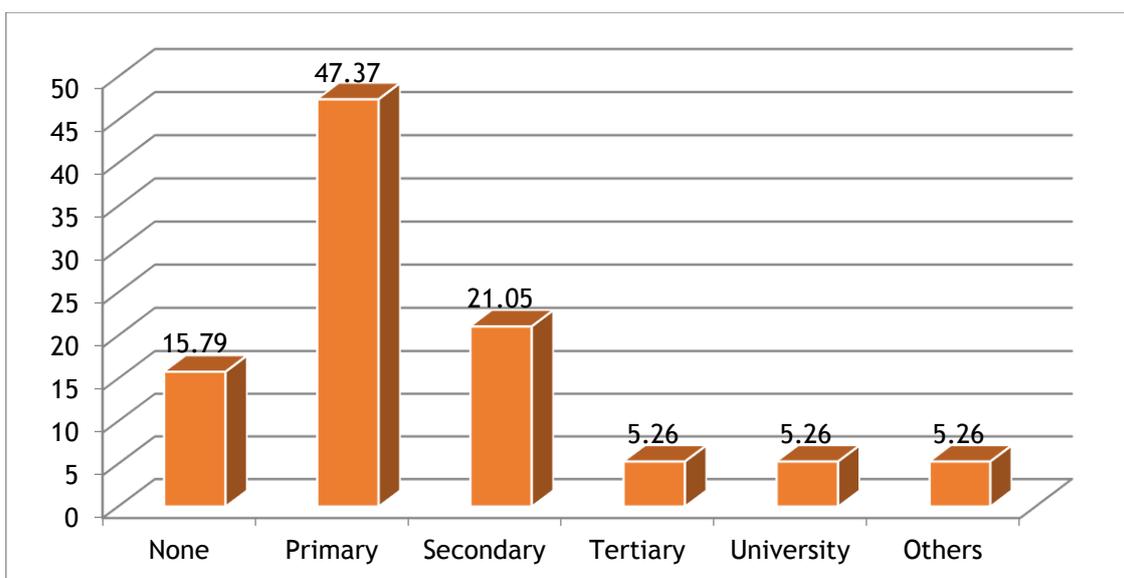
It is evident from figure 4, that majority of those who offered bribes had completed primary education accounting for 47.4%. Probably, this can be explained by the occupation and area of residence where these respondents were drawn. Most of these were a rural folk.

4.7.3   Offering bribes by Occupation

Data on the occupation of the respondents from Amuru, Nebbi and Ilala were compiled in order to further understand the demographic characteristics of those who had offered bribes in the last 12 months. Figure 5 shows the details of the findings.

Figure 5: Offering Bribes by Occupation
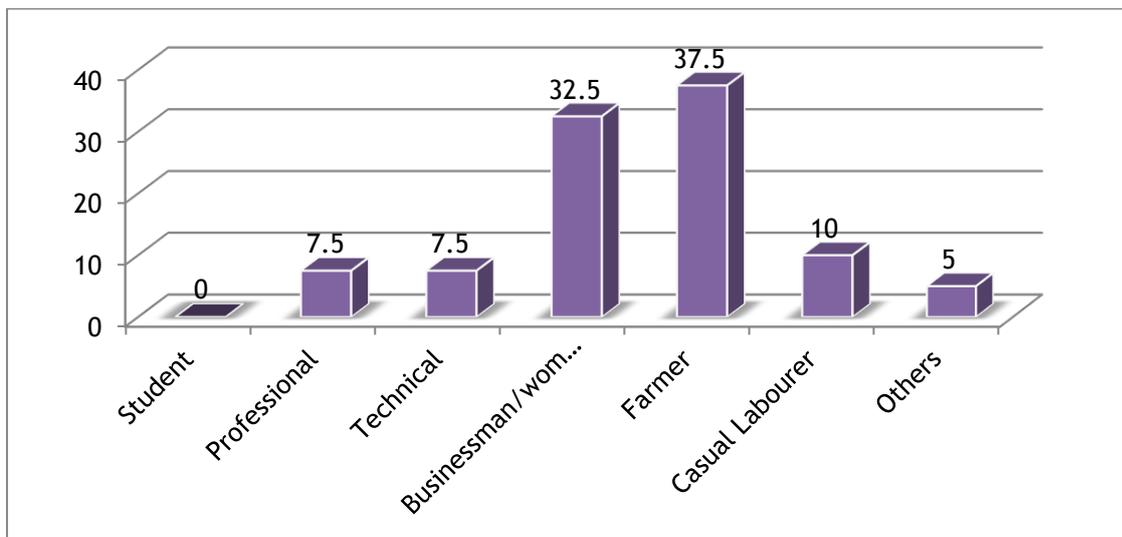
According to figure 5, majority of the respondents who had offered bribes were farmers (37.5%), closely followed by businesspersons (32.5%). It is important to note that there was no student who had offered any bribe. The list however includes professionals, technical service providers and casual labourers. These findings suggest that some interventions to address corruption should target the local ordinary persons involving in farming and local businesses.

4.7.4   Frequency of Offering Bribes

Further, respondents were asked to mention the number of times they had given bribes to access a service. Figure 6 shows the details of results.

Figure 6: Frequency of Bribes
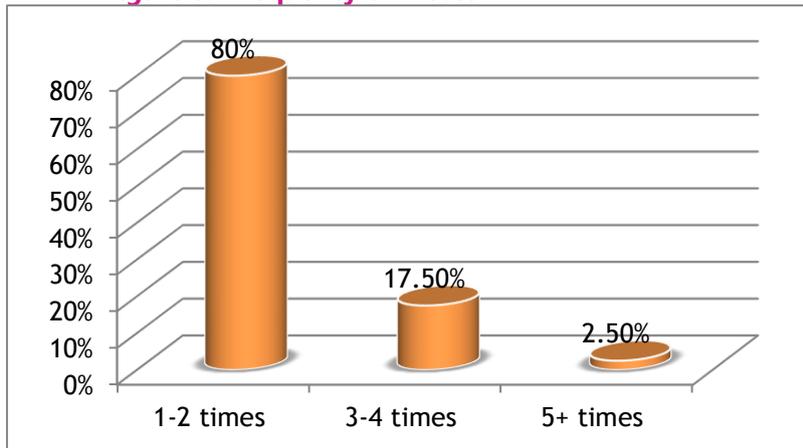
According to the findings shown in figure 6, 80% of the respondents had offered bribes once or twice while those that offered bribes 3-5 times were 17.5%. A paltry 2.5% had offered bribes five times and above.

4.7.5 Frequency of Offering Bribes by Gender

Respondents were asked to reveal how many times they had offered bribes to access a public service in the last 12 months preceding the study. Figure 7 shows the findings disaggregated according to gender.

Figure 7: Frequency of offering bribes by gender
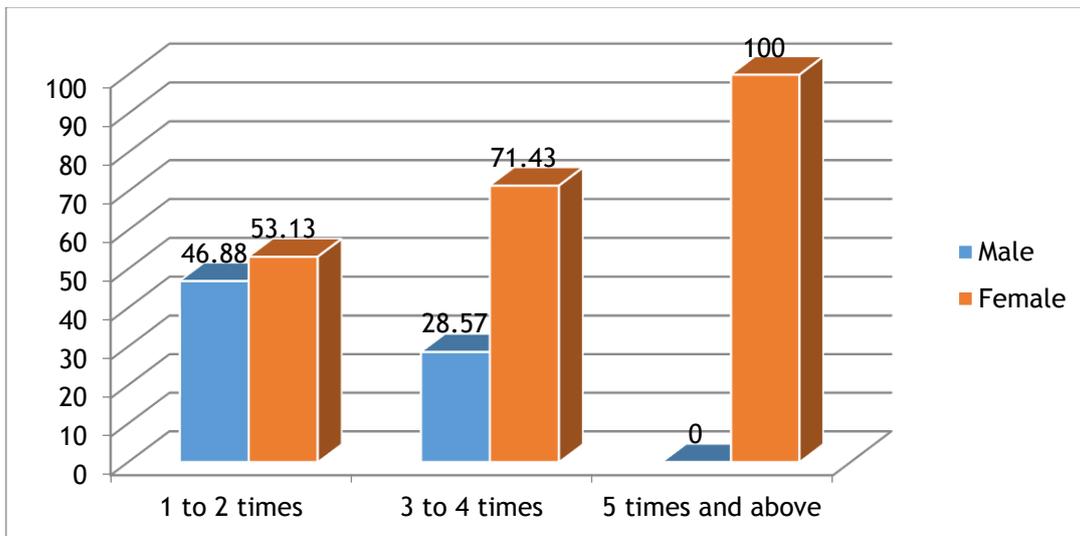
According to figure 7, women come out as the majority in giving bribes. Most of the respondents in FGDs reported being asked to pay a bribe. This seems to resonate with most of the responses from Focus Group Discussions conducted in Ilala Municipality. In one of FGDs in Ilala, one of the participants said:

*"Corruption is getting worse and worse every day. Those of us who are poor are affected most. You want medical treatment, you have to pay. You seek justice, you have to pay police. If you want a job in public service, you have to pay. Now if your child can't get a job and you have spent money educating her, what will you do?"- **FGD Participant, Nzasa**.*

4.7.6   Nature of Bribes given

Furthermore, respondents were asked about the nature of the bribes that they give. Figure 8 presents the results.

Figure 8: Nature of Bribes Given
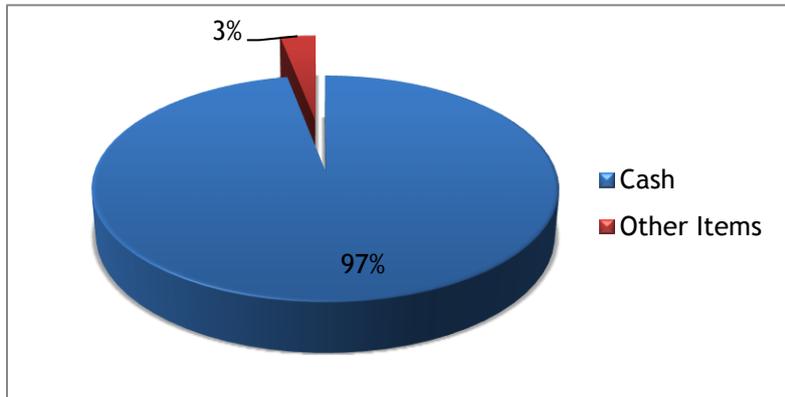
As per figure 8, majority of bribes given in Amuru, Nebbi and Ilala are in form of cash as shown by 97% of the respondents who had paid bribes in the last 12 months preceding the study.

4.7.7   Reason for giving a bribe

More so, the respondents who had paid bribes were further asked to disclose the motivation for giving bribes. The details are captured in figure 9.

Figure 9: Reason for giving a bribe
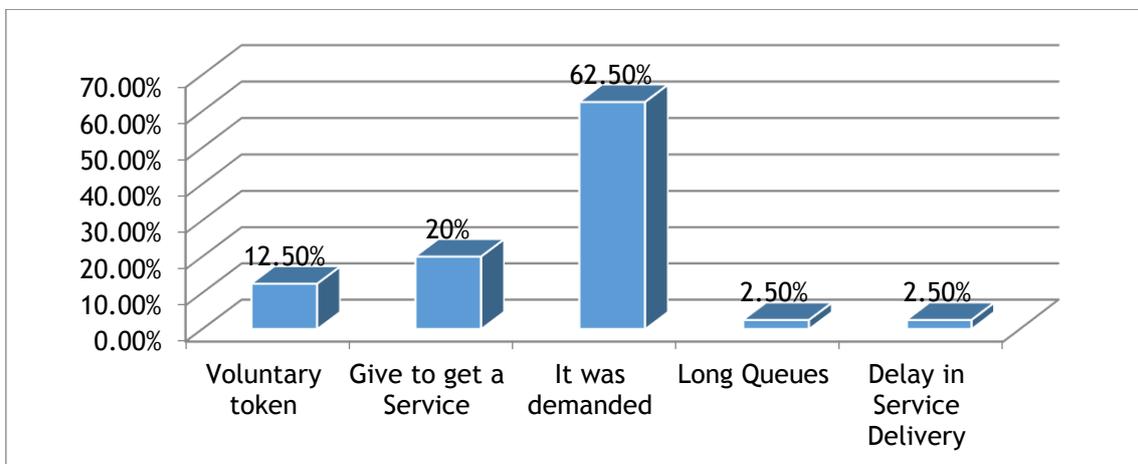
Figure nine shows that 62.5 % of gave bribes because the service providers demanded for them. These findings reveal that demand for bribes by service providers is the biggest motivation for giving bribes. Therefore, efforts /interventions should be geared towards addressing "demand for bribes" by service providers. There is need to ensure that community members understand their rights and obligations as well as roles and responsibilities in the fight against corruption. It is also important to ensure that officers in service delivery units find it costly or difficult to ask for bribes by ensuring transparency and accountability in the delivery of these services, key above all should enforcing the laws against corruption

4.7.8   Service paid a bribe for

In order to further understand the nature of corruption in the study areas, rights' holders were asked to mention the services they paid bribes for. Figure 10 presents findings.

