



UNITED REPUBLIC  
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# Brief 3: Progress Towards Good Governance and Increased Accountability in Tanzania

Produced by the Research and Analysis Working Group of the MKUKUTA Monitoring System, Ministry of Finance and Economic Affairs

## POVERTY AND HUMAN DEVELOPMENT REPORT (PHDR) 2009

Economic growth, reduction of poverty and improved quality of life all rely upon the fair, effective and transparent use of Tanzania's resources. Therefore, the success of MKUKUTA's Clusters I and II relies on achieving the four desired outcomes of MKUKUTA's Cluster III: i) good governance and the rule of law; ii) accountability of leaders and public servants; iii) democracy, and political and social tolerance; and iv) peace, political stability, national unity and social cohesion. This brief, the third in the series of briefs on PHDR 2009, presents data on key indicators for Cluster III.

### Vital Registrations

Effective systems of governance rely upon accessible, legally recognised vital registrations (births and deaths) and certificates of ownership or rights to the use of land. In addition, as noted in Cluster I, the lack of information on borrowers readily obtainable by financial institutions is a significant barrier to individuals and small- and medium-sized enterprises (SMEs) seeking to access credit for investment and this, in turn, acts as a curb on economic opportunities and growth.

The Tanzania HIV/AIDS and Malaria Indicator Survey (THMIS) 2007/08 estimated that one-fifth of births (20.1%) in Mainland Tanzania are registered, a marginal increase from 17.6% in 2004/05. Marked disparities in birth registration rates were recorded by residence (urban areas 46%, rural areas 15%); by region (from under 5% in Tabora and Manyara to 75% in Dar es Salaam); and by household wealth status (60% for children in the highest wealth quintile compared with 10% in the lowest quintile). Only 6.3% of children under five years of age in Mainland Tanzania had a birth certificate (rural 3.3%; urban 20.9 %).

The latest information on smallholder land ownership or customary rights comes from the Agricultural Survey 2002/03. In that survey, only 7.1% of rural households reported having certificates attesting to their rights of ownership and use of land.

### Citizen Participation and Information Dissemination in Local Government

Democratic governance relies on broad-based citizen participation in public affairs, on regular, well-conducted and transparent meetings of government authorities at all levels, and on citizens' access to government information.

In the National Parliament, representation by women has met the MKUKUTA target of 30%, but this is largely due to the allocation of special seats. At the local level, only 5% of district councillors are women. Research on the impact of local government reform in six councils found that citizen participation in local government meetings and committees increased between 2003 and 2006, particularly among women and youth, albeit from low levels (Tables 1 and 2). However, only 53% of survey respondents in 2006 reported that their village/mtaa assembly had met within the last three months, which is low since local assemblies are required to meet at least once every quarter.

**Table 1: Indicators of Community Participation, 2003 and 2006**

Respondents who report that they are or a household member is involved in...	2003 (% of respondents)	2006 (% of respondents)	Change between the two surveys
Member of village/ward leadership	17.3	22.9	32%
Participation in full council meetings	24.2	28.1	16%
School committee member	28.2	35.8	27%
Water management committee	13.3	23.2	74%
Preparation of village/ward plans	19.7	35.0	78%
Tanzania Social Action Fund (TASAF) project committee	1.9	13.7	621%
Public works committee	8.8	19.1	117%
Primary cooperatives/society/farmers association	8.7	12.1	39%
Agricultural/livestock extension contact group	2.9	6.4	121%

Source: Tidemand, P. & Msami, J. (forthcoming). Local government reforms and their impact on local governance and service delivery: Empirical evidence of trends in Tanzania Mainland 2000 – 2008.

**Table 2: Participation in Local Government Leadership, by Gender and Youth/Elders, 2003 and 2006**

Respondents who reported that he/she or another household member is involved in village/ward/council leadership	2003 (% of respondents)	2006 (% of respondents)	Change between the two surveys
Male	24.2	26.6	10%
Female	9.6	18.6	94%
Youth	1.2	9.1	658%
Elders	32.9	32.6	-1%
<b>Total</b>	<b>17.3</b>	<b>22.9</b>	<b>32%</b>

Source: Tidemand et al., (forthcoming).

