TANZANIA CIVIL ENGINEERING CONTRACTORS ASSOCIATION

A PROPOSAL FOR MONITORING EFFECTIVENESS OF ANTI-CORRUPTION INITIATIVES IN THE CONSTRUCTION SECTOR IN TANZANIA

FINAL REPORT

CONSULTANT

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Reducing Poverty by Enabling Access

FUNDED BY

BEST - AC
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Acronyms

AAT	Architects Association of Tanzania
ACET	Association of Consulting Engineers Tanzania
ACF	Anti-Corruption Forum
AQRSB	Architects & Quantity Surveyors Registration Board
BEST – AC	Business Environment Strengthening for Tanzania - Advocacy Component
CATA	Contractors Association of Tanzania
CBOs	Community Based Organisations
CMU	Corruption Monitoring Unit
CoDIA	Concern for Development in Africa
CoST	Construction Sector Transparency Initiative
CPI	Corruption Perception Index
CRB	Contractors Registration Board.
DANIDA	Danish International Development Agency
DAWASA	Dar Es Salaam Water Supply and Sanitation Agency
DFID	Department for International Development
DPP	Director of Public Prosecutions
ERB	Engineers Registration Board
ESRF	Economic & Social Research Foundation
EU	European Commission
FACEIT	Front Against Corrupt Elements in Tanzania
GGCU	Good Governance Coordination Unit
IET	Institute of Engineers Tanzania
ITT	IT Transport Ltd
LHRC	Legal and Human Rights Centre
MDAs	Ministries, Departments and Agencies
MoID	Ministry of Infrastructure Development
MSG	Multi-Stakeholder Group
NACSAP	National Anti-Corruption Strategy and Action Plan
NAO	National Audit Office
NCC	National Construction Council
NPF	NGO Policy Forum
PACS	Project Anti Corruption System

PCA	Participatory Corruption Assessment
PCCB	Prevention and Combating of Corruption Bureau
PETS	Public Expenditure Tracking System
PMO-RALG	Prime Ministers Office, Rural Administration and Local Government
PPA	Public Procurement Act
PPAA	Public Procurement Appeals Authority
PPRA	Public Procurement Regulatory Authority
PSO	Private Sector Organisations
QSDS	Quantitative Service Delivery Surveys
REDET	Research for Democracy in Tanzania
REPOA	Research on Poverty Alleviation
RFB	Roads Fund Board
SPSS	Statistical Package for Social Science
TACECA	Tanzania Civil Engineering Contractors Association
TANROADS	Tanzania National Roads Agency
TARA	Tanzania Roads Association
TBS	Tanzania Bureau of Standards
TCCIA	Tanzania Chamber of Commerce Industry and Agriculture
TGNP	Tanzania Gender Networking Programme
TNBS	Tanzania National Bureau of Statistics
TPSF	Tanzanian Private Sector Foundation
USAID	United States Agency for International Development
WB	World Bank

Executive Summary

The construction sector is an important sector in the country's national economy, yet is widely believed to be one of the more corrupt, as indicated in the TACECA Study on Corruption (2006). As a follow up to the 2006 study, the Association is implementing a project, funded by Business Environment Strengthening for Tanzania Advocacy Component (BEST – AC), with the overall objective to enable TACECA to monitor the effectiveness of various initiatives which aim to reduce corruption in the construction sector, and to use this information to argue for improvements and changes in these programmes, and Government policies, as appropriate.

This initial part of the project aims at designing the broad approach to be used in monitoring the effectiveness of anti-corruption activities in the construction industry. This broad approach is outlined in this report.

Proposed Monitoring System

A two-pronged monitoring approach is proposed whereby **ongoing and planned initiatives** can be monitored on a routine basis (primarily in terms of outputs and activities) and the **overall impact** of the combined initiatives (government, donor etc.) is monitored to ascertain if they have resulted in a reduction in the levels of corruption. The main reason for this is that it would be difficult to ascertain the impact of a particular initiative in an environment where various initiatives and legal/policy reforms to tackle corruption and improve transparency are occurring concurrently. Furthermore, given that many of the interventions involve some level of behaviour/attitude change and institutional changes, the impact is likely to be felt over the medium to long term rather than the short term. The final stage is to influence change by disseminating these findings. These stages are outlined below.

A. Initiative Monitoring

Initiatives will be monitored through an 8 step process:
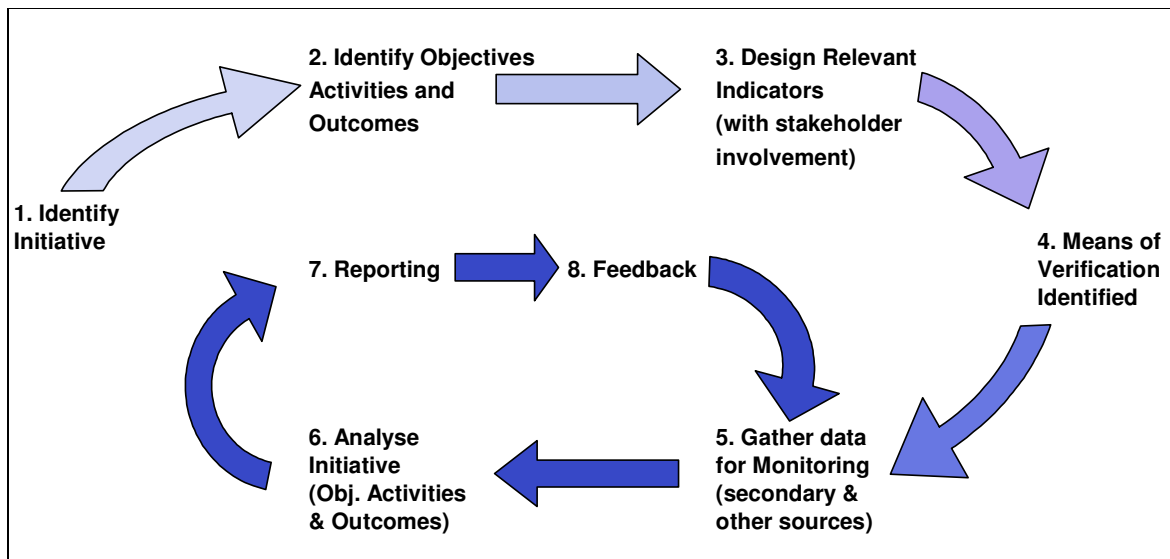
Step 1: Identify Initiative
Through consultation with stakeholders at various fora (workshops, conferences, stakeholder annual meetings, CoST meetings, informal or formal meetings with key stakeholders etc.) new and ongoing initiatives not already identified should be noted and put in the monitoring system.