Figure 10: Service Rights' Holder paid a bribe for
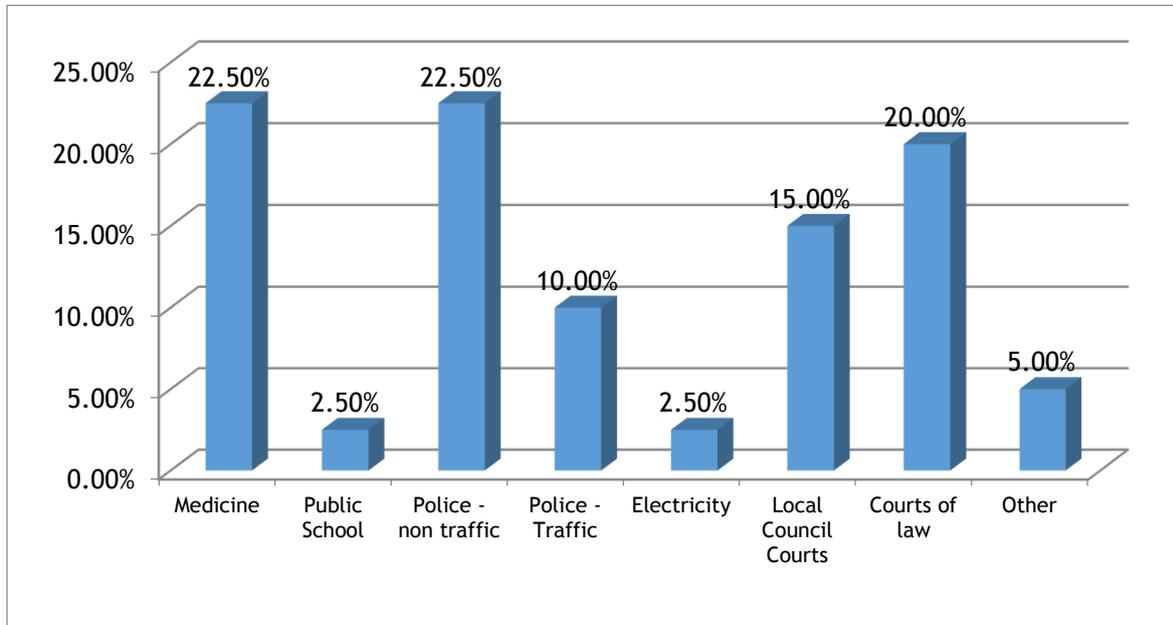
The services that people in Ilala, Amuru and Nebbi have paid bribes for were mainly Medicines in health facilities (22.5%) and non-traffic police (22.5%) and courts of law.   These findings therefore imply that anti-corruption interventions in these sectors are paramount. These findings are further reinforced by feedback from Focus Group Discussions across the study area. For example, the participants revealed that they had paid bribes at health centres in order to be served; teachers had paid bribes to administrators not to be transferred to rural areas or to stay in the current areas of deployment.

With regard to bribery in the health sector for example, clients pay bribes in order to access a service. In Ilala Municipality, it was reported that:

> *"…I was going to give birth at the health center but the line of mothers due for theater was very long. The nurse advised me to give her 50,000 tz shillings so that she talks to the surgeon on my behalf and he takes me to theatre faster. My husband gave her the money and shortly after I was told that I would be going to the theater in an hours' time… I left other women waiting…."*

Some leaders in Ilala, Gongolamboto ward also reported that:

> *"Corruption is common in our community. It manifests through asking bribes to be given a service such as paying a doctor to work on your patient faster"*

An education officer at Ilala Municipal council also shared the same opinion. And reported thus:

"Many teachers are paying bribes to lobby their placement in urban areas. others pay bribes so that they are not transferred from their current places of deployment".

4.8   Reporting after giving a Bribe

In order to establish the communities' consciousness to fight corruption, the respondents who had paid bribes were further asked whether they reported anywhere after giving bribes. Findings are shown in figure 11.

Figure 11: Reporting After giving a Bribe
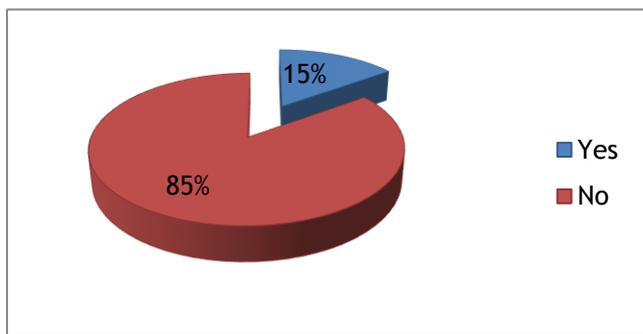
According to figure 11, results show that majority of the respondents who paid bribes (85%) did not report anywhere to ensure that those who received bribes are sanctioned or given reprisals.

4.8.1   Reason for not reporting

It has been noted that majority of the respondents who paid bribes in figure 11 did not report to any authority within their community. The study further endeavored to establish why such a significant proportion of the study population chose not to report individuals who had been paid bribes. Figure 12 shows the findings.

Figure 12: Reason for not reporting after giving a bribe
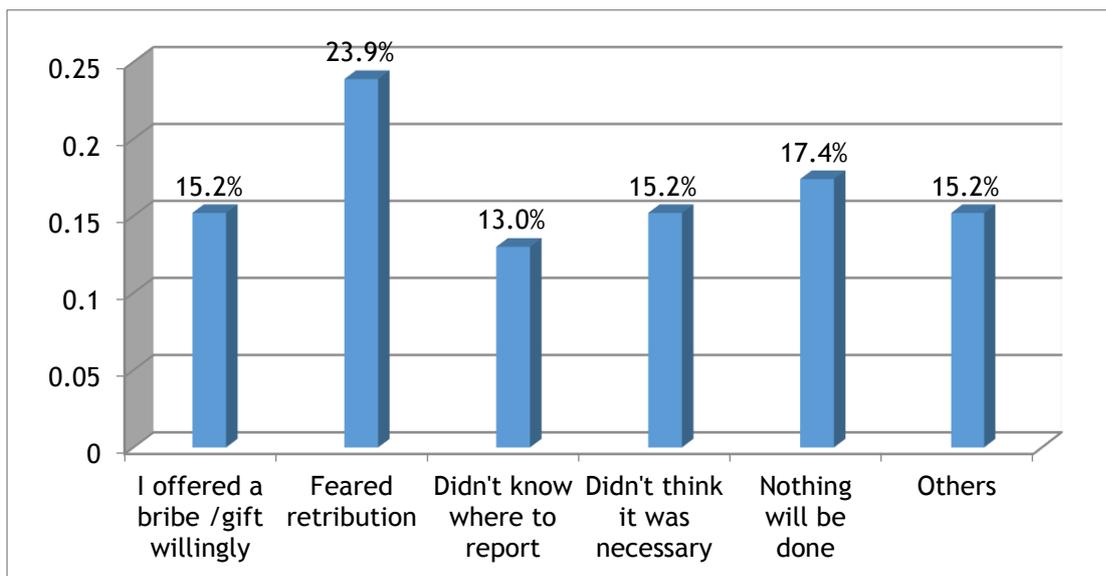
According to figure 12, 23.9% of those who paid bribes did not report to any authority due to fear of retribution, other reasons for not reporting bribery included: belief that nothing will be done (17.4%); thinking that it was not necessary (probably they didn't see nothing wrong)-15.2%; 15% offered bribe willingly and others did not know where to report (13%).

These findings imply that anti-corruption interventions should not only stop at legislating for protection of witnesses and whistleblowers but put in place motivations for whistleblowing and reporting corrupt practices. This is against the background that majority (23.9%) of those who paid bribes could not report because they feared vengeance from those they paid bribes. There is also need to emphasize enforcement of the Whistleblowers Protection Acts which require that the identity of whistleblower is not known. Thus, there is need to ensure that the public trusts the reporting mechanisms to guarantee their anonymity. Also, there is need to systematically share information with the public about what measures have been taken about the reported corruption cases. Creating synergies between national governments and CSOs in disseminating this information would be a step in the right direction. This will raise the morale of those who feel that reporting corrupt practices won't salvage anything. This therefore would require collaboration of non-state local actors with public institutions to effectively share information. These findings also beg for awareness creation among the members of the community about their rights, roles, responsibilities, and responsibilities of public officers and the dangers of corruption at the local level. This will raise the level of consciousness of the local folk about corruption and what they should do at a personal level to fight it.

Box 7: Manifestation of Corruption in Health and Education in Amuru District

There are so many ways that corruption can manifest itself. In the health sector for instance; we have two types of drugs; the essential and emergency drugs. Drugs don't go to health center IIs but HCIII and HCIVs. In many cases, the drugs that are meant for HCIIs are diverted. Just last week, a consignment of drugs containing 16 boxes of coartem and 35 boxes of RDT strips meant for VHT outreach activities at Otici HCII got lost. We have had cases of selling of drugs by staff at HCs. Staff at health centers connive with drug inspectors to sell drugs. We discovered that one drug inspector at the district was paid about one million shillings to hide the information.

Another case of corruption is the misuse of PHC fund. At Kaladima HCIII in Lamogi Sub-county, we discovered that the In-charge connived with the Sub-county chief to embezzle PHC fund and subsequently, PHC fund for quarter 2 and 3. There are also cases of absenteeism of staff. The Public Service Standing orders require that if a staff misses duty for 15 times, that staff shouldn't be paid but here, the members of staff are being paid even when they miss work which is absolute corruption[60]

In the education sector, there is a tendency by the schools to levy extra charges on parents like in Pabbo P7 Primary School; Parents are charged UGX 7000 while Amuru-Lamogi Primary school charges UGX 15,000 which is against the UPE policy. Those fees

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[60]It should be noted that absenteeism is at times caused by some staff going for training, or workshops.

are levied on parents with the promise that 4 sets of exams are administered to the pupils in a term but in actual sense only two sets are done by the pupils.

Amuru has lost 24 million shillings in 5 schools. In AmuruLamogi P7 the Chairman SMC and Head teacher connived to withdraw 6, 200, 000 shillings meant for sports contribution. In the education department, 25million shillings remain unaccounted for. Whereas accountability document shows that the money was spent on vehicle maintenance, the vehicle is still grounded.
Source: Interview with Secretary Education & Health, Amuru District April, 2017

4.9 Corrupt Practices among Non-state Actors

A review of forensic audit reports from Stromme Foundation's local partners in Uganda, Kenya and Tanzania revealed a number of corrupt practices that impede effective implementation of programmes and deny target beneficiaries of their intended benefit from project activities. The forensic audit reports were conducted between October and December 2016. The issues that emerged include among others:

4.91. Financial Mismanagement and Fraud.

- In one of the partners supported by Stromme Foundation in Kenya, Ksh 53,000 was embezzled, the forensic audit established. There were forged receipts where Ksh. 53,000 was embezzled and efforts were made to cover it through forged receipt numbers purportedly issued by service providers;
- Undisclosed conflict of interest and insider trading. This involved the District Coordinator in Nairobi a local partner who was closely associated with a transport company that regularly provided transport services to the local partner;
- Under declared conflict of interest where there was false disclosure of conflict of interest with intent to defraud by staff of local partners in Uganda;
- Conspiracy to defraud where two staff owning businesses conduct business with organisations where they are serving as staff while they had made false declarations of conflict of interest;
- Overstated payments. Where there was variation between the reported payments and actual payments made;
- Forgeries of invoices and receipts from service providers;
- Forged attendance lists for various activities like meetings and workshops;
- Deliberate double invoicing and forgeries in fuel accountabilities where two motorcycles were filled with fuel on the same day but the fuel station invoiced on two separate occasions for the same fuel
- Excessive fuel consumption by two motorcycles.i.e. 2 project motorcycles got fuel beyond the capacity of their tanks;
- Lack of corresponding documents for expenditures made;
- Fraudulent accountabilities in which activities reported did not take place;
- Fraudulent payment to service providers especially hotels where non-implemented activities allegedly took place;
- Embezzlement through sham transactions. This where there was no evidence of approval of purchases and accountabilities were forged;

- Suspicious transactions. This is where accountabilities, voucher numbers, requisitions, and invoices could be defended;
- There were also accountabilities of transactions with no receipts provided;
- Fraudulent accountabilities through forgeries and deliberate misrepresentation of material facts with intent to defraud;
- Incomplete financial documents where payments had been made but no proper accountabilities were attached;
- Voucher control. There were payments of substantial amounts without regard to proper voucher numbering in the bushsoft accounting system;
- Poor accounting and recording systems. e.g. funds received from donors were not recognised in the cash book;
- Writing figures only in numbers without amount in words which creates room error;
- Unsigned quotations from service providers;
- Lack of acknowledgement of receipt of payments or cash sale receipts;
- Failure to pay statutory deductions of part payment of PAYE while payroll computations were accurately done;

4.9.2 Organisational Mismanagement.
- Lack of procurement policy in place – thus no guiding principles in procurement ;
- Volunteers were doing management functions like approving accountabilities;
- Disbursement of funds was being done unprofessionally without proper record of doing so. Money was being sent using M-Pesa to district coordinator's personal accounts.
- There were Terms of Reference got District Co-ordinators and volunteers;
- There were complaints of nepotism i.e. management was purportedly from one ethnic group;
- Ineffective Boards. The Boards of Trustees where found not to be fully functional. Minutes of boards were not signed, Board meetings were attended by non-members, there were expired staff contracts and thus staffs were operating illegally. Some organisations did not have a legally constituted board and funds were being spent on illegal board members with no official mandate.
- A local partner in Uganda had employed incompetent staff in the finance department
- A local partner in Uganda did not have segregation of duties for staff. For instance, the national coordinator would authorise, receive and spend cash he has authorised and prepares accountability which gives room for fraud.
- Some organisations lacked proper management which resulted in re-banking of funds that had originally been withdrawn to finance activities.

4.9.3 Budgetary Indiscipline.
- Sending money to districts without specific activities and sometimes being spent on unbudgeted for activities.

4.9.4 Vender Selection and Contract Management

- Vendor selection processes did not comply with procurement process and procedures in place;
- Some local partners did not have procurement committees to manage procurement process;
- There were service providers without physical addresses;
- Some service providers were non-existent;
- Vendors disowned receipts while others had copies that did not match what was provided on file for accountabilities;
- Supplies lacked delivery notes;
- There were no purchase orders issued in some cases;
- Venders charged varying prices for the same products;
- Venders acknowledging receipt of payment on cheques while others disowned the transactions when cash was purportedly paid to them

5. CAUSES OF CORRUPTION

This section explores the causes of corruption in Uganda and Tanzania. It also presents community perspectives on corruption and perceived impact of corruption on individuals and the community as whole.

5.1 Causes of Corruption in Tanzania

a) **The absence of transparency.** Where tasks and functions are conducted in secret and are not open to examination by other government officers or the public, the opportunity for corruption increases. Transparency is a prerequisite for democracy in which sovereignty is vested in the people and conduct of civil servant must be open to the examination.

b) **Range of discretion of the government officials, no system can exist unless one person or authority is used to some extent to make decisions.**
Such a person is said to have the power to exercise discretion. Corruption takes place in the government institutions where public officials, have great authority and can exercise discretion irrespective to interpretation and application of regulations.

c) **The absence of committed watch dog institutions**

The absence of internal and external institutions that investigate cases of corruption or that act on complaints related to corruption. Employees may take advantage of the fact that the chance of being caught doing something corrupt is remote. Even if the offenders are caught, the consequences would probably be minimal.

d) **Desire for an unfair advantage over others.**
Many officials are motivated to participate in corrupt behavior because of the inherently selfish desire to have an unfair advantage over their peers through bribery, extortion, embezzlement, nepotism, and other means. Corruption can help dishonest people go ahead while the public pays price. A corrupted politician may seek to sway people's opinions, actions, or decision, reduce fee collected, speed up government grants, or change outcomes of legal processes. Through corruption people seeking an unfair advantage may bribe the courts, Police, customs officers, and tax collectors. Corruption can also take place where there is excessive control and power monopoly. In these circumstances there is no a level playing field and decisions will always be made at the advantage of the group or person who dominates political arena. As a result ordinary citizen rights are lost and public resources are often plundered for personal gains of public officials. Poverty or scarcity of goods may also push people to live outside the law.