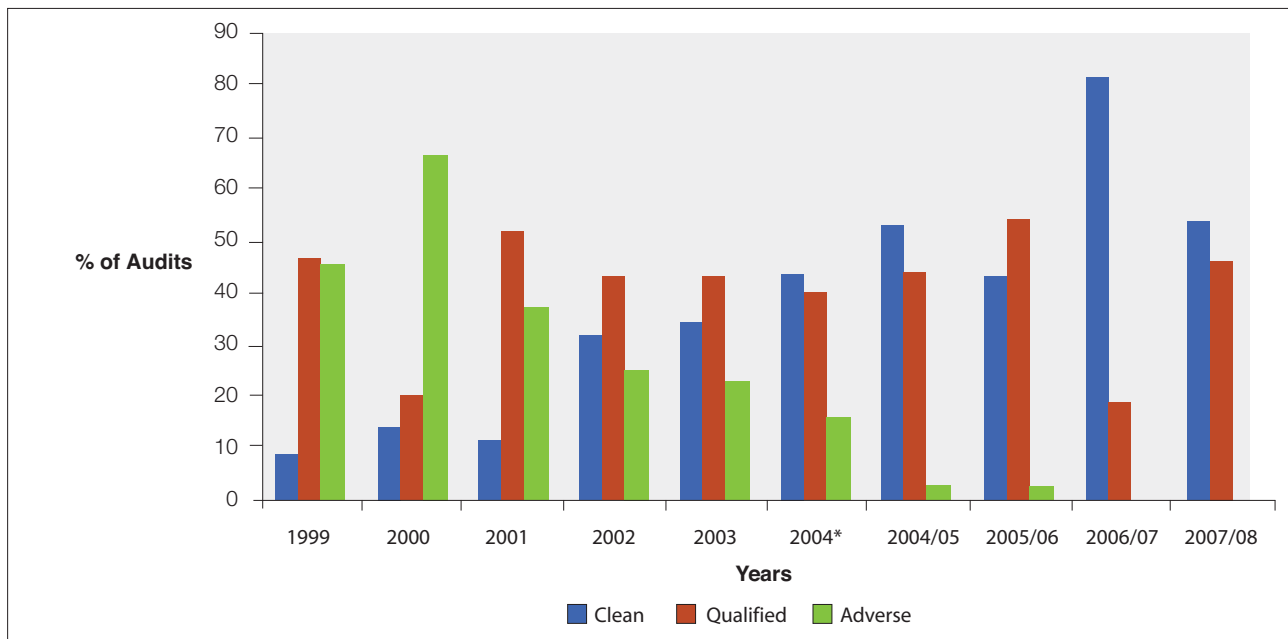
More positively, a large majority (77%) of respondents expressed trust in village/mtaa assemblies as democratic forums where people have a say. However, results from Round 4 of the Afrobarometer survey conducted in 2008 found that Tanzanians were less optimistic about their ability to effect change. Just over half of respondents felt that ordinary people were able to solve local problems.

With respect to information dissemination, only 13% of respondents in the citizen survey in six councils in 2006 reported that they had seen the local government budget posted in a public place. Moreover, information was provided in formats that many citizens found hard to understand.

## Management of Public Finances

The management of public finances, as reflected in audits of central government institutions and local government authorities, generally shows improvement over time, though audit opinions in 2007/08 were less favourable. The percentage of ministries, departments and agencies (MDAs) of the central government which received a 'clean' or 'unqualified' audit certificate (which indicates compliance with financial management regulations) rose from 34% in 2004/05 to 76% in 2006/07, but fell back to 71% in 2007/08. The percentage of LGAs with clean audit reports increased from 9% in 1999 to 81% by 2006/07 (Figure 1). However, this percentage dropped to 54% in 2007/08, partly due to conflicting instructions received by LGAs about the preparation of their accounts.

**Figure 1: Summary of Controller and Auditor General (CAG) Reports for LGAs, 1999 to 2007/08**



Source: National Audit Office - Reports of the Controller and Auditor General (various years).

Notes: In 2004, the fiscal year for LGAs was changed to coincide with the Central Government FY from July – June. Previously LGA FY was on a calendar year basis. Thus the year marked 2004\* included only six months: January-June 2004.