Step 2: Identify Objectives, Activities and Outcomes
This step requires the identification of the key characteristics of the initiative in terms of what it intends to achieve and how. This information should be added to an Initiative Data Sheet and also kept on an Excel spreadsheet.

Step 3: Design Relevant Indicators (with Stakeholder Involvement)
By analysing the objectives and activities of the Initiative, it should be possible to identify relevant indicators against which the initiative can be measured. The number of indicators routinely monitored should take into account the resources available to collect the required information and the use to which that information will be put.

Step 4: Identify the Means of Verification
This step should happen concurrently with Step 3, since identifying relevant indicators depends on the available means of verification.

Step 5: Gather Data for Monitoring
Data should then be gathered as and when it is available/needed.

Step 6: Analyse Initiative against Indicators
Data analysis is the process of converting the raw information into knowledge that can be used for decision making and lesson learning.

Step 7: Reporting
After the information has been analysed, it is necessary that the outcome is compiled into a report in a usable and understandable format.

Step 8: Feedback and Dissemination
This information can then be disseminated and fed back to the relevant stakeholders to ensure that the findings are acted upon. It is necessary to consider the appropriate forum through which monitoring reports are disseminated

B. Construction Sector Barometer

There will be both qualitative and quantitative elements to the measurement of corruption in the sector and will combine the use of existing data and new data obtained through survey and other methods. The lynchpin of the sector monitoring approach is the National Anti-Corruption Strategy and Action Plan (NACSAP), which will provide the framework through which the sector will be monitored. One of the key outputs of the monitoring process will be the Construction Sector Barometer based on perceptions of corruption in the sector and triangulated with other sources of data.

1. Prepare Construction Sector Perception Index
This will provide an assessment of the levels and types of corruption in the sector and identify at which stages in the construction value chain corruption is taking place, based on the perceptions of various stakeholders within and outside the sector. It will be carried out on an annual basis so that improvement or otherwise can be compared year after year. The main instrument of the Barometer will be a questionnaire survey conducted with a representative sample of respondents. This questionnaire will pose specific questions to elicit the respondents' views on corruption along the entire value chain, the rule of law, financial discipline, the procurement system and so on based around the information needs of the monitoring framework.

2. Compile News Scan Database
It is proposed that the monitoring system incorporate a system of identifying, cataloguing and analysing articles relating to corruption and mismanagement in the sector. This should include an assessment of the quality of the article, in terms of rigour, verification of sources etc. This has been built into the design of the Barometer in order to assess the effectiveness of the media in exposing corruption and encouraging transparency.

3. Collect Secondary Data

A number of key sources of secondary data will be built into the framework of the Barometer in order to triangulate or cross-check with the more qualitative data being derived from other sources. These are measured against specific indicators.

4. Conduct Informal or Semi-Structured Interviews

In order to delve more deeply into specific examples of corruption illustrative of the environment, it will be necessary to carry out a number of interviews with selected individuals within the sector.

C. Influencing Change

Ultimately the aim of getting involved in anti-corruption activities is to influence changes in behaviour, specifically to reduce involvement in corruptive practices. There are several ways in which the results of the monitoring can be used to influence change and ultimately lead to improvements in how corruption is dealt with in the sector. TACECA shall use the information obtained from the monitoring activities to backup its arguments for change.

The cost of implementing this approach over a thirty month period is estimated to be US $ 647, 069.

This project has been carried out by Rachel Flanary of ITT (IT Transport Ltd) and Clement Mworia (Consultant to TACECA) in close collaboration with TACECA management. Sarah Barlow and Ali Mjella (BEST-AC) provided useful comments.

Contents

1. Introduction

The construction sector is an important sector in the country's national economy, yet is widely believed to be one of the more corrupt, as indicated in the TACECA Study on Corruption (2006). The problem is not new and specific institutions such as the Prevention and Combating of Corruption Bureau (PCCB) and Public Procurement Regulatory Authority (PPRA) exist to ensure probity in all sectors and the study team have liaised closely with these and other stakeholders.

Various initiatives have been developed in order to tackle corruption in the sector, most recently the Construction Sector Transparency Initiative (CoST) lead by the National Construction Council, and the Project Anticorruption System (PACS) led by PPRA. These two initiatives are complementary. CoST has a broader approach focusing on transparency and stakeholder involvement, whereas PACS focuses on projects and anti-corruption specifically.

The Tanzania Civil Engineering Contractors Association (TACECA) is keen to be an active player in relevant anti-corruption projects, especially CoST, to ensure that they take account of the reality within the private sector and genuinely work to reduce corruption. TACECA will be represented on the multi stakeholder group for CoST, and this project will enable it to make a valuable contribution to this process.

The Association has received funds from the Business Environment Strengthening for Tanzania Advocacy Component (BEST – AC) to design an approach to monitoring the effectiveness of anti-corruption activities in the construction industry. The overall objective of this project is to enable TACECA to monitor the effectiveness of various initiatives which aim to reduce corruption in the construction sector, and to use this information to argue for improvements and changes in these programmes, and Government policies, as appropriate.