Other causes of corruption.

a) Erosion of integrity in public service due to abuse of power by individuals.
b) Lack of political will to tackle the scourge
c) Existence of excessive red tapes and ineffective regulatory framework
d) Absence of rule of law, extreme poverty and inequity.
e) Disconnect between traditional value and modernization.
f) Lack of exemplary ethical leadership.
g) Side lining citizens' participation in decision making.
h) - Unfair and undemocratic electoral system.
i) Lack of security of "tenure"
j) Unfettered economic liberalization and emergence of competitive conspicuous consumption.

5.2 Causes of Corruption in Uganda

There are many aspects of Ugandan society that enable corruption to exist and flourish.

a) Public beliefs and attitudes:

The public continues to admire and support those who accumulate wealth through corruption. People rarely question the source of such wealth or the loss of public services that result. In addition very deeply ingrained beliefs such as that corrupt people are intelligent or that corruption is an entitlement of political or tribal support are a serious barrier to building corruption resistance. While the demand for accountability is increasing due to the work of civil society organizations (CSOs) and anti-corruption agencies there is still a long way to go.

b) Ineffective accountability systems:

Considerable progress has been made in Uganda in developing core skills in accountancy, auditing, and economics and computer technology. The issue of accountability in Uganda now is focused primarily on: adherence to established regulations and legal requirements; inadequate political and administrative oversight; political decisions that fail to take account of available resources; willingness to hold those who are responsible for loss of public funds fully accountable; corrupt practices that adjust to and manipulate new accountability systems as they arise. It is a challenge to ensure that laws and regulations are adhered to and the NACS must seek ways to enhance compliance.

c) Lack of political leadership and accountability:

Corruption and limited accountability is evident at all levels of the political establishment e.g. in matters of public procurement; interference in recruitment and promotions; exercising undue influence; bribery; misuse of funds; buying votes; forging academic papers etc. This has an impact way beyond the individual event and creates a public acquiescence to corruption as being a part of normal or accepted behavior and to be copied. The overlapping roles, misunderstandings and direct interference that too often

characterize the relationship between Accounting Officers and their political masters require clarification. This reality of "low standards in high places" in Uganda is a fundamental issue to be addressed, primarily by the political system.

d) Moral decay in public service:

Issues of low pay and poor conditions have a direct relevance to corruption. Low paid public servants who are in a position to withhold a service or extract bribes will often do so to gain additional income. Indeed the National Integrity Survey of 2003 recorded that the public displayed understanding and acceptance of this situation. At the same time, it is also clear that increasing salaries, however justified, will not of itself remove corruption. It is in this context that the overall reform of the public service systems, including pay reform, reorientation towards greater productivity, providing quality services and ensuring accountability and value for money are central in ensuring a more effective public service and reducing opportunities for corruption.

e) Limited capacity of anti-corruption agencies and the judicial system:

The anti-corruption agencies face significant issues of capacity and resources. In all cases the limited financial and human resources and organizational capacity pose major challenges for the agencies in tackling complex corruption cases. Gathering of evidence and securing the cooperation of witnesses presents technical as well as resource constraints and challenges. The situation is made considerably difficult by the weakness in the operation of the judicial system which means that cases are delayed for prolonged periods and regularly adjourned.

f) The conduct of leaders

Top administrators and politicians live lavish and ostentatious lifestyles. Transformations in lifestyle and accumulations of material wealth in Uganda have usually been drastic, often arousing public suspicion. This unprecedented show of wealth, and the indulgence in questionable deals, has spill-over effects, since 'leaders, by definition, play a large role in shaping public opinion and societal behavior.[61] Therefore the corruption of leaders tends to affect the trust, loyalty, and personal integrity of their followers.[62] Moreover, if behaviour is condoned and encouraged by leaders in one ministry or corporation without hindrance, it is certain to spread to other organizations as well. This is what has been happening in Uganda.

g) Lack of enforcement and implementation capacity

While regulatory complexity allows wide scope for rent-seeking and extraction, the capacity to combat misdemeanor and enforce rules and regulations is seriously limited. The government agencies in charge of administration and law and order are overburdened, inadequately staffed,

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[61]Stephen 0. A. Ouma (1991). Corruption in Public Policy and Its Impact on Development: The Case of Uganda Since 1979. Public Administration and Development, Vol. 11,473490 (1991)

[62]Werner, S. B. (1983). 'New directions in the study of administrative corruption', *Public Administration Review, 43,* 146154.

and often poorly equipped. Thus, implementing complex rules and policies, as well as catching and punishing rule-breakers, is a massive challenge.

5.3 Community perspectives on causes of Corruption

Various stakeholders in Amuru, Nebbi and Ilala were asked about the causes of corruption. This elicited various causes of corruption from their perspective including the following:

a) Lack of functional systems to detect and check corruption.

Some respondents noted that the systems in government are not air-tight to be able to detect or even check corruption. In Amuru District for instance, the District LCV Chairperson revealed that:

"….I think the major cause of corruption is that there is lack of a system to check corruption. The existing structures and systems are dysfunctional. There is also the case of illiteracy amongst the population. The people especially in a rural district like ours are too illiterate to and lack the requisite experience to stand up and fight corruption. Another issue is the high rate of poverty in the country. People now resort to corruption to make ends meet".

b) Other stakeholders attributed corruption to high rates of ignorance and illiteracy among members of the community.

Ignorance was mainly in reference in their entitlements and minimum service delivery standards. In line with this one of the Key informants revealed that:

"… Corruption is majorly caused by the high rate of illiteracy among the community members. Nobody bothers to follow up on public expenditures because they don't understand. Another cause is the high rate of poverty in the country even among the employed. People want to live at a high level. I think monitoring also exposes corruption. Sometimes, what we find out during monitoring does not correspond to what is on paper. The technocrats paint a rosy picture on paper but when on the ground the actual thing is different".-Chairperson LCIII Lamogi Sub-county

c) Further, higher expectation of community members from public officers was noted to be among the key drivers of corruption.

It was noted that members of the community especially close family and relatives usually make huge demands to public officers in form school fees , contributions for social functions like burials and weddings, and taking care of medical bills among other things. This therefore pushes public officers to acquire money through all means possible including being corrupted. This is worsened by competition in accumulating wealth among public officers. For instance in Amuru district it was noted that:

"Another issue is high competition among the people. A classroom teacher who toils everyday looks at a Sub-county Security Officer -GISO who he assumes does not do much work but at the end of the month takes home a

higher salary......how is this competition?? The above does not support the assertion on "competition"

> d) **It was also noted that in Uganda the lengthy legal procedures have become drivers to corruption.**

Members of the community noted that the courts of Law continuously adjourn or postpone hearing of cases which causes fatigue among complainants. Such adjournments were believed to induce corrupt tendencies especially among members of the public. In Nebbi District, there were reports of such frequent adjournments of cases where respondents reiterated that:

"There were also reports of deliberate postponement of hearings in courts. *They keep on postponing hearings of cases; come this month; we don't understand; yet we don't have money to keep moving in and out of court. Isn't this corruption?"* **(FGD, Atego Sub County, Nebbi District).**

5.4   Perception on the Level of Corruption compared to a year ago
The rights' holders where asked to give their opinions on the level of corruption in their communities. Figure 13 presents findings on the perceptions of the community on the level of corruption in their communities.

Figure 13: Perception of Current Level of Corruption in Comparison to 12 Months ago
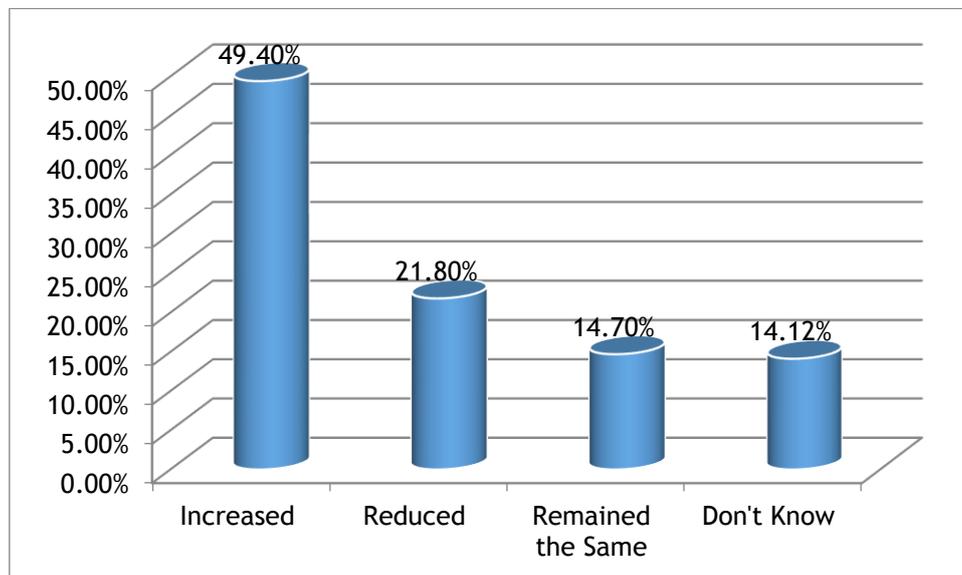
Accordingly, figure 13 shows that majority of the respondents (49.5%) hold the opinion that corruption has increased in the last 12 months preceding to the study. In addition, 21.8% and 14.7% perceived corruption to have reduced and remained the same respectively.

5.5   Perception of the level of corruption by Area of Study
The data on community perception on the level of corruption was disaggregated according to different areas of study in order to establish if

there were in significant variations in terms of the perceptions held. These findings are presented in figure 13.

Figure 13: Perception Level of Corruption by Area of Study
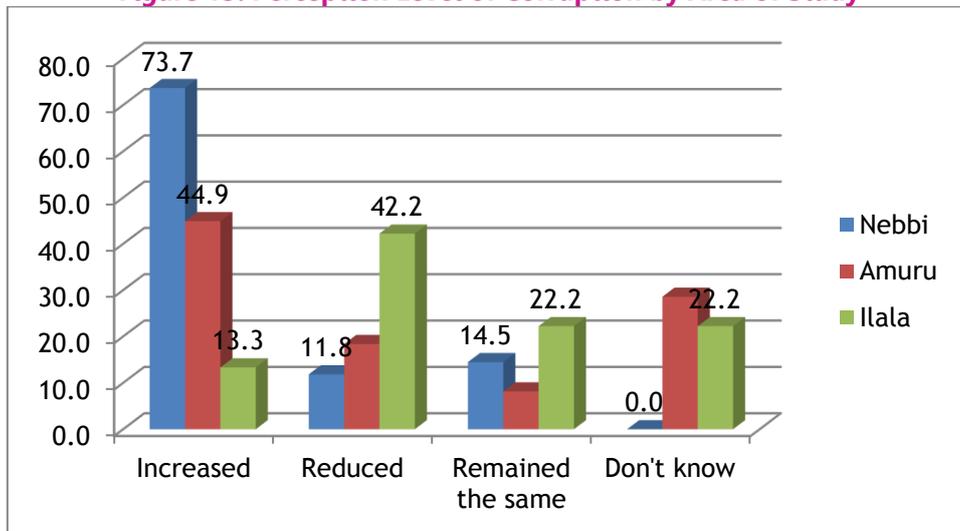
The findings indicate that in Nebbi and Amuru districts, the community holds the perception that corruption has increased in the last 12 months preceding the study as indicated by 73.7% and 44.9% respectively. On the other hand, however, a significant proportion of the respondents (42.2%) from Ilala perceive that the level of corruption in their community has reduced.

5.6   Level of Pressure on individuals to engage in Corruption

The respondents were asked about the amount pressure they experience to get involved in corruption. Figure 14 therefore presents findings on the level of pressure on respondents to engage in corruption.

Figure 14: Level of Pressure to get involved in Corruption
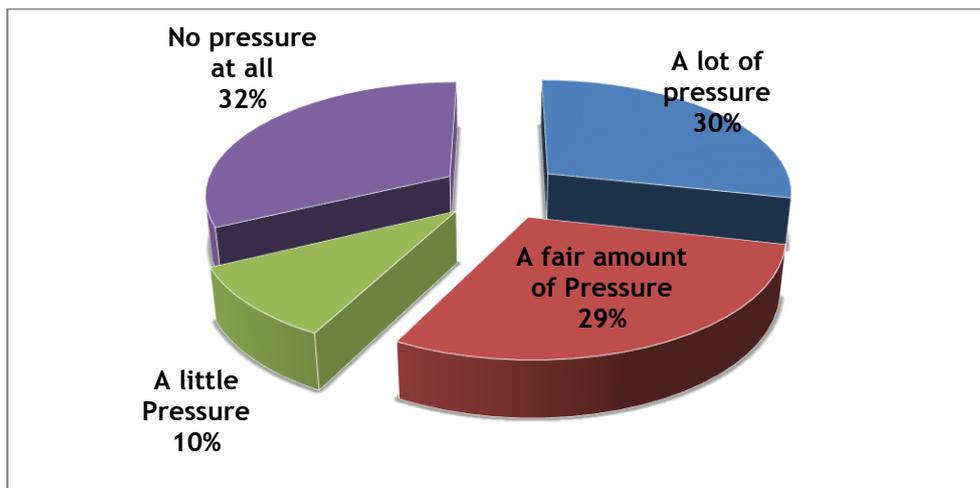
Figure 14 shows 68% of the respondents were under pressure to get involved in corruption while 32% reported to be experiencing no pressure at all. This therefore implies that interventions should target prevention of involvement in corruption by the members of the community.

5.7   Initialization of Bribery

The respondents were further asked about who initiates bribery in their interactions with service providers. Figure 15 presents the findings.