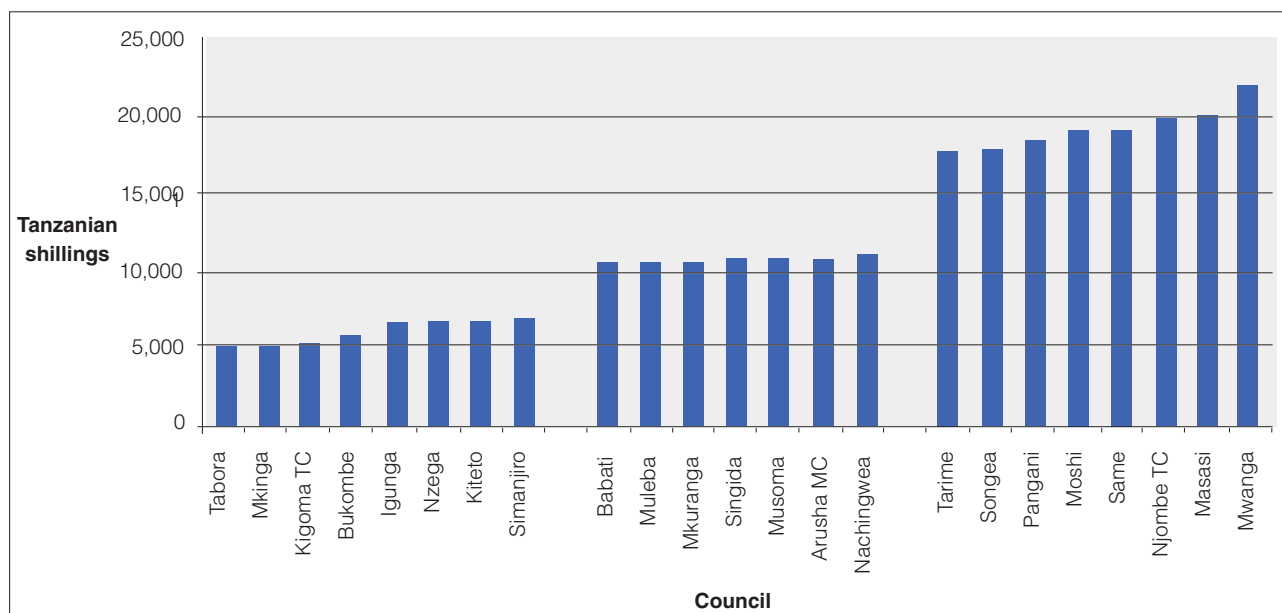
In recent years, the domestic media has reported serious allegations of official corruption, and a number of high-profile cases are being prosecuted. International sources – Transparency International and the World Bank’s Governance Indicators – reported an improvement in Tanzania’s control of corruption from the late 1990s to mid-2000s, but slight deterioration since 2007. Data from the latest round of the Afrobarometer survey indicates an increase in people’s perception of corruption among local councillors. In 2008, 83% of respondents felt that ‘some’, ‘most’ or ‘all’ of their councillors were involved in corruption compared with 70% in 2005. Recent research also indicates corruption and mismanagement in the natural resources sector (Jansen, 2009; Milledge et al., 2007). In an effort to improve future governance, Tanzania has joined the Extractive Industries Transparency Initiative (EITI), a coalition of governments, companies and civil society representatives that sets a global standard in transparency in the oil, gas and mining sectors to ensure that the country’s natural resources benefit all Tanzanians.

### **Allocation of Financial and Human Resources to Local Government Authorities**

In 2004, an important agreement between the Government of Tanzania and Development Partners was reached in principle towards reforming central government fiscal transfers to LGAs, whereby formulas would be applied to calculate allocations to LGAs for recurrent expenditures in six key sectors – education, health, local roads, agriculture, water and administration – and a new joint donor-Government funded block grant for development, the Local Government Capital Development Grant (LGCDG) was introduced. The primary objectives of these reforms were to: (i) share resources more transparently and fairly by application of needs-based formulas, and (ii) to enhance LGAs’ autonomy in budget allocations and implementation of local development plans.

Progress in the reform of recurrent fiscal transfers has been modest. Recurrent transfers are predominantly composed of wages and wage-related expenditure, which are referred to as personal emoluments (PE). However, the central government still controls the recruitment and allocation of staff. As a result, formula-based allocations have not yet been fully implemented and fiscal allocations to LGAs still vary widely. For example, allocations for education staff to councils in 2007/08 ranged from TShs 5,000 per capita to TShs 22,000 (Figure 2).