This project is being carried out by ITT (IT Transport Ltd) in close collaboration with TACECA. The main scope of works, as detailed in the TOR, is:
  i)   Prepare an initial draft of the monitoring system and present to TACECA.
  ii)   Map stakeholders involved in the construction industry and their interests and suggest possible modalities for cooperation in implementing the monitoring process;
  iii)   Gather views from strategic stakeholders and incorporate them, as appropriate, in the design of the monitoring system;
  iv)   Assess opportunities for TACECA to work in partnership with related Private Sector Organisations, such as FACEIT, ACET, IET and other local and international PSOs and institutions in managing the monitoring process;
  v)   Produce a second draft of the proposed practical monitoring approach incorporating stakeholder views and submit for review by the Project Review Committee;
  vi)   Submit the final report incorporating comments and recommendations from the review committee.

This report is the key output of this assignment and is at initial draft stage.

2. Approach and Methodology

A four stage methodology has been adopted to fulfil these terms of reference, as follows:

i)   Review ongoing anti-corruption activities, including CoST and PPRA-PACS

This was achieved through reviewing available documentation and conducting interviews with the key stakeholders involved in these and other initiatives.

ii) Map stakeholders involved in the construction industry and their interests

This was achieved through semi-structured interviewing of all the key stakeholders and recording the results in tabular format.

iii) Design a monitoring system

This was achieved by reviewing the programme design of each anti-corruption initiative and understanding how they are internally monitored; reviewing available data sources that could be used to validate whether the outcomes, outputs and intended impact of the programmes is being achieved

iv) Incorporate views of strategic stakeholders

This was achieved through individual interviews with key stakeholders and through a workshop with invited strategic stakeholders. A list of those who attended the workshop on the 22nd January and those interviewed on an individual basis are given in Annex 1.

3. Background

3.1   Size of Construction Sector in Tanzania

The Tanzania National Bureau of Statistics' Report for 2005 indicates that construction contributes TSh 740 billion (£300 million) or about 5.6% to the GDP of TSh13,063 billion or £5.2b. Today the size of the construction sector is considerably larger. Up to 80% of this is funded through grants and soft loans provided by the donor community (CoST Consultation Report, 2007). Over the past decade and a half, Tanzania has ranked as the Sub-Saharan region's single largest aid recipient, having received more than £0.5 billion in official assistance in each year since 1990.

3.2   Modalities of Corruption

Because of the large sums of money that go into the construction sector, the incidence of corruption and corrupt practices is both intense and widespread involving several professions (engineers, architects, surveyors, accountants and managers) acting simultaneously either as contractors, suppliers, consultants or as representatives of public sector clients or of donor/funding agencies. In a construction contract, an overwhelming bulk of the project funds, generally higher than 90%, inevitably flow through the contractor as project payments certified by consultants. Therefore, to siphon project funds, the complicity of the client, contractor and that of the consultant is necessary from the outset: "accommodating" contractors and "compliant" consultants are thus in great demand for malpractices to flourish.

A study carried out by TACECA (2006), revealed that corruption exists at various stages of the procurement process, from prequalification of contractors through the construction supervision up to the final accounts stage. Specifically, the study revealed that corruptive practices occur in the following manner:

- During invitation to tender contractors are often asked to provide money in exchange for clues on the pretender assessment;
- The process of evaluation and award is not done fairly but based on favouring a predetermined contractor, usually one who is willing to cooperate by setting aside some money demanded by the client or client's representative;
- During supervision of works the contractor is often faced with demands for money to facilitate the preparation of favourable laboratory reports, making measurements, preparing certificates and indeed any step relating to payment;
- The contractor, who cooperated with the client by providing money, is normally not supervised properly, providing a good environment for recovering the shortfall by delivering substandard work.

3.3   Levels of Corrupt Practices in Tanzania

Incidence of corrupt practices in the construction sector is very high as assessed by key stakeholders – consulting engineers and contractors – themselves. During a joint meeting of the Engineers Registration Board (ERB) and Association of Consulting Engineers Tanzania (ACET) three years ago, it emerged that over 90% of construction contract awards and some 70% of consultancy assignments are believed to be routinely secured through corrupt practices. TACECA (2006) reports that 90% of contractors pay 10-15% of the overall contract value in bribes. Based on a construction output of TZS 740 billion, this implies that direct losses due to corruption in construction could be in excess of TZS 100 billion. This loss would be magnified by poor quality and inappropriate functionality arising from compromised contracts and project selections.

Nevertheless, in terms of Transparency International's corruption perception index (CPI), Tanzania has steadily improved each year since records began suggesting that levels of corruption are getting better. It is the only Sub-Saharan country today having improved every year with a historically highest CPI score of 2.9. Consequently, there are grounds for optimism that initiatives such as CoST and PACS can succeed. Also, the perception of success in reducing corruption leads to more success and it is hoped that this monitoring system will contribute to such a virtuous cycle.

3.4   Regulatory Framework

The key piece of legislation designed to curb corruption is the **Public Procurement Act 2001 updated 2004**. This is a highly comprehensive piece of legislation that lays out the procedures for tendering and awarding contracts for public bodies and apparently meets international standards. The Act creates the PPRA and a Public Procurement Appeals Authority (PPAA). The PPRA has currently about 40 staff, which is considered insufficient to fulfil its mandated functions (CoST Consultation Report, 2007). However, both PPRA and PPAA are now operational, although still understaffed. For example, one of the mandates of the PPRA is to monitor the compliance of all procuring entities. However, the Monitoring Division responsible for this task has a compliment of seven staff, including director and secretaries, to monitor 392 procuring entities (central government and parastatals). This figure does not include local government level entities.