Figure 15: Initiating Bribery
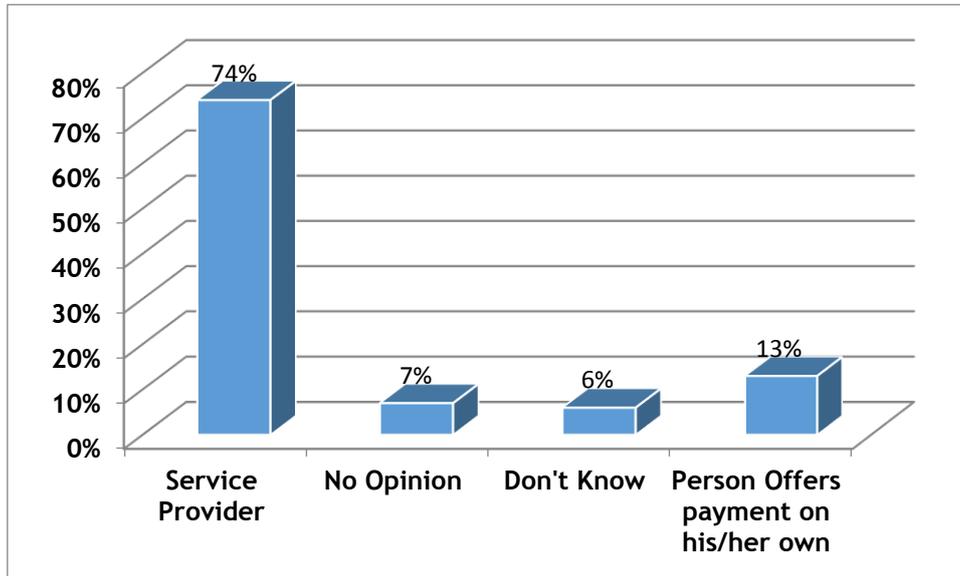
According to figure 16, majority of the respondents (74%) indicated that service providers initiate bribery. It was reported that the service providers usually ask for bribes before they are offered by clients. It was paltry 13% that reported to offer payment on their own. It was also noted that service providers deliberately delay to serve their clients so that clients can offer bribes on their own without being asked.   These findings suggest that interventions should focus on ensuring that service providers serve their clients in a timely manner.

5.8   Action that can be taken in case of delayed service delivery

In addition, respondents were asked whether they were knowledgeable about actions to take in case of delay in delivery of services. Figure 16 shows the results.

Figure 16: Action taken by Rights Holders In case of Delay in Service Delivery
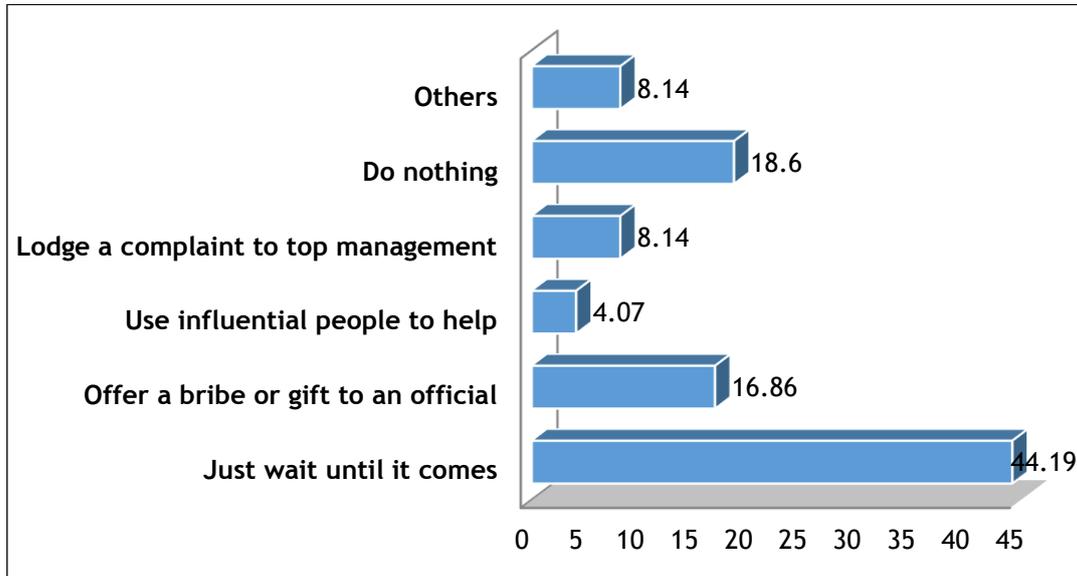
Findings in figure 16 show that a majority 44.2% did not know what action to take in case of delay in the delivery of services. They stated that they would just wait until they are served. In addition, 18.4% reported that they would do nothing at all. Also, 16.9% reported that in case of a delay in the delivery of services, they would offer bribes to the service providers so as to get served quickly. These findings speak to the need for creating awareness among members of the community about the actions to take in case of unnecessary delays to provide services.

5.9   Reporting after giving a Bribe
Further, the respondents were asked about reporting to authorities after giving bribes to service providers. Particularly, they were asked whether they reported or not after giving a bribe. Figure 17 shows the findings.

Figure 17: Reporting Bribery
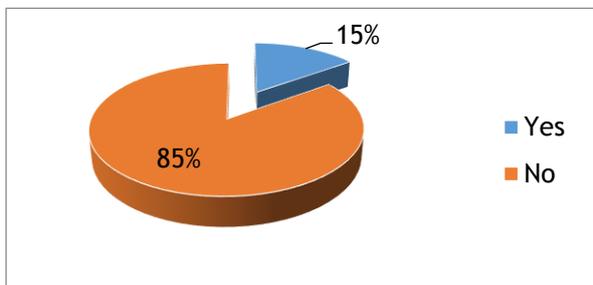
According to figure 18, 85% of the respondent revealed that they would not report to authorities after offering a bribe to public officers or service providers. With such a finding, it is paramount for intervention to educate the community on the need to report cases of bribery or soliciting for bribes in both in public and private sector.

5.9.1   Reason for not reporting
Further, the respondents were asked to share the reasons for not reporting cases of bribery. The responses are shown in figure 18.

Figure 18: Reasons for Failure to Report Bribery
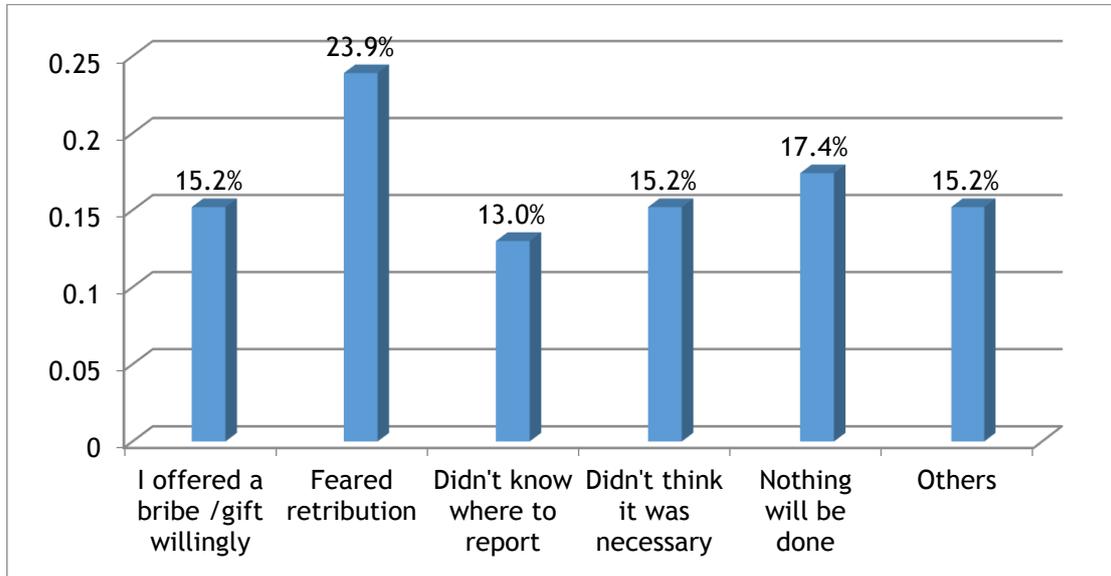
The findings as shown in figure 18 show that a significant proportion (23.9%) do not report because they fear retribution from those they give bribes. Another 17.4% do not bother to report because they think that nothing will be done after. The findings also revealed that 15.2% did not know where to report while another 15.2% did not report because they offered the bribe willingly.

5.10   Willingness to fight Corruption

With regard to willingness to fight corruption, the respondents were asked whether they would take any action or not if corruption directly affected them. Figure 19 shows the results.

Figure 19: Willingness to Fight Corruption
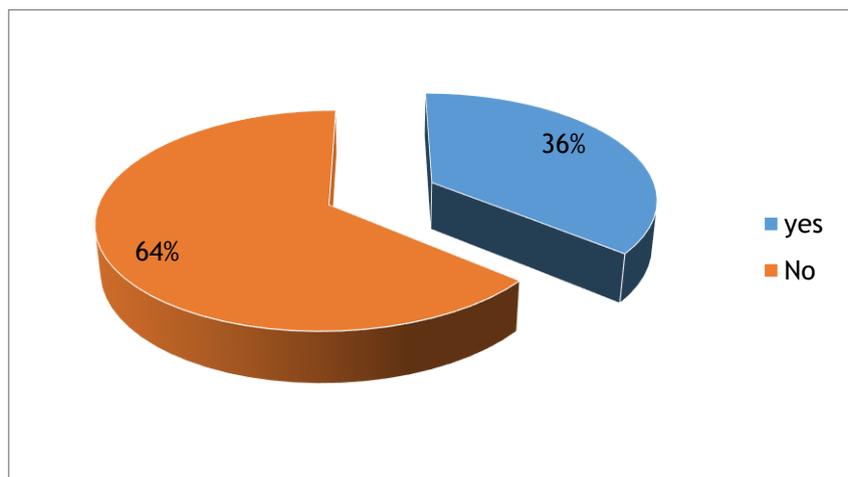
Figure 19 shows that only 64% of the respondents would not be willing to take any action against corruption even if it directly affected them while 36%

reported that they would take action against corruption if it affected them directly.

5.11   Having ever taken any Action against Corruption

Further, rights' holders were asked whether they had ever taken any action against corruption in the community. The results are shown in figure 20.

Figure 20: Taking Action against Corruption
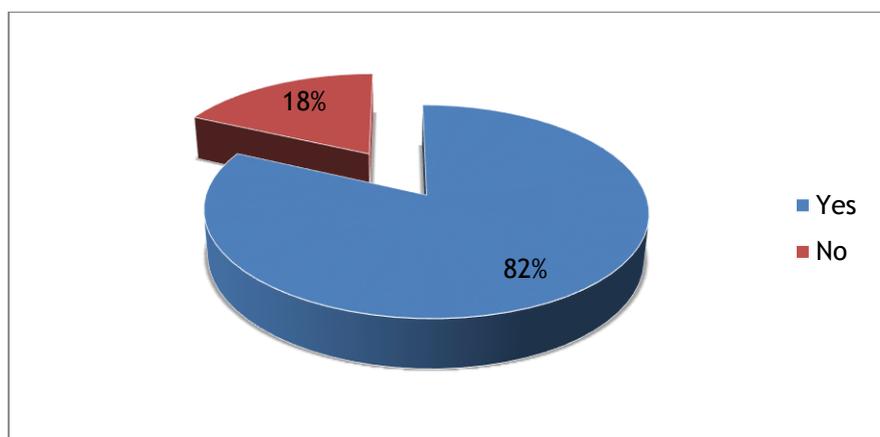
The results as indicated in figure 20 show that 82% of the respondents had ever taken some form of action against corruption.

5.12   Impact of Corruption

a) **A consensus exists on the critical importance of fighting corruption.**

A strong global consensus has emerged that addressing corruption and building good governance is essential for the development of people, markets, and nations[63].

b) **Corruption undermines social, political, and economic development.**

Corruption undermines service delivery, particularly for the poor. Corruption skews public investment choices away from service delivery toward more lucrative areas, such as large construction and infrastructure projects. Weak procurement systems and poor financial management yield both fraud and unaccounted-for leakages in public budget allocations. The general environment of scarcity in public services creates incentives for providers to demand payments for services that should be free or low cost to the poor. By improving the productivity of public expenditures, tracking and reducing leakage, and enhancing citizen oversight, anticorruption efforts can support the achievement of goals in health, education, social safety net programs, and infrastructure[64]. A case in point, it was also reported in Nebbi District[65] that corruption leads to increase in inequality and poverty; poor performance

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[63]USAID (2005). USAID Anti- Corruption Strategy, Washing DC, January 2005, PD-ACA-557, pg 5.
[64] Ibid
[65] Key Informant interview with the Executive Director, Nebbi NGO Forum

of pupils in schools; high cost of social services due to exra-payments; contributes to illiteracy and poor health service delivery among other things.

c) **Corruption cripples democracy.**

Perceptions of rampant corruption contribute to public disillusionment about. Corruption undermines both the legitimacy and effectiveness of new democracies. It undermines democratic values of citizenship, accountability, justice, and fairness. It undermines free speech and public accountability, particularly when it reaches into the media sector and limits freedom of information. It violates the social contract between citizens and their elected representatives, and elevates the interests of the few over the many. By diverting public resources to finance reelection campaigns, corrupt parties can effectively bar new entrants from competing for political office and choke efforts to consolidate weak democracies. Nepotism and cronyism can generate deep grievances that contribute to conflict and state failure, particularly if these cleavages follow preexisting fault lines in society such as economic, religious, or ethnic divisions.

d) **Corruption impedes economic growth.**

Corruption undermines economic growth by distorting public investment in infrastructure and other key public goods, deterring foreign direct investment, encouraging firms to operate in the informal sector, auctioning off property rights, distorting the terms of trade, and weakening the rule of law. Small- and medium-sized enterprises are disproportionately affected. Farmers are subjected to demands for payments along transportation routes that reduce the gains from bringing products to markets. In some countries, powerful firms can effectively "capture" the state, purchasing laws and regulations that shield them from competition and blocking reforms that would benefit the majority of firms.[66] Massive unaccounted-for losses in the energy sector undermine the quality and sustainability of electricity. Crony lending and weak supervision misallocate credit and may lead to banking sector collapse.

e) **Politically, corruption challenges fundamental democratic principles,** since it erodes the link between citizens and government. As Sandholtz and Koetzle (2000)[67] argue, corruption takes place behind closed doors and provides privileged access for some actors, whilst therefore excluding others. Corruption violates democratic norms of transparency, equality and fairness. In essence, it contravenes the basic principle of impartiality, i.e. that public institutions should operate in an impartial, rule-based manner, a principle that has been emphasized as the defining feature of high quality government (Rothstein and Teorell 2008).[68] If citizens perceive their political representatives and civil servants as being devoted to their own enrichment,

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[66]See World Bank, *Anticorruption in Transition: A Contribution to the Policy Debate* (Washington D.C., 2000).
[67]Sandholtz, W. &Koetzle, W. 2000. 'Accounting for Corruption: Economic Structure, Democracy, and Trade', *International Studies Quarterly*, 44 (1), 31–50.
[68]Rothstein, B. &Teorell, J. 2008. 'What is Quality of Government? A Theory of Impartial Government Institutions', *Governance: An International Journal of Policy, Administration, and Institutions* 21(2), 165–190.

rather than to the public interest, trust and support for the democratic political system and its institutions could well be eroded (Sandholtz &Taagepera 2005, 109; cf. Norris 1999)69

"The welfare of the people is affected through failed service delivery and favors distributed over and above the rest of the members in the community. Your patient can die if you do not pay "Kintu kidogo". Due to corruption society is now missing on good leaders"-**Mayor Ilala Municipality**

f) Corruption has a detrimental impact no service delivery provision particularly to the most vulnerable groups in society70.