**Figure 2: Budget Allocations to LGAs for Education Personal Emoluments, 2007/08 – Councils with the Lowest, Median and Highest Allocations Per Capita**



Source: Analysis by Dr J. Boex based on Local Government Information (LOGIN) data. Available at [www.logintanzania.net](http://www.logintanzania.net)

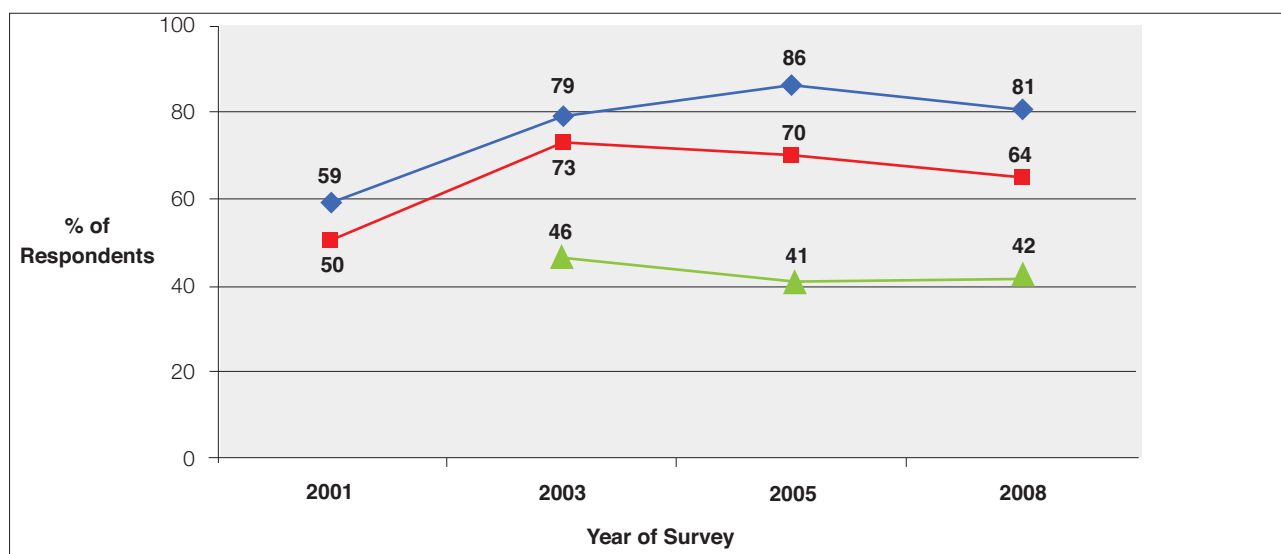
The prevailing practice allocates staff and funds for personal emoluments based on staffing norms for district facilities. Districts with existing facilities, therefore, tend to receive greater funds than districts with limited facilities and staff, hence perpetuating historical disparities in financial and human resources and, in turn, service provision and outcomes. Rural and remote areas of the country still face severe shortages of skilled staff – including teachers, health workers and agricultural extension staff – to deliver the essential public services that underpin human development and facilitate economic growth. Overall, LGAs share of total recurrent government expenditure in 2007/08 was 23%.

Local government reform has been more successful in transforming transfers of development funds. Under existing arrangements, all LGAs receive a discretionary development grant of approximately US\$ 1.5 per capita if they fulfil minimum conditions regarding the quality and transparency of their development plans, financial management and procurement systems. In 2009/10, 98% of LGAs qualified for the capital development grant. However, in 2007, LGAs' share of total development funding was only 17%.

### Satisfaction with Government Services

A majority of respondents in the 2008 round of the Afrobarometer survey reported satisfaction with government efforts in providing education and health services, which in part reflects increased budget allocations to these sectors since 2001. Levels of satisfaction have fallen, however, since 2005 in education and since 2003 in health. People's satisfaction with water services is low, and this has not changed much over the past five years. Rural residents are more dissatisfied with water services than urban residents.

**Figure 3: Percentage of Respondents Reporting Satisfaction with Government Services, by Sector, 2001, 2003, 2005 and 2008**



Sources: Afrobarometer surveys, 2001, 2003, 2005, 2008

### Justice and Human Rights

Within the justice system, progress has been made in reducing the percentage of prisoners in remand for more than two years from 15.7% in 2005 to 5.4% in 2008. However, the percentage of court cases pending for two or more years has remained around 25% for the past few years. The Commission for Human Rights and Good Governance (CHRGG) has also highlighted that the detention of juveniles in adult prison facilities continues to be a serious problem, but hard data on the number of juveniles being detained is not yet available from the Ministry of Home Affairs.