There is also a **Prevention and Combating of Corruption Bureau (PCCB)** that investigates specific cases with over 500 employees and a budget of $4m (CoST Consultation Report, 2007). The newly enacted **Prevention of Corruption Act 2007** transformed what was formerly the Prevention of Corruption Bureau (PCB) into the much strengthened PCCB, which is set to target grand corruption, construction sector included. The Act also strengthens the PCCB by giving it powers to prosecute its cases, a function formerly assigned to the Director of Public Prosecution.

The **Good Governance, Accountability and Ethics Secretariat**, within the Presidents Office, which is a legally established Secretariat and focuses primarily on monitoring the ethical compliance of public officials and civil servants. The Secretariat has been established in accordance to the Public Leadership Code of Ethics Act.

The Engineers Registration Act No. 15 of 1997, the **Architects and Quantity Surveyors Registration Act No. 16 of 1997** and the **Contractors Registration Act No. 17 of 1997** improves the regulation of market participants through the setting up of the **Engineers Registration Board**, the **Architects & Quantity Surveyors Registration Board** and the **Contractors Registration Board**. Professional regulation also plays an important role and the Institution of Engineers Tanzania (EIT), the Engineers Registration Board (ERB) and the Contractors Registration Board (CRB) have published a code of ethics and conduct containing anti-corruption clauses. The Association of Consulting Engineers also regulates its members and recently debarred one consultant for unethical behaviour.

Tanzania's **National Construction Council (NCC)**, which was established following the National Construction Council Act passed in 1979, has a record of holding anti-corruption meetings as regards construction sector malpractices. NCC includes as part of its **Strategic Corporate Plan 2007-2012** several anti-corruption and good corporate governance activities, but funding for most of these have yet to be identified. Under an amendment of the NCC Act, which is about to take effect, the NCC is now strengthened to enable it to access any information related to the construction sector.

The media in Tanzania is relatively free by all international standards, freedom of speech and association are provided for in the **Constitution.** However, there are pieces of legislation that curtail freedom of the press, which could provide opportunities for corruption to flourish since the media is unable to reveal information deemed as classified by the Government. **The National Security Act (1970)** gives the government absolute scope to define what should be disclosed to, or withheld from the public. It makes it a punishable offence in any way to investigate, obtain, possess, comment on, pass on, or publish any document or information, which government considers to be classified. The Public Service Act also prevents public servants from communicating with the media. However, some stakeholders in Government believe that the press do not sufficiently investigate to establish actual facts and rely more upon hearsay.

Front Against Corrupt Elements in Tanzania (FACEIT), a civil society organisation made up chiefly of former presidents of the Institution of Engineers Tanzania (IET), has been very active in speaking out about corruption and carries out advocacy and research work, holistically, on anti-corruption. Since most of their founder members have an engineering background, the construction sector is a major area of their many public statements and their research.

4. Ongoing Anti-corruption Activities

The Government has instigated various initiatives to tackle corruption both generally and sectorally. Specific initiatives have included the building of regulatory bodies that govern the performance of the construction sector, particularly through the CRB, ERB and AQSRB (as outlined in section 3.4 above). In general, the government has initiated the **National Anti-Corruption Strategy and Action Plan** (NACSAP) for Tanzania (1999), which entailed the mainstreaming of anti-corruption activities by the government and is the blueprint from which subsequent initiatives have grown. The NACSAP identifies seven priority areas, namely:
  • Rule of law and legal framework;
  • Financial discipline and management;
  • Procurement;
  • Public education, awareness and sensitisation of their rights;
  • Public service reform (capacity building);
  • Whistle blowers and witness protection, and;
  • Media.

The key initiatives that have grown from this strategy that have an influence on the construction industry are: the passing of the Public Procurement Act; enforcing observance of Code of Ethics, and; the formation of the Prevention and Combating of Corruption Bureau.

The PPA, as discussed in section 3.4 is a key tool in the fight against corruption by promoting transparency in the tender and award process and ensuring competition in the provision of goods, works and services. As a result of the PPA, all procuring entities are compelled to make tendering open to the public through advertisement, publicise all contracts and minimise bureaucratic intervention in procurement process. An appeals process has also been put in place and a blacklist of suppliers who have been found to be acting contrary to the PPA is being introduced.

The NACSAP also seeks to improve the professional conduct of the public service by enforcing observance of the Code of Ethics and improving the institutional and organisational capacity of central and local public service institutions. In line with this process, all Ministries, Departments and Agencies (MDAs) of the government are required to draw up their own Anti-Corruption Action Plans and designate a Focal Person (now being formed into Integrity Committees). The Focal Person is required to submit quarterly reports on what MDAs are doing to combat corruption. NACSAP (based within the PCCB) is providing training and support to MDAs in this process and the plans and the Good Governance Coordination Unit (GGCU) is coordinating all the plans. There is also a Good Governance, Accountability and Ethics Secretariat within the President's Office, although this focuses primarily on the ethical conduct and disclosure of assets of high ranking public officials, as outlined in section 3.4.

The PCCB is the main agency concerned with the anti-corruption strategy and has three broad functions. Firstly, it takes the necessary measures to prevent corruption in the public, parastatal and private sectors. Secondly, it investigates and (subject to the Director of Public Prosecutions- DPP) prosecutes offences under the act and other offences involving corrupt transactions. Thirdly, it advises the government on ways and means of preventing and addressing corruption effectively.

In addition to government efforts, as articulated in the NACSAP, a number of other initiatives are currently in the pipeline in Tanzania specifically dealing with the construction sector. These include the Construction Sector Transparency Initiative (CoST), which is an international initiative spearheaded by the UK's Department for International Development (DFID), and the Project Anti Corruption System (PACS) designed by Transparency International and being implemented by PPRA. The international launch of CoST is due to take place in Tanzania May 2008 and the institutions involved are already making preparations towards this launch. PACS does not yet have a timescale for implementation and the details of how this is going to be implemented is less clear. These initiatives are described in more detail below.