Studies show that a corrupt country is likely to achieve aggregate investment levels of almost 5 per cent less than a relatively uncorrupt country and to lose about half a percentage point of gross domestic product per year. It is also shown to slow down FDI. Investing in a relatively corrupt country, as compared with an uncorrupt one, is estimated to be equivalent to 20 percent private tax on investment.71 Perspectives from the community also echo with the same finding, thus: …

"…Corruption can cause delay in service delivery, denying access to service to some people. My wife almost lost her life at the hospital because I had no money to give to the doctor to work on her quickly in the hospital. Corruption led to my wife's death!" **FGD Participant, Nzasa**

"…Corruption causes anger on the person who had been denied access to service and yet deserved it. It can also lead to the community not getting social services such as roads and health services" **FGD, Nzasa**

"We have seen instances where some patients are not served because they have not paid any money at public health facilities while others get served because they paid some money. This situation has discouraged people from going to the hospitals and now prefers traditional healers." -FGD, Viwege

g) High levels of corruption reduce economic growth.

It can distort the allocation of resources and the performance of government in many ways. It has a pervasive and troubling impact on the poor, since it distorts public choices in favor of the wealthy and powerful, and reduces the state's capacity to provide social safety nets (UNDP, 2000).

Further, misuse of public resources for personal aggrandizement exacerbates poverty, most especially in developing and transitional economies. Among the identified effects of a corrupt regime are:

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[69]Norris, P. 1999. 'Introduction: The Growth of Critical Citizens', in Norris, P., ed., *Critical Citizens: Global Support for Democratic Government*. Oxford: Oxford University Press.

[70]AfriMAP (2015). Effectiveness of Anti-Corruption Agencies in East Africa:Kenya, Tanzania and Uganda, A Review by AfriMAP, 2005.

[71]Kaufmann, Daniel. Revisiting Anti-Corruption Strategies: Tilt Towards Incentive-Driven Approach.

a) Lower level of social services
b) Infrastructure projects biased against the poor, since public officials will design public projects that will maximize bribery receipts and minimize the chance of   detection
c) Higher tax burdens and fewer services
d) Lower opportunities for farmers to sell their produce and for SMEs to flourish, as their ability to escape poverty using their livelihood will be severely restricted by corruption of the state regulatory apparatus.
e) Increasing Poverty levels

5.12.1 Perceived Impact of Corruption by rights' holders

Furthermore, the rights 'holders where asked about the about what they perceived to be the impact of corruption. Figure 21 indicates the findings.

Figure 21: Perceived Impact of Corruption
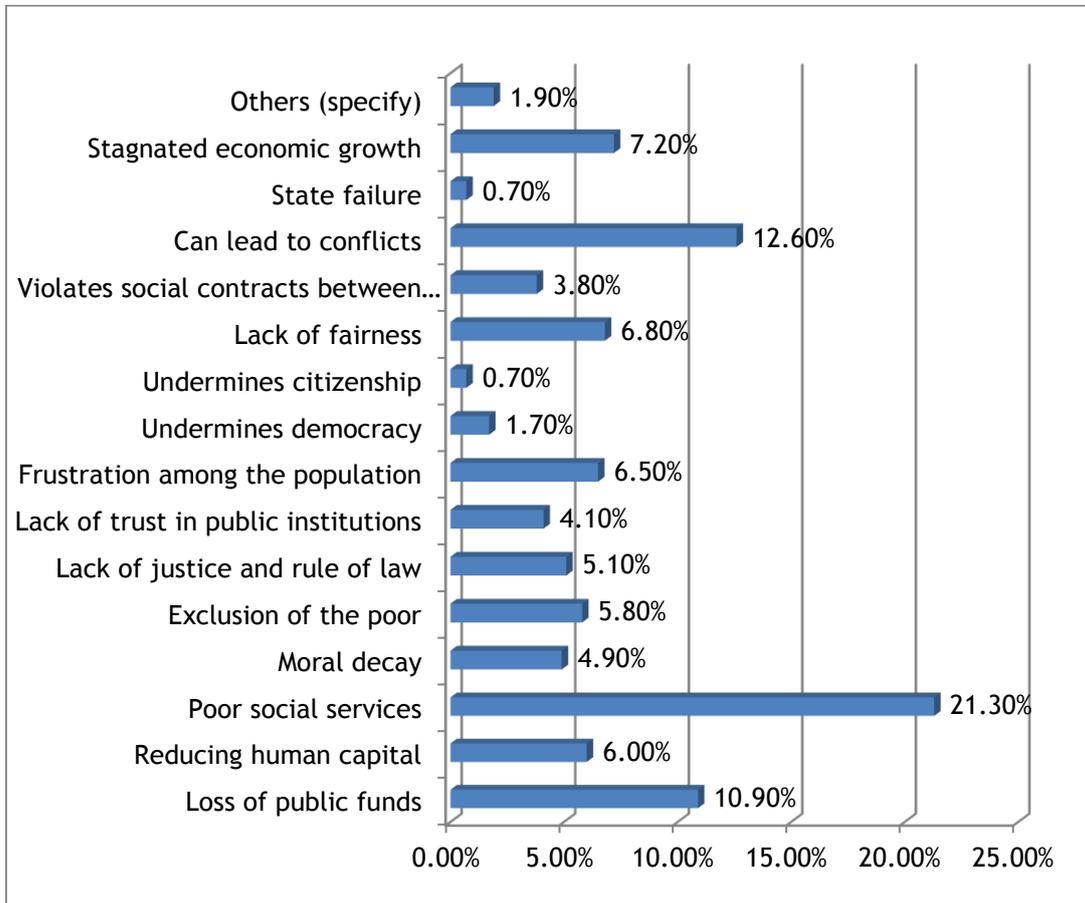
According to figure 21, respondents perceived that corruption has a number of impacts including: poor services; emergence of conflicts; loss of public funds; and stagnated economic growth among others as reported by 21.3%, 12.6%, 10.9%, and 7.2% respectively.

Box 8: Impact of Corruption

"You see, there is nothing as dangerous as corruption to the lives of people in this community. I have seen the impact so vividly that there has been a decline in the quality of services delivered to the people resulting from shoddy work. Look at the quality of our roads for instance this one from Kaladima to Guru-Guru. Another serious impact of corruption has been the viscous cycle of poverty and ignorance because people cannot access information to enlighten them. I have also seen a rise in cases of death due to lack of drugs in the health centers because the drugs were stolen by health workers and the PHC funds embezzled.

I think women have been particularly affected by corruption in the way that they have been denied access to services like health services. Even in homes, the mere fact that women are not allowed access to resources like land is a case of corruption that leads to vulnerability of women and makes them extremely poor". - Chairman LCIII, Lamogi Sub-county

Box 9: Impact of Corruption

"Corruption has impacted so much on the people of the district. For instance, we have seen increased violence. Cases are reported to police and are not conclusively handled so people resort to rudimentary ways of solving the issues amongst them.

There are also the impacts of lack of services to the people. Only a few people accessing services, poor performance in schools, patients not receiving drugs in health centers. I have seen a complete collapse in the trust of people in the government system, people look at the system as a corrupt system.

Increased cases of divorce, single motherhood and street children and children without fathers or parents. Discrimination against persons with disability; buildings are made without specifications to support PWDs (ramps)" - Chairperson LCV,Amuru District

Box 10: Impact of Corruption

"As a result of corruption, there has been deteriorating health and the general welfare of the citizens, reduced performance at schools that is ruining the future of the pupils, reduced concentration on the part of government in the quality of services delivered to the citizens. There have also been cases of death resulting from drug shortage because the drugs are stolen by the health workers". -Secretary Education and Health, Amuru.

6. GAPS IN THE FIGHT AGAINST CORRUPTION

Uganda and Tanzania have over the years made tremendous steps in the fight against corruption. Both Countries have made significant milestones with regard to Anti-corruption legislation and policy making. Uganda and Tanzania have also established anti-corruption institutions majority of which resonate with the legal and policy framework. Notwithstanding the existing legal, policy and institutional framework, Uganda and Tanzania still have huge gaps in national and local strategies designed to fight corruption as elaborated below.

a) **Weak Anti-Corruption Legal Framework**
In Tanzania, the existing laws do not provide stringent penalties for convicts of crimes of corruption. The quality of a country's legal system, particularly the possibility of being caught and punished meaningfully, determines the level of corruption. On the other hand, it will be important that anti-corruption investigators interact effectively with other agencies. These factors are in turn linked closely to the existence of effective anti-corruption laws, such as those pertaining to conflicts of interest and election campaign financing. Effective laws depend on the credibility and ability of the police and judiciary to act against corrupt practices. It is proved that given the need for autonomy and independence and the extreme sensitivity of many corruption cases, a careful balance should be struck when establishing the relationship between anticorruption investigators and other agencies.

b) **Sluggish judicial process**
In Tanzania, there are a number of reasons associated with causes of sluggish judicial process. These include high numbers of witnesses involved, duration of time taken for investigations and prosecutions and delay tactics by the lawyers and prosecutors such as frequent adjournments.

c) **Inadequate Co-ordination among the Anti-Corruption Agencies**
Analysis of government data revealed that multiple government agencies are involved in anti– corruption enforcement. They are therefore involved in the collection of corruption–related data. However, the efforts of these agencies are not well coordinated, a factor that in turn limits citizen's abilities to understand the effectiveness of government anti–corruption efforts, particularly related to public sector corruption. The limitation usually results from failure to provide timely information to the public by the agencies due to poor coordination and poor or failed data compilation. With regard to these agencies, there is need to improve the quality of data related to reporting anti-corruption enforcement. In order to improve efficacy in the fight against corruption, Uganda has realized the need for increased co-ordination among the institutions. In this regard, Uganda has put in place the Anti–Corruption Inter–Agency Forum (IAF) and all anti-corruption institutions are active participants. The Forum is chaired by the Minister of Ethics and Integrity and

comprises of the; Inspector General of Government (IGG), Director of Public Prosecutions (DPP), Judiciary, Police, Public Procurement and Disposal of Public Assets Authority, Auditor General and other institutions. Through the IAF, the anti-corruption agencies have been working together on the design and implementation of the National Strategy to fight corruption, promote publicity and advance legal reforms.

d) Inadequate resources

Anti-corruption agencies in Uganda suffer in common from a chronic shortage of resources, both financial and human. In spite of being constitutionally independent bodies, which puts them in an advantageous position to lobby government and urge for more funds, anti-corruption agencies have not benefited from any sector wide approach or resources and are heavily dependent on core government funds as well as project funds from the international community. In addition, by virtue of their mandates, anti-corruption agencies tend to have uneasy relationships with some political institutions responsible for resource allocation and management.

The agencies vested with the mandate of combating corruption in Uganda are understaffed with handwriting and document analysis and forensic experts This causes delays in investigation of crimes with very adverse effects like the death of very vital witnesses and loss of interest in the cases, which grossly affect their outcome. At times, the State is forced to take the cases to court during early stages of investigations and once the cases are in court, there is pressure to fix them for hearing. The cases are then fixed for hearing when the prosecution is not fully prepared to proceed.

e) Lack of Specialization in Handling Corruption Cases

Certain corruption cases are very intricate in nature, committed in a very complex manner and usually, by very sophisticated people. It requires an equally trained team of personnel to investigate and prosecute them. Equally, corruption cases require specialized judicial offices if matters are to be handled in accordance with the law. Whereas in Uganda the police (CID) and DPP, act as investigative and prosecuting bodies respectively, they have gone as far as making attempts to set up specialized units to handle corruption related matters. It is also worth noting that even in institutions like the police and DPP, where attempts have been made to set up specialized units to handle corruption related matters, the members in those units lack adequate training necessary for effective management of corruption. There is therefore great need to continually train and upgrade staff in the investigation, prosecution and adjudication of corruption cases.

f) Political interference

Political pressure and limited resources have weakened Uganda's multiple anti-corruption institutions and curtailed their ability to systematically address corruption, particularly at the highest levels of government. The president's failure to fill key positions has made prosecutions cumbersome, causing delays and a large case backlog. Despite a legal requirement that leaders are required to make public statements about their financial assets—

a crucial factor of transparency in governance—the system to enforce the obligation has not been established72.

g) **Political Influence and Corruption in the Gathering of Evidence.**
Convictions are highly dependent on the quality of the evidence presented before the courts. While problems of capacity and training undermine the ability to collect the necessary evidence, many interviewees with significant experience in the sector cited the lack of political will as the biggest obstacle to securing sufficient evidence for successful convictions. Political influence most often takes the form of bribes, and the low salaries of civil servants increase their susceptibility. For example, investigating police officers have the responsibility to collect evidence that will later be necessary at trial. Bribery can thus result in a lack of evidence and be sufficient to prevent a case from going forward.

h) **Failure to implement the Leadership Code.**
The problems faced in particular by the IG, however, are clearly evident in their apparent impotence when implementing the Leadership Code. The Leadership Code introduced in 1992 represents the keystone of Uganda's anti-corruption institutional edifice and is intended to regulate the behaviour of specified `leaders' by requiring them to declare their assets, income and liabilities and any conflicts of interest between their public office and any personal business activities. It is also intended to prohibit the same leaders from soliciting and receiving bribes or misusing state funds and property. Second, the design of the Leadership Code form is insufficient in itself as it permits respondents to provide only vague information and does not allow for important details on the assets of spouses and children (a place where they are most likely to hide their ill-gotten wealth).