The CHRGG also reported that the number of cases filed for infringement of human rights has declined from 4,948 cases in 2006/07 to 2,459 in 2008/09, but it is not clear to what extent this reduction is due to less active outreach work on the part of the Commission, or to a real decline in human rights violations.

### Public Safety and Domestic Violence

Afrobarometer 2008 revealed mixed perceptions on public safety. Positively, a majority of Tanzanian citizens did not fear crime in their homes and three-quarters had not experienced theft from their home over the past year (Table 3).

**Table 3: Citizens' Experience of Theft from Their Homes (% of respondents)**

Over the past year, how often, if ever, have you or anyone in your family had something stolen from your home?	2003	2005	2008
Never	66	79	74
Just once or twice	23	13	19
Several times/many times/always	11	8	7

Source: Afrobarometer surveys 2003, 2005 and 2008

Significant increases were recorded in the percentages of respondents who reported trust in the police and courts of law between 2003 and 2005, but levels of trust declined between 2005 and 2008 (Table 4). The proportion of respondents who trusted the police 'somewhat' or 'a lot' fell from 85% in 2005 to 60% in 2008. Similarly, citizens' level of trust in the courts of law ('somewhat' or 'a lot') diminished from 85% in 2005 to 73% in 2008. At the same time, media reports of incidences of mob justice and the existence of community militias – Magambo and Sungusungu – is a worrying indicator of a lack of confidence in the police and courts to maintain and enforce public order.

**Table 4: Citizens' Level of Trust in the Police and Courts of Law (% of respondents)**

How much do you trust the police/courts of law, or haven't you heard enough about them to say?	Police			Courts of Law		
	2003	2005	2008	2003	2005	2008
Not at all	13	6	14	10	3	6
A little	35	8	25	33	7	19
Somewhat	39	23	34	41	28	40
A lot	11	62	26	12	57	33
Don't know	2	2	1	4	4	1

Source: Afrobarometer surveys 2003, 2005 and 2008

There are no new reliable national data to report about domestic violence and sexual abuse. The Demographic and Health Survey 2009/10 will report on attitudes towards domestic violence. Sexual abuse and harassment remain common violations of human rights in Tanzania, especially of women and children, but hard data about the full extent and prosecution of these offences are not yet available. Many cases of abuse are neither reported to the police, nor referred by them to the courts.

## Key Policy Implications

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An effective public service framework – with highly skilled staff at both local and national levels – is a necessary foundation for service delivery improvements and poverty reduction. In turn, this will depend on consistent and coherent policy and action in the implementation of local government reforms across all institutions of government, particularly the President’s Office – Public Service Management (PO-PSM), the Ministry of Finance and Economic Affairs (MoFEA) and the Prime Minister’s Office – Regional and Local Government (PMO-RALG).

Strong commitment by the Government to the local government reform process – including greater devolution of staffing control to LGAs and full implementation of formula-based allocations – will be needed to achieve autonomous and empowered district councils, and to address current disparities in service delivery and outcomes. Consistent with the aspirations of Vision 2025, the capacity of local services must be continuously enhanced to provide quality education from basic literacy to technical expertise, life-affirming healthcare from before birth to end of life, universal access to clean and safe water supplies, and social protection for the vulnerable that supports the development of individual and community capabilities.

## Recommendations for Improved Monitoring

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Monitoring progress towards MKUKUTA’s goals for good governance and increased accountability remains challenging given ongoing data limitations. For the next phase of MKUKUTA, a review of the goals and indicator set is recommended to ensure that all indicators are precisely defined and backed by government monitoring systems.

One critical aspect of democratic and accountable governance relates to local government. However, the current MKUKUTA Monitoring Master Plan includes only a small number of indicators to assess progress in local government reform. A more comprehensive set of indicators is needed that captures trends in all pillars of local governance and accountability – legal, financial and human resources. This will allow a more rigorous assessment of challenges and opportunities towards achieving truly democratic, participatory, representative, accountable and inclusive systems of governance.

In addition, a programme of systematic, regular, nationally representative perception surveys would provide valuable information on government performance. The data collected in the Afrobarometer surveys used for the PHDR 2009 are limited due to the need for internationally comparable data in those surveys. The implementation of broad-based national perception surveys would facilitate expanded data collection – for example, of local business perceptions and constraints – to better inform strategies to boost domestic investment and growth opportunities.

## References

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