4.1   CoST

CoST is about increasing transparency. Enhanced transparency in the construction sector has two main benefits. First, corruption is reduced since persons intending illegality would perceive a greater risk of getting caught thus modifying their behaviour; and second, management would improve since slack practices would come to light and more care would be taken. Corruption and bad management both lead to poor quality construction and inappropriate structures that are unsafe and unsustainable. In Tanzania CoST has the following structure:
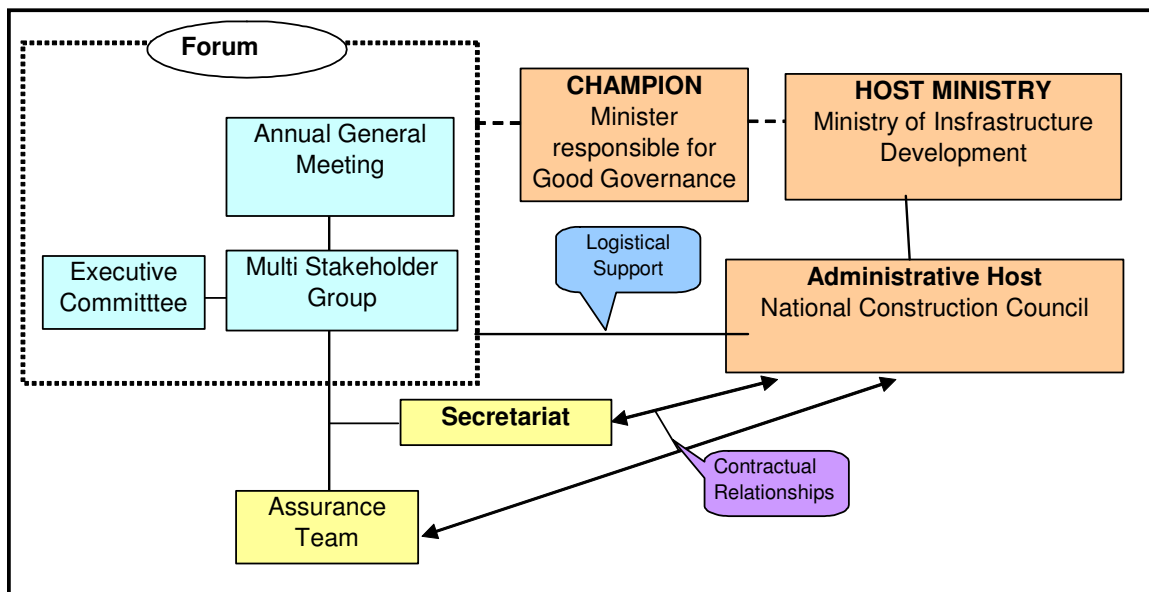
At the heart of CoST is the Multi-Stakeholder Group (MSG). This considers and interprets the degree of transparency of contracts and procuring entities for the public assessments. Currently, there is an Interim Working Group working towards the formal creation of the MSG comprising of the following stakeholders:

1. National Audit Office (NAO)
2. Prevention and Combating of Corruption Bureau (PCCB)
3. Tanzania Civil Engineering Association (TACECA)
4. Tanzania Chamber of Commerce Industry and Agriculture (TCCIA)
5. Architects Association of Tanzania (AAT)

6. Association of Consulting Engineers Tanzania (ACET)

7. Public Procurement Regulatory Authority (PPRA)

8. Front Against Corrupt Elements in Tanzania (FACEIT)

9. National Construction Council (NCC)

4.2   PACS

The Project Anti-Corruption System (PACS), according to Transparency International (TI) is an integrated and comprehensive system specifically designed by TI to assist in the prevention of corruption on construction projects. It uses a variety of measures which impact on all project phases, on all major participants, and at a number of contractual levels.

There are ten components to the PACS Standards, which cross-refer to the relevant PACS templates. These components are:

PS 1.   Independent assessment

PS 2.   Pre-contract disclosure of information

PS 3.   Contractual anti-corruption commitments

PS 4.   Government anti-corruption commitments

PS 5.   Project transparency

PS 6.   Raising awareness

PS 7.   Funder involvement

PS 8.   Compliance programme

PS 9.   Reporting

PS 10. Enforcement

As part of the Millennium Challenge Account programme, Transparency International, contracted by Kilimanjaro International, consulted with a wide range of construction sector stakeholders in Tanzania, and in particular with the PPRA, in relation to PACS.   TI recommended that the PPRA could enhance its existing construction procurement procedures in accordance with the PACS Standards. It was proposed that the PPRA should:
- (a)   Identify those PACS Standards which it wishes to adopt;
- (b)   Identify those types of contracts to which PACS is to be applied;
- (c)   Amend its procedures accordingly;
- (d)   Customise the appropriate PACS Templates;
- (e)   Pilot PACS as customised on a number of projects.
- (f)   Implement PACS on a nationwide basis on appropriate projects.

An anti-corruption initiative will not be effective unless it is implemented properly. Consequently, monitoring of PACS should ideally include assessment of:
(1)   The structures necessary to implement PACS
(2)   The implementation of PACS on particular projects

There are specific differences between CoST and PACS. PACS is a project management system designed to reduce corruption on construction projects by putting into effect specific safeguards on a project. CoST, on the other hand, is primarily an initiative which gathers and assesses project information. CoST is wider in that it could cover a lot of projects since the level of detail to be collected is lower and is more of a Sector Wide approach. PACS is deeper than CoST in that it covers more areas for a particular project and is more of a Project level approach. CoST introduces the concept of a Multi-Stakeholder Group that is not implicit in PACs, although a Multi-Stakeholder Group could have a role in assessing and developing PACS also. There is no duplication between CoST and PACS because the disclosure requirements of PACS cover all the disclosure requirements of CoST. Therefore, if a project uses PACS it will automatically be compliant with the requirements of CoST.