At present, there are no mechanisms in place to enforce compliance, no means of improving the specificity of information required and insufficient capacity in the IG in terms of personnel and financial resources to verify the results of even those statements currently returned.

i) **Lack of enforcement actions such as the recovery of assets and application of sanctions.**
The implementation of measures to facilitate the recovery of misappropriated funds and assets creates strong disincentives for those likely to engage in corruption. In Uganda however, the full implementation of anti-corruption laws and accountability mechanisms remains a challenge. While substantive progress has been made in addressing corruption, the efforts have principally focused on detection. Much more needs to be achieved in the way of concrete enforcement actions such as the recovery of misappropriated assets and the application of sanctions, which remains the weakest link in the accountability chain.

j) **Failure to Measure Impact of Anti-Corruption Initiatives.**

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[72] Andrew Mwenda, "Uganda's anti-corruption rituals," The Independent, August 12, 2012, https://www.independent.co.ug/ugandas-anti-corruption-rituals/

Even the most basic M&E practices are not adhered to; such as collecting meaningful baseline data that would enable us to track progress over time. As a result there is a tendency to measure processes in the form of the functional effectiveness of the initiatives themselves, and never their impact on governance overall. Moving to check for intended results is obviously more costly and complicated, [73] but as it stands the suspicion is that such an exercise is avoided as it may document outright failure.

k) **Lack of enforcement of Disclosure of Financial Assets.**
Existing Ugandan laws require "leaders" to disclose financial assets. This is an enormously important obligation that, if it is implemented, would greatly enhance the transparency of public officials' finances and likely deter public graft. The public also has a right to information (deemed in the public interest) under the constitution and the Access to Information Act. The 2002 Leadership Code Act requires a wide range of national and local political leaders to disclose their financial information, including income, assets, and liabilities, as well the financial information of their family members.[74] The IGG is tasked with inspecting disclosure and can request clarification if discrepancies are discovered.

The Act also prohibits a number of corrupt practices, including acting in a public capacity with conflict of interest, acceptance of certain high-value gifts, acceptance of government contracts, abuse of public property, and misuse of official information.

The Leadership Code Act appears to set up a fairly strong two-pronged anticorruption framework by requiring financial disclosure for public officials and establishing a Leadership Tribunal to enforce a code of conduct for political leaders. However, such a body has never been formed, rendering the Leadership Code unenforceable in practice and crippling the IGG's ability to ensure accurate declarations.[75] There is lack of both the resources to monitor the content of those declarations and, and enforcement of the law where there is non-compliance.

Other gaps highlighted in literature on fighting corruption in Uganda and Tanzania include:

a) Corruption is generally seen as a pervasive and continuing problem.
b) Although there have been a number of anti-corruption initiatives, internal and external reviews note slow progress.
c) The areas of concern are generally agreed but the proposals for reform vary.

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[73] Anti-corruption measures are seldom amendable to impact evaluation with randomized control groups.

[74] The Leadership Code Act, art.4(2).
[75] Human Rights Watch (2013) "Letting the Big Fish Swim" Failures to Prosecute High-Level Corruption in Uganda, HRW, 2013 https://www.hrw.org/sites/default/files/reports/uganda1013_ForUpload_0.pdf

d) A number of the reforms focus more on new or more institutions or laws, than on more effective and coordinated work between existing agencies, and reform to current legislative or other procedures, to remove inhibitors to progress and encourage the facilitators for progress.

e) Lack of or inadequate top political will and support to fight corruption;

f) Inadequate resources in financing the work of the anti-corruption institutions;

g) Lack of independence - corruption investigations are often subject to political interference;

h) Frequent political interference in human resources management, licensing and public procurement;

i) Inadequate investigative power given to anti-corruption institutions, often on the excuse of protecting human rights;

j) There is general public apathy to corruption;

k) Low salary of public servants;

l) Lack of strategic partnership in fighting corruption;

m) Lack of zero tolerance attitudes toward corruption.

7. LESSONS AND BEST PRACTICES IN THE FIGHT AGAINST CORRUPTION

7.1 Lessons

Analysis of reports on anti–corruption agencies in the Uganda and Tanzania revealed some underlying similarities in the difficulties relating to their policies.

Daniel Treisman (2000) avers that the most obvious prohibitive measure of corruption is the increase in the risk of getting caught and punished. The probability of getting caught depends in part on the effectiveness of the country's legal system76.

- **Increasing Public Oversight is paramount.**
  Curbing corruption and thereby checking spillage and abuse of public money is perhaps the most direct benefit of public oversight. A unique advantage of public oversight is that it enhances transparency and accountability of not only the public sector but also the private sector. By improving the credibility and performance of public institutions, oversight mechanisms contribute to increased public faith in democratic governance. Public oversight also provides space for civil society participation in governance processes thus increasing cooperation and synergy between the state and civil society. Active efforts to engage civil society to advance accountability and integrity are also needed. Actions that could enhance public oversight include:

  a) Establishing a citizen charter, requiring an agency to specify and publish: each step of procedures to obtain a particular service; maximum length of time to conclude the process; and procedures to file complaints on agency failure to follow required procedures;
  b) Using government officials' annual statement of assets and liabilities proactively to identify inaccurate data or possible cases of corruption, and strengthening the law to provide simple systems for complaints, investigation and prosecution;
  c) Conducting client surveys to get regular feedback on access and quality of government services;
  d) Establishing advisory boards made up of prominent citizens to assist the Office of the IG as well as each department and agency targeted for anti-corruption effort;

- **Enhancing Sanctions against Corruption.**
  Anticorruption efforts should focus on preventing and eliminating root causes of corruption, but government's capacity to detect corruption and sanction corrupt practices should also be strengthened. The goal is to change the

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76Daniel Treisman (2000). The causes of corruption: a cross-national study. Journal of Public Economics, 76 (2000) 399–457.

current perception of corruption in the Philippines-from a "low-risk, high reward" activity to a "high-risk, low-reward activity." The present anti-corruption effort is diffused among a number of agencies (many under-resourced) and with overlapping jurisdictions. The following actions would strengthen the Anti-corruption institutions:

a) Fast-tracking-for successful prosecution-a few high profiles pending cases of alleged graft and corruption;
b) Strengthening capacity of the anti-graft court by increasing the manpower to deal with workload expeditiously
c) Streamlining and simplifying the legislative and regulatory framework involving corruption and civil service codes of conduct;
d) Strengthening the functions of the Inter-Agency Anti-Graft Coordinating institutions to harmonize rules and joint activities; and,
e) Developing an integrated and efficient case-management system to facilitate the sharing of information and the movement of individual cases between agencies.

- **Developing Partnerships with the Private Sector.**
Corruption is not only a public-sector issue. As a frequent source of bribes for public officials, the private sector shares responsibility for corruption. The private sector, as a major source of funds used for corrupt purposes has to be mobilized to combat corruption. Involving the private sector will not only allow the development of more sophisticated and sensitive policy responses to corruption but will also put pressure on the private sector to raise its own standards of behavior. The following actions could be part of a government-private sector partnership against corruption:

a) Involving representatives of the private sector in designing anticorruption strategies in vulnerable departments such as customs, taxation, industrial policy, infrastructure, and investment.
b) Engaging in dialogue about how to solve the collective action problem associated with bribery: how to prevent some firms from continuing to bribe when others stop, thereby creating incentives for the others to revert to bribery.
c) Encouraging higher standards of corporate governance
d) Developing and implementing company codes of conduct and ensuring their effectiveness through internal control mechanisms, personnel training, and sanctions.
e) Adopting improved accounting and auditing rules and standards to ensure transparency in business transactions.

- **Those supposed to implement do not 'own' the strategies**
In the two countries, it was noticed that high-level leadership of ministries and public agencies which have to implement the lion's share of the measures contained in anti-corruption policies and strategies did not participate actively in their design. Political agreements are weak. The tension between comprehensive versus targeted approaches remains unresolved: Most anti-corruption strategies are not strategic. They did not set priorities, nor did

they consider a sequenced roll–out across agencies, which would have allowed for pilot testing and for keeping in line with capacities and resources.

The coordinating agencies often lack authority: In Kenya Malawi and Uganda, the public agencies charged with the coordination and monitoring of anti–corruption strategies usually did not have the authority, political backing and capacity to encourage or compel powerful line ministries to implement envisioned measures and to report on progress.

- **Absence of technical advice and mentoring**
  The study countries demonstrated that Public agencies that have to implement anti–corruption measures frequently lacked the required capacities to integrate these measures into their daily business operations, and anti–corruption lead agencies often lacked the capacity to remedy this situation.

- **Coalitions or network play a critical role in the fight against Corruption**
  The main actors should be broad national, regional and District based coalitions, and the main role of the SF is to support them in becoming both broad and powerful. No country can change without domestic collective action which is both representative and sustainable over time. The media, political oppositions and civil society should not be seen as non-permanent guests taking part in consultations on legal drafts but as main permanent actors in the process of anti-corruption and holding decisive seats in all institutions promoting ethical universalism. Which windows of opportunities to use, what actors have more interest in changing the rules of the game and how to sequence the change depends on the diagnosis of each society and cannot be solved by a one-size-fits all solution.

- **The importance of civil society**
  The kind of civil society needed to serve as a watchdog at the community as well as national level is frequently missing. Uganda and Tanzania are more populated with professional 'expert' civil society than with watchdog and whistle-blowing civil society. Without their collective action, there is no sustainable change in the rules of the game, and their empowerment becomes therefore the chief priority.

- **Developing indicators and measures to allow better monitoring of trends and impact of policies**
  The aggregate measures of corruption, particularly the World Governance Indicators (WGI)on control of Corruption, which allows measuring confidence error on top of perceptions of corruption, have played a great role by setting the stage for a global competition for integrity among countries. But once it comes to the process of change itself and the impact of certain policies, they become less helpful.

7.2   Best Practices

Box 11: Examples of Best Practices in Fighting Corruption

- In **South Korea**, the public sector, the business sector and the civil societies joined hands in forming a coalition called Korea-PACT. Over 800 organizations signed the PACT and undertook to implement the agreed action plan. The progress was reviewed annually by an international evaluation team;

- In the **Philippines**, an expert team is going through the government ministry one-by-one to carry out a comprehensive integrity audit check and to make recommendations on what measures the government ministry should implement to combat internal corruption problems;

- In the **Philippines**, all public procurement in government ministries should be conducted through a "Bids and Award Committee", and an independent observer should be appointed as a member to represent the public to monitor the decision-making progress;

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- **New Zealand** requires all heads of government agencies to submit an annual anti-corruption action plan;

- In **Canada**, all public officers have a legal obligation to report corruption;

- In **Pakistan**, the Philippines and Indonesia, special anti-corruption courts were formed to hear corruption trials;

- In **Nigeria**, government officials and politicians are not allowed to have overseas bank accounts;

- In **Singapore**, civil servants cannot accumulate personal debts of more than three months' salary;

- **Malaysia** set up its own Malaysian National Integrity Index to monitor the integrity progress in the country[77]

- **India:** Community-based information campaigns on school performance had an overall positive impact on teacher presence and teaching efforts by teachers in three states – however the impact on pupil learning was more modest

- **Bangladesh:** Mobilization by Naripokkho on issues of violence against women has led to new initiatives from the Government and UNICEF to provide support and treatment for survivors of acid attacks.

- **Brazil:** The Right to the City campaign in Brazil institutionalized the right to citizen participation in urban planning and gave powers to local governments to grant land use rights to poor residents.

- **India:** PTF's partner Ayauskam in Odissa State increased media awareness about corruption in rural health services by organizing media consultation

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[77]Tony Kwok Man-wai (2016) Successful Anti-Corruption Strategy & International Good Practices http://www.unafei.or.jp/english/pdf/RS_No86/No86_16VE_Man-wai.pdf

workshop, presenting baseline survey findings. Journalists subsequently started covering stories on health right violations including service provider behavior, lack of free medicine and other instances of corruption or malfeasance. The increased awareness and media interest served as a deterrent to the corrupt practices.

Box 12: Committee of Concerned Citizens – Bangladesh

One of the successful ways that TI-Bangladesh has engaged with communities is through the *Committees of Concerned Citizens*.

Committees of Concerned Citizen (Triple Cs) are local voluntary watchdog committees, engaging with communities to both bolster communities' efforts to eradicate and prevent corruption and provide citizens with anti-corruption information and advice. Triple Cs respond to corruption concerns raised by communities' members and undertake collective monitoring activities. They also publicly report on corruption problems and evidence of corruption obtained from monitoring exercises.

Committees have 9-21 appointed members with an elected convener (for a maximum of two successive one year terms). All members are volunteers and come from a variety of professional groups including teachers, lawyers, journalists, physicians, business people, NGO workers, retired government officials, public representatives and community activists.

Membership in the Triple C is granted on the basis of personal credibility and ability to lead, motivate and support citizens in the community struggle against corruption. Special care is taken that Triple Cs is non-partisan. Triple C members cannot be office-bearers of a political party, and must ensure that any partisan political position does not affect the nature of their role and participation in the Triple C.

Committees receive initial financial support from TI-Bangladesh, with arrangements that each Triple C will grow and evolve to self-reliance on financial support from their community. This includes sourcing office space, which may be donated from local businesses, or premises within an education institution. Ongoing training, technical assistance and logistic support are provided by TI-Bangladesh through locally based staff.
Triple Cs may also 'opt-in' to TI-Bangladesh's national anti-corruption campaigns.

Attached to each Triple C is a Volunteer Youth Group. Youth Groups, together with Advice and Information Desks, are the engine room of Triple C's community activities. Made up of members 15- 30 years old, Youth Groups help organize local events, such as open assemblies with Triple C members, public meetings with local journalists and community representatives, mothers' meetings at schools, workshops and trainings. They assist in collecting responses to Triple C Report Card Surveys, and undertake sub-programs of their own such as study groups, publication of magazines, and debate and essay competitions. Also, linked to each Triple C are Volunteer Street Theatre groups, communicating messages of anti-corruption awareness. The activities of both the Youth Groups and Street Theatre Groups are usually held on weekends and holidays, fitting with the overall volunteer aspect of the Triple C program.