5. Key Stakeholders

The process of designing and implementing a monitoring system requires the active involvement and support of a range of stakeholders. In order to understand what role each stakeholder can play in the system and what potential there would be for collaboration in the form of information sharing, resource sharing and dialogue, it is necessary to detail and map all the relevant stakeholders. A full matrix of stakeholders, their role in fighting corruption and the opportunities for collaboration with TACECA is provided in Annex 2.

The main stakeholders of relevance to this assignment can be grouped broadly into public sector, private sector, civil society and development assistance community. Within these categories are the procuring entities, regulatory and oversight bodies, providers of finance and professional/trade institutions. Within the Tanzanian context, the main stakeholders can be listed as follows:

5.1   Public Sector

Procuring Entities:
Ministry of Infrastructure Development (MoID)
Prime Ministers Office, Rural Administration and Local Government (PMO-RALG)
Tanzania National Roads Agency (TANROADS)
Dar es Salaam Water Supply and Sanitation Agency (DAWASA)

Policy Coordination:
Good Governance Coordination Unit
National Construction Council (NCC)

Regulatory and Oversight Bodies:
Prevention and Combating of Corruption Bureau (PCCB)
Public Procurement Regulatory Authority (PPRA)
Public Procurement Appeals Authority (PPAA)
Contractors Registration Board (CRB)

Engineers Registration Board (ERB)
Architects and Quantity Surveyors Registration Board (AQSRB)

Providers of Finance:
Road Fund Board
Ministry of Finance
National Social Security Fund
Parastatal Pension Fund

5.2 Private Sector

Professional Institutions:
Tanzania Civil Engineering Contractors Association (TACECA)
Association of Consulting Engineers Tanzania (ACET)
Institution of Civil Engineers Tanzania (IET)
Architects Association of Tanzania (AAT)
Contractors Association of Tanzania (CATA)

5.3 Civil Society

Front Against Corrupt Elements in Tanzania (FACEIT)
Concern for Development in Africa (CoDIA)
NGO Policy Forum
Legal and Human Rights Centre
Tanzania Roads Association (TARA)

5.4 Development Assistance Community

World Bank
European Commission
Department for International Development (DFID)
United States Agency for International Development (USAID)
Danish International Development Agency (DANIDA)

5.5 International Stakeholders

Transparency International
UK Anti-Corruption Forum
International Ombudsman Association
International Ombudsman Institutute

6. Monitoring Tools

There are a number of tools available which can be used in the monitoring process. These can broadly be grouped in three: Secondary Data; Questionnaires and Surveys (Quantitative data), and; Qualitative Tools. These are described in the following sections.

6.1   Secondary Data

Secondary sources of data are a vital source of information for monitoring. Secondary sources include data produced by other organisations, which may include information of relevance to the indicators being monitored. These might include government statistics, reports produced by government departments, surveys and reports produced by NGOs and donor organisations etc.

There is a plethora of information produced from a wide range of indicators. The more relevant sources of data for monitoring corruption in the construction sector in Tanzania include:

- National Construction Council Technical Audits
- Road Fund Board Technical Audits (soon to be carried out by NCC)
- CRB Annual Returns Forms
- PPRA data on contracts procured in the construction sector
- PCCB information on complaints and investigations into corruption and malpractice in the construction sector.
- PPAA information on the number of appeals received related to the construction sector

However, not all sources of information are publicly accessible and some may require special permission before being released by the relevant authority. It is therefore necessary to ascertain the accessibility/legality of obtaining some sources of information.

Through discussions with the NCC, which has the legal mandate to access any information related to the construction sector, it is possible that NCC and TACECA can work together to ensure that the data needed is obtained. This will be discussed further in later sections of this report.

6.2   Questionnaires and Surveys

Formal surveys are useful when the majority of information required is quantitative or lends itself to quantitative analysis. It is important that formal surveys are carried out with a representative sample for the results to be valid. In the context of this assignment, the most appropriate quantitative tools would be diagnostic surveys such as the Governance and Corruption Survey currently being procured by the PCCB and, perception surveys such as the Corruption Perception Index designed by Transparency International.

Other types of survey that have been successful in other countries include:
- **News scan database:** this was developed by Transparency International Bangladesh and involved collecting, cataloguing and analysing corruption related newspaper articles from a sample of local and national newspapers (see www.ti-bangladesh.org). This tool is intended not only to measure the nature and extent of corruption but also to encourage the media to further investigate instances of corruption. The methodology involved:
    1. Selecting newspapers;
    2. Identifying and cataloguing corruption stories according to the type of corruption (fraud, procurement irregularities, misuse of resources etc.);
    3. Recording the data in a Data Capture Form;

4. Entering then analysing the data using SPSS (Statistical Package for Social Science).

- The **public expenditure tracking system (PETS)** and **quantitative service delivery surveys (QSDS)** are tools for diagnosing corruption and other problems relating to basic service provision. PETS tracks the flow of resources from government to the service facility that spends the money. A sample survey is used to determine how much of the originally allocated resources reach their destination. The quantitative service delivery survey (QSDS) is used to examine the efficiency of public spending, incentives and other dimensions of frontline service delivery. Data is collected on inputs, outputs, quality, pricing, oversight, and so forth. QSDS can be applied to government, private for profit, and not-for-profit providers. PETS and QSDS have been used in Uganda (initiated by the World Bank) to investigate public spending on health, education, electricity connections and tax administration. PETS have also been used in Tanzania by a number of NGOs, including Hakikazi Catalyst, Research on Poverty Alleviation (REPOA) and Tanzania Gender Networking Programme (TGNP) and a source book and methodology guide has been produced, with the assistance of the NGO Policy Forum.