Communities' response to Triple Cs has been overwhelmingly positive. This is because Triple Cs and their associated groups and advice services offer a direct way for people to voice complaints, raise concerns, make suggestions and get active in anti-corruption campaigns. The impact on local corruption problems has also been successful. After documenting corruption problems in local hospitals, schools, transport or public services, Committees present recommendations to local government, with practical resolutions to curb and cut corruption. Problems that affect people in their daily lives – such as petty corruption by hospital registrars, or black market profiteering in train ticket sales – have been addressed by simple and realistic solutions.

Box 13: Community Coalition Against Corruption – Papua New Guinea

The PNG *Community Coalition Against Corruption* (CCAC) is a loose network of approximately 90 groups coming together to fight corruption. The CCAC was established in 2002 by the combined efforts of Transparency International PNG (TI PNG), the Media Council of PNG (MCPNG), the Ombudsman Commission, The Office of the Public Prosecutor, the PNG Chamber of Commerce, and PNG churches. TI PNG and the Media Council of PNG jointly coordinate the coalition. The CCAC aims to engage the PNG community in all sectors in the fight against corruption. It also promotes good governance, leadership and a message of unity for PNG, such that PNG society can develop itself economically, socially and politically. Members can be groups, organizations or individuals and includes NGOs, churches, community groups, businesses and private sector companies. It is estimated that through members and constituents of CCAC groups, the Coalition can reach out to an estimated at two million PNG citizens.

In the lead up to the 2002 national PNG elections the CCAC played an important role in the self- declared "War on Corruption". The War on Corruption was declared to create community awareness, debate and networking opportunities for good governance advocates. Activities included a media campaign supporting voters' rights, and a civic program raising issues of selling and buying votes, together with discussion on voting for honest leaders.

In 2005 the CCAC campaigned against two proposed Bills: the first proposed to exempt PNG MPs from dismissal from office if found guilty of being in breach of the Leadership Code, and the second sought to increase electoral support grants from K500,000 to K1,500,000. Through community groups talking with citizens and explaining the ramifications of the proposed bills, and collecting petitions from across the country, CCAC brought the discord of the community to the PNG government.

With obvious public discontent over the bills, the PNG government withdrew the controversial bills. In 2006 the CCAC campaigned to ensure that the Parliamentary Select Committee to review the Ombudsman Commission of PNG did not make changes that would weaken the Ombudsman Commission. As the 2007 national election looms, CCAC members are preparing for community campaigning and education on the inaugural limited-preferential voting system. As a relatively young coalition, the CCAC is determining tactics and strategies for successful campaigning. Maintaining a flow of information between members is seen as critical. The CCAC is also selective about issues and matters for campaigns, advocating on matters with widespread community impact. Consensus between members of the coalition is vital for campaigns. To facilitate discussion the CCAC now holds four forums across the country for members to

raise issues and discuss future campaigns.

With a diversity of members, the CCAC must ensure the needs of smaller members are considered. One approach is encouraging larger organizations to make resources available to other CCAC members, fostering partner and mentor opportunities. An example of this is the opportunity for CCAC members to link up with media houses in order to access community service broadcasting and obtain coverage of news worthy events.

Moving outside the established networks of organizations and groups and engaging communities in campaigns is also a challenge. The CCAC works through its membership to reach communities, providing resources and materials (posters, booklets, petitions) to coalition members who engage directly with citizens. This is backed up by mass media campaigns to reinforce the Coalition's message.

Key strengths
- The CCAC can depend on coordinating organizations to service and facilitate information flow between the Coalition members.
- The CCAC works on priority issues that are accepted by all members. This approach prevents the organization from 'burning out' the capacity or interest of members.
- The CCAC primarily targets short action oriented campaigns to prevent or support specific issues.

8. RECOMMENDATIONS AND ANTI-CORRUPTION STRATEGIES

Arising from the findings, a number of recommendations are made in order to address the emerging issues. The recommendations also speak to the necessary interventions or strategies that need to be implemented in order to address some of the drivers and incentives for corruption both among members of the community and the service providers. The recommendations and strategies thus include the following:

Recommendations

Based on the findings, a number of recommendations have been made and these include the following:

There is need to Strengthen Local Activism through Community Awareness, and Advocacy. The existing community groups such as Village Saving Lending Associations or Community Managed Micro-Finance (CMMF) groups, Bonga groups78 and Community Based Education Beneficiaries Groups can be further supported and empowered in anti-corruption activities with in their communities through:

- Anti-corruption Community monitoring programmes by members of the community. The main goal here is to increase accountability through independent monitoring of service delivery centres.
- Training groups on service delivery budgets and service delivery standards
- These groups can be empowered to conduct mobile monitoring of service delivery centres like schools[79], road works and health centres to monitor issues like absenteeism and shoddy works
- Provide anti-corruption education to: Bonga Groups, PTAs, HUMCs, CMMF groups; Water User Committees and Village Health Teams. Beyond these, other community based associations can be identified and to benefit from such education.
- Identify "Change Agents" in in the community, and local governments
- Educate and mobilize communities, for community based action campaigns and advocacy
- Train community mobilisers on how to disseminate information
- Building Anti-corruption coalitions at the community level There is need to organize the local CBOs into a unique anti-corruption network;

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[78]BONGA is a program that empowers adolescent girls of age 13-19years who drop-out of primary education or did not go to school for various reasons. The recruited girls are brought to BONGA Learning Centers and empowered by Animators on basic life skills' topics such as adolescence, personal hygiene and sanitation, women and children rights, family laws, marriage, literacy and numeracy among others

[79] See the CU@SCHOOL: Tracking School attendance in Uganda
http://www.twaweza.org/go/cu-school-tracking-school-attendance-in-uganda

- Train groups in reading budgets
- Create a shared vision
- Find and focus on common grievances that have created outrage and anger in the community
- Developed shared awareness of the problems of corruption
- Identify a specific actionable problem that can be tackled and has a reasonable change for success
- Define goals and tangible outcomes/requests
- Messaging strategy to broaden support outside of the CMMF group

There is need to build the capacity of Parents and Teachers' Associations and School Management Committees

The focus of this strand is to strengthen School management boards, Parent Teacher Associations, etc. Clear and simple standards on ethics, financial management, supervision and evaluation should be developed and the board should be trained according to those guidelines and in anti-corruption generally. Sensitisation of school management committees, parents and teachers on financial guidelines for schools is paramount. This can be through their regular meetings so that they can be able to keep an eye on the running of the school and the boards activities. Awareness should be raised regarding the amounts of money the schools should be receiving and how this money should be spent.

Key things to consider:
- Amount of Money schools receive from government and parents' associations
- How the monies are spent
- Mechanisms that allow for information regarding the school operation and financing to be shared in a way that parents can understand
- Guidelines on the role and responsibilities of school boards, teachers and parents (all three groups should receive information about the other two groups)
- Effective reporting mechanisms for non-attending teachers Develop a suitable format for public meetings that give parents, teachers and board an equal voice and increase participation
- Sensitisation of parents on the right to quality education (i.e. that even if school is free, parents have the right do demand quality)
- From the above processes identify "agents for change" in the school management boards, and the teachers. These agents for change can form the second strand of the coalition to tackle corruption.

There is need to strengthen and empower local CSOs and NSAs and Networks into anti-corruption processes.

It is important that there are effective support structures in place to prevent backlash from authorities/individuals or support rights holders when there is a backlash. The partner and country/regional office needs to be engaged so as to manage risk and provide a supporting environment for success. In particular, SF could consider:
- Establishing alliances with change agents in the local authorities

- Tie up with all levels of local governments and identify change agents from within the local administration
- Connect with broader Anti-corruption coalitions at sub-regional, regional and national levels.
- Raise awareness in the media, make connections with prominent journalists.
- Build moral support (regular visits to the groups by partner contact)
- Consider having a protective presence
- Ensure informed consent both at the partner and community level. It is ultimately the decision and choice of the people of the CMMF groups/CBOs (i.e. people engaged in action). They need to be aware of the risks of fighting corruption.

There is need to Create Awareness among various stakeholders. This requires SF and partners to conduct anti-corruption public awareness campaigns with relevant indicators of outputs, outcomes and wider impact. In order to achieve this, the following should be undertaken:

- Educational materials should be developed and distributed to the general populace including newsletters and leaflets;
- Organize Television and Radio programmes as part of awareness campaign and sending out specific messages. Frequent talk shows both on local television and radios, radio spots and TV-anti-corruption adverts are important for this programing. Preferably, these should be in the local language in the target program areas.
- Holding press conferences and issuing press releases on pertinent corruption related issues;
- Training of the Media on publishing corrupt activities in various forms (print, electronic etc).
- Conducting public hearings on service delivery challenges between service providers and clients. These should include local government leaders (elected and civil servants), users of services and other stakeholders.

Expand community oversight of public investment and service delivery.
- There is need to form local voluntary watchdog committees elected by the members of the community. These committees should be trained on corruption and anti-corruption strategies they can use in their communities.
- The voluntary watchdog committees should be empowered to respond to concerns raised by members of the community. .
- Ensure display of school budgets, Heath Unit budgets at each of the service delivery unit, giving communities key information needed to hold leaders accountable for how the funds are being used.
- Watchdog committees should be able to organise public meetings for people to voice their complaints, raise concerns, make suggestions and get active in anti-corruption campaigns.

Engagement and active involvement of the local media. The media can play several critical roles in the fight against corruption. These can include among others:

- Conduct media publicity to ensure effective enforcement cases are well publicized, through press releases, press conferences and media interviews, as well as the making of TV drama series based on successful cases;
- Media education – use of mass media commercials to encourage the public to report corruption;
- promote public awareness to the evil of corruption and the need for a fair and just society, and as deterrence to the corrupt;
- conduct civic education through the local media (radio and television)
- train local media practitioners in Investigative journalism
- Facilitate reporting of Corruption such as : Anonymous online reporting of Corruption (online reporting tools); telephone hotlines for reporting corruption
- Opening Corruption Complaint receptions units among local organizations

Other Recommendations

Promote on-line Data Bases. There is need to promote use of online Resources and ICTs in the fight against corruption. Some of the online resources, which are most relevant in the context of anti-corruption, are:

- Online corruption reporting apps and other platforms. Information communication technologies (ICTs) have the potential to make a significant contribution to the fight against corruption. By facilitating the flow of information between government institutions, between government and citizens and among citizens, new technologies can promote transparency, accountability and civic participation.80

- Use of technology. Promote use of new technologies, in the form of websites, mobile phones, and mobile applications among others to: facilitate the reporting of corruption; provide access to official information; monitor the efficiency and integrity of social services and of a country's political life; and to make financial information more transparent.

- Promote e-government initiatives to enhance the efficiency and transparency of public administration and improve interaction with citizens.81

80IACC 2012. 'New technologies against Petty Corruption: Tactics and Lessons'. IACC 2012 Conference Paper.http://15iacc.org/wpcontent/uploads/New_Technologies_Against_Pett y_Corruption.pdf
81Wickberg, S. 2014. 'Technological Innovations to Identify and Reduce Corruption' U4 Expert Answer, Bergen: Chr. Michelsen Institute. http://www.u4.no/publications/technologicalinnovations-to-identify-and-reduce-corruption/

- Use of crowd-based corruption reporting apps. These apps have taken advantage of the rapidly increasing internet and mobile technology in the developed world to provide a solution to bribery. The idea is simple: citizens with Internet access can use their smartphones or computers to report bribery incidents almost instantaneously. 82 They can anonymously report the amount of the bribe, the recipient and the institution that took or demanded it. Users of the app or website can also read the reports. Some of these apps also incorporate the data gathered into "heat maps" that aggregate the reports to demonstrate where bribery is most prevalent and allow filtering of the data by region, year and institution.

This strategy should be implemented through use of community change agents who have access to smart phones and internet. This against the background that the penetration of smart phones in target communities is still low.

Engagement of the Private Sector. Findings indicate that corruption affects both the private and public sector alike. The private sector too can fuel corruption given that government largely does business with the private sector through public private partnerships across all service delivery sectors. This therefore requires further engagement of the business organizations in anti-corruption activities. Specifically, SF and partners ought to:

- Identify businesses and corporate associations in project sites and train them on issues of corruption and corporate governance
- Start preparation for the establishment of the Integrity Pact for businesses and corporate associations.
- Organize workshops, special Radio and Television programmes to create awareness on corporate social responsibility.

Box 14: Examples for the use of one or more of these tools include cases in :

- Brazil: The new participatory governance councils have been significant in improving access to and quality of health care services provided.
- Bangladesh: Parents of girls were mobilized to monitor teacher attendance in schools and discourage absenteeism.
- Mexico: Parent participation in the management of schools reduced failure, drop-out and repetition rates of students.
- Argentina: The engagement in a participatory budgeting process by 14,000 local residents led to the identification of 1,000 priorities for action on urban services, 600 of which were incorporated into a development plan.
- Bangladesh, Cambodia, and Thailand: Participatory monitoring approaches in the fishery sector have significantly improved trust and collaboration between fisher communities, community groups, non-governmental organizations and government agencies.

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[82] Crawford, C. 2014. 'Crowd sourced Anticorruption Reporting, 2.0' The Global Anti-Corruption Blog: Law, Social Science, and Policy. https://globalanticorruptionblog.com/2014/12/29/cr owdsourced-anticorruption-reporting-2-0/

- Vietnam: The government's focus on multi-stakeholder participation in preparing its 2006-2010 Socio-Economic Development Plan (SEDP) is evident in the content and focus of the SEDP on disadvantaged groups and regions, decreasing inequality, and the issue of social inclusion.
- India: As a result of Ayauskam's mobilization of citizen groups and its mounting of awareness campaigns, public officials recognize the strength of the community. Policy makers instructed the health department and the Integrated Child Development Scheme (ICDS) to involve community based organizations and the community in village health planning. The Gram KalyanSamity (a village level institution created under the National Rural Health Mission [NRHM] for village health planning and monitoring) gained real power. Village level service providers started attending the social audits and related programs.

Accountability through Third Party Monitoring. This strategy typically involves mechanisms for third party monitoring (TPM) and reporting of execution performance of programs, projects, and services. Monitoring and demanding service provider accountability for performance through independent third party monitoring (TPM). Independent TPM may be done by: Specialized professionals, beneficiary groups and local actors.

Tools that are most frequently used for this strategic purpose are: Social audits, facilities surveys, Public hearings, Citizen report cards, Community scorecards, Beneficiary (Client) satisfaction surveys, Independent impact evaluations, Public expenditure tracking surveys, Investigative journalism, Radio Talk shows.

Box 15: Accountability through Third Party Monitoring

Examples for the use of one or more of these tools include cases in:

- **Philippines:** Budget Watch, Procurement Watch, Social Watch, Road Watch, G-Watch are several examples of projects using TPM
- **Philippines:** Civil society monitoring of textbook procurement and its distribution reduced the cost of textbooks, the average production time and delivery errors (G-Watch).
- **Kenya:** Social audits tool established a feedback loop between fund managers and ordinary citizens and communities who demanded and obtained proper use of money and services
- **India:** Citizen monitoring of rural roads in India using a road testing tool kit and a beneficiary survey led to improved road quality and user satisfaction.
- **Uganda:** Community monitoring of public primary health care providers shows that:
    a) Treatment communities were more engaged
    b) More effort on part of the providers to serve the community
    c) Large increase in usage of health services and improvements in health outcomes.
- **India:** The examples from India include among others:
    a) Use of Citizen Report Card in Bangalore
    b) Social Audit of government services in Delhi state
    c) Use of Community Scorecards in Sattara, Mahaarshtra
    d) Introduction of citizen monitoring groups and social audits by Ayauskam in Odissa.

- **Cambodia:** a social accountability program under the Demand for Good Governance Project

Responsiveness through Grievance Redress. This strategy typically involves establishing beneficiary feedback and grievance redress mechanisms to exert responsiveness. Systems and procedures are designed to handle and respond to complaints and grievances from:

a) Beneficiaries/consumers benefitting from the service delivery from suppliers or contractors of services

The tools that are most frequently used for this strategic purpose are: Hotlines, Web pages, Beneficiary Committees, Ombudsperson, Grievance Redress Mechanisms, and Crowd-Sourcing Technologies.

9. CONCLUSION

Corruption is now seen unequivocally as a major barrier to development, and its reduction is a top priority for development efforts.

The link between corruption and development is clear. Various studies involving different countries have shown that the more corrupt a government, the more underdeveloped the country becomes. (UNDP 2004) Poverty becomes more rampant, social services are reduced and investments in infrastructure and social services are diminished. Corruption fosters an anti-democratic environment characterized by uncertainty, unpredictability, declining moral values and disrespect for constitutional institutions and authority. Corruption embodies, not just a governance deficit, but also an amputation of democratic values and human rights, resulting to poverty and threatening human security.[83]

Corruption is a governance issue because it involves effective functioning of institutions and management of society thru its political, economic, social and judicial mechanisms. When these formal and informal institutions break down, laws and policies that ensure accountability and transparency of the government become harder to implement.[84]

The experiences from Uganda and Tanzania have showed that ruling groups, at their will, can reduce accountability, either through lack of transparency or by declaring certain areas of decision making off limits to scrutiny and intervention. Hence, it is necessary that mechanisms towards reducing opportunities to monopolize power are in place such that any actions that may undermine accountability are immediately preempted and disciplined. Ex-ante or preventive strategies should be the core element of reform. A committed leadership and able management skills to implement the programs and sustain the progress made should reinforce the anti-corruption strategy. Continued reengineering of the bureaucracy is also necessary, with reforms focused not only on achieving efficiency and effectiveness, but also instilling a culture of rules in the system.

While the findings confirm that corruption is a sizeable problem in Uganda and Tanzania, they also reveal that progress has been made in the last decade largely by reducing opportunities for corruption through policy, institutional and regulatory reforms.

The control of corruption requires three strategies. First, the formal machinery of monitoring officials and politicians needs to be drastically improved. There is a need for political will to implement this. Second, this

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[83]Anti-Corruption, UNDP, 2004.
[84] Ibid, p.2

will be generated by popular pressure from Community, CSOs and Media. We cannot expect the bureaucrats and politicians who benefit from the corrupt system to reform themselves. Third, the public must be educated to exert moral and political pressure to outlaw corruption. The mobilization of such public pressure depends on widespread awareness of the social costs and political risks which corruption entails.

ANNEXES

Annex 1: Focus Group Discussion Guide

<u>FOCUS GROUP DISCUSSION GUIDE</u>

(COMMUNITY MANAGED MICRO FINANCE INSTITUTIONS, SMCS/PTA, HMCS, BONGA COMMUNITIES AND TEACHERS)

Understanding of Corruption

1. What do you understand by the term corruption?

2. How does corruption manifest in:
    a) Your Community?
    b) Schools?
    c) Hospitals
    d) Local Governments
    e) Police
    f) Radios
    g) Road Sector
    h) Other areas
3. In your opinion, what is the level of prevalence of corruption in public?
    a) In central government procurement units
    b) In local government procurement units

Solicitation and Payment of Bribes

4. How many of us have been asked for a bribe in the last 12 Months? *(by show of hands, record the number of participants who respond in affirmative)*
5. How many of you have offered a bribe in the last 12 months? *(by show of hands, record the number of participants who respond in affirmative)*

6. For those that offered bribes, what were those bribes for?
7. What is your opinion about corruption *(probe for negative and positive opinions)?*
8. What is the justification for your opinion?

Causes and Consequences of Corruption

9. What conditions do you think have led to corruption in your community?
10. From your experience, what are the human rights that are most affected by corruption?
11. What specific negative impact can corruption have on the enjoyment of human rights by vulnerable groups such as women, children, elderly, and persons with disabilities, indigenous people and others?

12. Do you have any experience regarding the ways on how best to deal with corruption while at the same time promoting and protecting human rights?
13. What are the best practices in the fight against corruption?
14. What are the challenges in combating corruption in community?
15. Are there any specific problems in your work where corruption has a negative impact on the enjoyment of human rights?

Role of the Public in Monitoring Government Programs

16. Establish public knowledge of their role in monitoring government programmes.

17. For the respondents who know about laws and regulations against corruption, how did they get to know?
18. For the respondents who say that public knowledge is limited, what have been the main constraining factors?
19. What are the most effective means of disseminating this knowledge to the wider population?

Recommendations

20. What measures can be taken by Stromme and Partners to combat corruption?

21. What measures can be taken by government to combat corruption?

22. How can the existing mechanisms be utilized for anti-corruption efforts?
23. What other institutional mechanisms could be used in combating corruption both at the national and local levels?

Thanks for your time!

Annex 2: Key Informant Guide

KEY INFORMANT INTERVIEW GUIDE

Introduction/Consent
Hello. My name is …………………………………………………………………I am from (Adroit Consult International), an independent consultancy firm. We are here on behalf of Stromme Foundation to conduct a research study on anti-corruption action. The information shared with us will help in providing information on corruption issues at the local community level and come up with an action plan on what can be done to fight corruption. You have been identified to participate in this exercise given your role in this community. The information shared with us will strictly be confidential and will only be used to inform programming to enhance the fight against corruption in this community. Our discussion with you will take us between 30 minutes to One hour.

1. How does corruption manifest in your community (District, Municipal Council, Sub-county?) across sectors like health, education, roads, agriculture, and environment, Justice, Law and Order (JLOS)?
2. What do you think are the major causes of corruption in this community?

3. From your experience, how has corruption affected the welfare of people within your community?
4. What specific negative impact can corruption have on the enjoyment of human rights by vulnerable groups such as women, children, elderly, and persons with disabilities, indigenous people and others?
5. Do you have any experience in combating corruption?
6. What are the best practices in fighting corruption and what are the challenges in this respect?
7. What measures can be taken by government and other actors like CSOs to combat corruption?
8. How can the existing social structures and mechanisms be utilized for anti-corruption efforts?
9. What other institutional mechanisms could be used in combating corruption at national and local level?
   a) National Level
   b) Local Level
10. Are there any other observations or suggestions you wish to provide regarding the discussion?

Thanks for your time!

Annex 3: Rights Holder Questionnaire

RIGHTS HOLDER QUESTIONNAIRE

INTRODUCTION/CONSENT

Hello. My name is ……………………………………………………………I am from (Adroit Consult International), an independent consultancy firm. We are here on behalf of Stromme Foundation to conduct a research study on anti-corruption action. The information shared with us will help in providing information on corruption issues at the local community level and come up with an action plan on what can be done to fight corruption.

We would very much appreciate your participation in this study. I would like to ask you about your education, occupation, satisfaction with services offered and experiences with corruption while seeking services. Whatever information you provide will be kept strictly private and will not be shown to other persons who don't need to see it. Participation in this study is voluntary and you can choose not to answer any question or all of the questions. However, we hope that you will participate in this study because your views are important. We will have an interview which will take us between 30-40 minutes. Remember, all the information you share will be kept confidential. Do you agree to participate? May I begin the interview now?

Yes……………1   **No………………2 [Stop interview]**

SN	Question	Response *(circle the appropriate response from the respondent)*
1	Gender of Respondent	1. Male 2. Female
2	Age of the Respondent	1. 18-22 2. 23-28 3. 29-34 4. 35-40 5. 41-45 6. 46-50 7. 51-55 8. 56 and above
3	Education Level	1. None 2. Primary 3. Secondary 4. Tertiary 5. University 6. Other (Specify)
4	Main Occupation of the Respondent	1. Student 2. Professional 3. Technical Worker 4. Businessman/Woman 5. Farmer 6. Casual Laborer 7. Other (specify)
5	Employment Status	1. Student 2. Formal Employment 3. Informal Employment 4. Unemployed

SN	Question	Response (circle the appropriate response from the respondent)
		5. Self employed 6. Retired 7. Other (specify)
6	Which department did you seek a public service from?	1. Education 2. Health 3. Agricultural Extension 4. Security (Police) 5. Courts of law 6. LCs 7. Others (specify)
7	How many times have you visited the institution in the last one year?	1. 1-5 2. 6-10 3. 10-15 4. 16+
8	Were you satisfied with the services offered?	1. Very Satisfied 2. Satisfied 3. Moderately Satisfied 4. Not Satisfied 5. Don't Know
	Service Satisfaction	**Were you satisfied with the time you spent to obtain a service)**
9	*How long did it take to be served (Minutes)*	*1. Very Satisfied, 2. Satisfied, 3. Moderately Satisfied, 4. Not Satisfied, 5. Don't Know*
	a) Education	
	b) Health	
	c) Agricultural Extension	
	d) Security (Police)	
	e) Courts of law	
	f) LCs	
	g) Financial Sector (SACCOs)	
	h) Others (Specify)	
10	What forms of corruption did you encounter or experience in the course of seeking services?	1. Abuse of Office 2. Demand Bribe 3. Extortion 4. Favoritism 5. Sexual harassment 6. Tribalism / Nepotism 7. Misuse of government resources 8. Un procedural tendering 9. Discrimination 10. Other (specify)
11	At the office or place where a service was being offered, did you give a bribe?	1. Yes 2. NO
12	If yes, how many times did you give a bribe?	1. 1-2 2. 3-4 3. 5 and above

SN	Question	Response (circle the appropriate response from the respondent)
13	If yes, what kind of bribe did you give?	1. Cash 2. Items 3. In-kind 4. Other (specify)
14	If you gave cash/ gift what was the value?	
15	If you gave a bribe, what made you give it?	1. Voluntary token 2. I usually give to get a service 3. Too much delivery in service delivery 4. Long Queues 5. It was demanded 6. Other (specify)
16	What did you pay a bribe or give a gift for?	1. Medicine 2. Public School 3. Police –non traffic 4. Police –Traffic 5. Garbage disposal 6. Civic administration 7. Employment 8. Reduction on taxes 9. Electricity 10. District /Municipal Council/Sub-county 11. Land registration 12. Local Council Courts 13. Courts of law 14. Other (specify)
17	After giving a bribe or gift, did you report anywhere?	1. Yes 2. No
18	If yes, where did you report?	1. Police 2. Local Council 3. Friend 4. Local Government 5. Inspectorate of Government 6. State Official (RDC) 7. Traditional leader 8. Other (specify)
19	If no, why didn't you report?	1. I offered a bribe /gift willingly 2. Feared retribution 3. Didn't know where to report 4. Didn't think it was necessary 5. Nothing will be done 6. Lack of trust in public institutions 7. Other (specify)
20	How do you rate the level of corruption in this institution?	1. Very high 2. Moderate 3. Low 4. Very low 5. Don't know

SN	Question	Response (circle the appropriate response from the respondent)
21	When rating the level of corruption in this institution, what do you base your assessment on? *(circle all that apply)*	1. Personal Experience 2. Media Reports 3. Discussions with friends and Relatives 4. Information from the Institution 5. Information from Politicians 6. Information from place of worship
22	Compared to one year ago, has the level of corruption changed?	1. Increased 2. Reduced 3. Remained the same 4. Don't know 5. Other (specify)
23	What would you attribute your answer above to?	
24	What are your expectations next year in corruption levels?	1. Very high 2. Reduced 3. Moderate 4. Low 5. Don't know
25	How much pressure was exerted on you by public officers of this department to engage in corruption?	1. A lot of pressure 2. A fair amount of pressure 3. A little pressure 4. No pressure at all
26	In your assessment, how wide spread is corruption among employees in this institution?	1. Almost all officials are involved 2. Most officials are involved 3. Only a few are involved 4. Only a few are involved 5. Hardly any officials are involved 6. Don't know
27	Who usually initiates a bribe?	1. A service provider initiates or asks 2. A person offers payment on his/her own accord 3. It is known beforehand how to pay and how much to pay 4. Don't know 5. No opinion
28	What would you do if you experience delays while waiting for services in an institution?	1. Just wait until it comes 2. Offer a bribe or gift to an official 3. Use influential people to help 4. Lodge a complaint to top management 5. Report to Inspectorate of Government 6. Do nothing 7. Other (specify)
29	If corruption directly affected you would you take action to counter it?	1. Yes 2. No
30	If yes, How?	
31	If no, why?	

SN	Question	Response *(circle the appropriate response from the respondent)*
32	What do you think are the consequences (impact) of corruption in your community? *(circle all that apply)*	1. Loss of public funds 2. Reducing human capital 3. Poor social services 4. Moral decay 5. Exclusion of the poor 6. Lack of justice and rule of law 7. Lack of trust in public institutions 8. Frustration among the population 9. Undermines democracy 10. Undermines citizenship 11. Lack of fairness 12. Violates social contracts between citizens and leaders 13. Can lead to conflicts 14. State failure 15. Stagnated economic growth 16. Others (specify)
33	Have you taken any action to fight corruption?	1. Yes 2. No
34	If yes, what have you done as an individual /community to fight corruption within your community	
35	If no, Why?	
37	What do you think are the existing gaps in the fight against corruption?	
38	What do you think government needs to do to eradicate corruption?	

Thank you for your time!

Strømme Foundation