6.3   Qualitative Tools

These include informal interviews, more formal semi-structured interviews, focus group interviews and participatory tools such as matrix ranking, pairwise ranking, social network mapping and livelihood analysis.

Informal interviews aim to elicit information through conversations between interviewers and respondents. They explore the views and experiences of the respondent and gives the interviewer freedom to pursue issues as they arise. The downside to this method is that it can be very time consuming and you need to be a skilled interviewer to be able to bring out the relevant information. FACEIT have used this method to get an understanding of corruption in the sector from the point of view of contractors and consultants during their State of Corruption in Tanzania report (2002).

Semi-structured interviews make use of an interview guide or checklist to ensure that the main topics are covered. The interviewer develops his/her questions and format to fit the individual respondent. (The CoST initial design consultancy used this method.)

Focus group interviews can provide a good means of analysing how people interact and discuss issues and not simply interaction between the researchers' questions and the participants' responses. The success of these meetings will depend on the culture in which they are being used and the topic being discussed. If the subject is a sensitive one (such as corruption), there may be limited interaction between people in the group.

Participatory appraisal methods are a family of tools, which involve a wide range of stakeholders. A distinctive feature of these tools is that they are not only used to collect information but also to conduct preliminary analysis of the findings, with the stakeholders.

Examples where these methods have been used include:
- In 2000-2001, the Partnership for Governance Reform in Indonesia and the World Bank jointly organised and developed an action research project called "Corruption and the Poor". The project aimed to explore how corruption affects the urban poor

in Indonesia through use of the **Participatory Corruption Assessment (PCA)** technique. In each location the project team talked to groups of 30-40 poor men and women about their experience with corruption. This was followed by individual interviews to elicit where and how corruption affected poor people's lives (Sohail & Cavill, 2007).

7 Proposed Monitoring System

Although ideally it would be good to use as many tools of information collection as possible to enable triangulation of results, it is also important to consider the resources required to administer the monitoring system, the capacity of the organisation responsible for the task and the use to which the information will be put. In this regard, six basic principles are considered in the design of the monitoring system. These are:

1. What information should be used?
Information should link to realistic indicators. Realistic in terms of available resources and the use to which the data will be put. These indicators should include those that measure the delivery of outputs, the achievement of planned outcomes and the project's impact. Information should also be easily accessible. This is particularly an issue for sensitive sources of secondary data.

2. Who will be responsible for collecting the information?
This may require different people to collect information at different levels, including the community/household level.

3. How will this information be collected?
There are a wide range of tools that can be used for collecting monitoring information, as outlined in section 6 above. The choice of method will depend on the nature of the project, skills of staff, timescale and available resources.

4. How frequently will information be collected?
It is important to be realistic and not to collect data too frequently and overburden the system.

5. Who will organise and analyse the information?
It needs to be clear how monitoring information will be organised and analysed and who is responsible for these tasks.

6. How will the findings be used?
This includes the dissemination of results, review meetings with stakeholders and how the monitoring results will feedback to influence the way the project is being implemented.

Bearing these factors in mind, a two-pronged approach is being proposed whereby ongoing and planned initiatives can be monitored on a routine basis (primarily in terms of outputs and activities) and the **overall impact** of the combined initiatives (government, donor etc.) is monitored to ascertain if they have resulted in a reduction in the levels of corruption. The main reason for this is that it would be difficult to ascertain the impact of a particular initiative in an environment where there are various initiatives and legal/policy reforms in place to tackle corruption and improve transparency. Furthermore, given that many of the interventions involve some level of behaviour/attitude change and institutional

change, the impact is likely to be felt over the medium to long term rather than the short term. The two levels of the approach are outlined in more detail below.

7.1   Initiative Monitoring

The below diagram outlines an eight stage process to monitoring specific initiatives. It follows the standard approach of data collection, analysis and feedback. Each stage requires certain actions to be taken, which are detailed below.

Figure 1
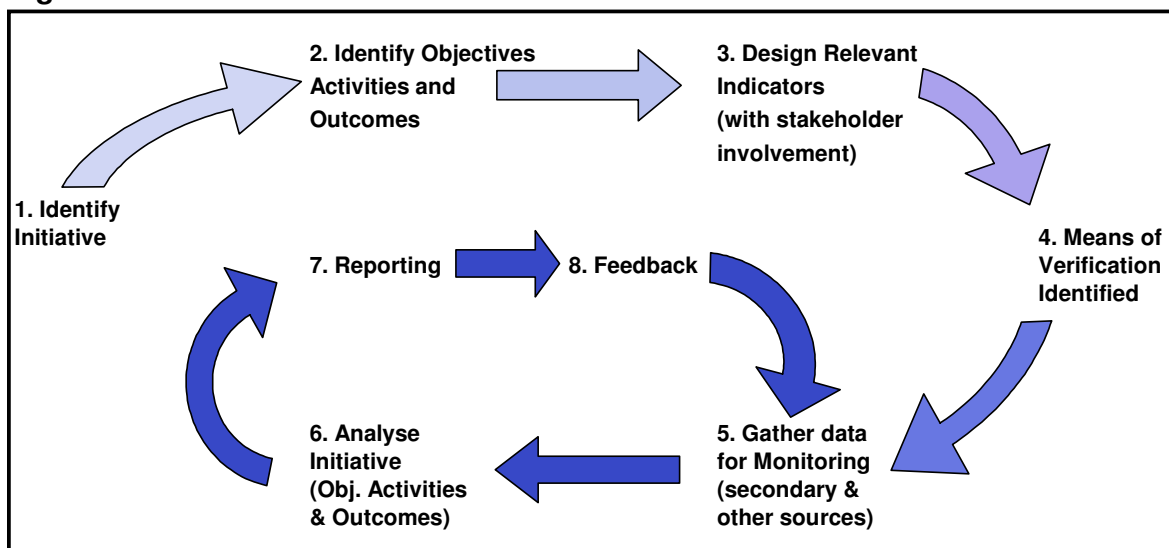
Step 1: Identify Initiative

Through consultation with stakeholders at various fora (workshops, conferences, stakeholder annual meetings, CoST meetings, informal or formal meetings with key stakeholders etc.), new and ongoing initiatives not already identified should be noted and catalogued. Also, through participation at NGO Policy Forum meetings (of which TACECA is a member), it may be possible to gain information on NGO/private sector initiatives to tackle corruption or improve the delivery of infrastructure/construction.

Step 2: Identify Objectives, Activities and Outcomes

This step requires the identification of the key characteristics of the initiative in terms of what it intends to achieve and how. This should normally be contained within the Logical Framework or the Programme Document of the initiative, if available, or within other key documents (relevant donor appraisal documents, government action plans etc.). This information should be added to an Initiative Data Sheet and also kept on an Excel spreadsheet.

Step 3: Design Relevant Indicators (with Stakeholder Involvement)

By analysing the objectives and activities of the Initiative, it should be possible to identify relevant indicators against which the set up and implementation of the initiative can be measured and tracked. An indicator is an observable change or event, which provides evidence that something has happened – whether an output delivered, immediate effect occurred or long term change observed. Indicators can be both qualitative (units, prices, scoring and ranking etc.) and quantitative (perception, standards, institutional change etc.). In order to be useful within a monitoring system, both quantitative and qualitative

should be specific, in terms of quality and quantity; unambiguous and clearly defined so that their measurement and interpretation is obvious; available, in that data sources are readily obtainable at an acceptable cost, and; relevant, in that they enable you to measure and report on useable information.

It is usually much easier to identify indicators for outputs and activities than it is for objectives and goals (which link to longer term impact). However, it is important that impact is measured in addition to outputs (this will be done sectorally, see section 7.2 below). The process of selecting indicators should be participatory and involve all relevant stakeholders. Furthermore, indicators can be open to change depending on the stage of the project. For example, for CoST, it would first be necessary to monitor how the CoST structure is being set up and implemented. Once CoST is being fully established, it will be necessary to identify indicators that reflect the activities that are being undertaken at that stage. The same is also true for PACS, which will first need monitoring in terms of how effectively it is being monitored, before looking at outputs and activities. An example of potential indicators for CoST and PACS is provided in Annex 3. The number of indicators should take into account the resources available to collect the required information and the use to which that information will be put.

Step 4: Identify the Means of Verification
This step should happen concurrently with Step 3, since identifying relevant indicators depends on the available means of verification. This could include available secondary data or carrying out studies to obtain additional information.

Step 5: Gather Data for Monitoring
Data should then be gathered as and when available/needed.

Step 6: Analyse Initiatives against Indicators
Once monitoring data has been collected, it must then be analysed if it is to provide useful information which will meet the requirements of the system – to measure effectiveness, ensure accountability and transparency, to advise of initiative revisions and to provide lessons to stakeholders. Data analysis is the process of converting the raw information into knowledge that can be used for decision making and lesson learning. The process of data analysis should include the following 5 steps:

- Review: the whole range of data on the different indicators should be brought together and organised to show what information is available. The review should consider the reliability of each data source and reveal any data gaps that need to be filled.
- Summarise: using the results of the review the most reliable and important points of evidence should be summarised. This summary will give an overview of the project's progress at all levels of output, outcomes, objectives etc.
- Interrogate: various questions should be asked of the data, such as – is the picture given in the summary a realistic one? Do stakeholders agree with the picture presented? Have appropriate indicators been used? Does the data provide the information required?
- Learn: this process should highlight lessons learnt in terms of how the indicators have been met.
- Action: the analysis should point to actions which should be taken as a result of the lessons learnt.

Step 7: Reporting
After the information has been analysed, it is necessary that the outcome is compiled into a report in a usable and understandable format. Those reported to should be identified with indications of frequency and types of report (digital, hardcopy or physical).

Step 8: Feedback and Dissemination
This information can then be disseminated and fed back to the relevant stakeholders to ensure that the findings are acted upon. This information can be used to achieve a number of outcomes:
- Accountability – those implementing the initiative will be able to be held accountable for the measured success or otherwise of the initiative;
- Improving performance – reporting should point to recommendations on how the initiative can be improved to have a more favourable impact or to better achieve its goals;
- Learning – by highlighting ways of improving the performance of the initiative, it should be possible to ensure that lessons are learnt for the design and implementation of future initiatives;
- Awareness-raising – the information can be used to raise the awareness of stakeholders in the sector.

To achieve these outcomes, it is necessary to consider the appropriate forum through which monitoring reports are disseminated. This could include presenting the results at appropriate conferences and meetings, holding one-to-one meetings with the project manager for the particular initiative, discussing the reports at sectoral meetings (for example the Annual Engineers Day organised by the ERB and the annual conferences planned as part of the implementation of CoST). The modalities for dissemination and feedback are discussed in more detail in section 6.3.

7.2 Overall Impact Assessment (Construction Sector Barometer)

There will be both qualitative and quantitative elements to the measurement of corruption in the sector and will combine the use of existing data and new data obtained through survey and other methods. The lynchpin of the sector monitoring approach is the National Anti-Corruption Strategy and Action Plan (NACSAP), which will provide the framework through which the sector will be monitored. The key output of the monitoring process will be the Construction Sector Barometer based on perceptions of corruption in the sector and triangulated with other sources of data. The types of tools to be used are described in more detail below, and the framework for assessing impact is provided in Annex 4.

This will be a multi-stakeholder initiative spearheaded by TACECA, involving the collaboration of ACET, FACEIT and other professional associations. NCC will also play an important role in an advisory and information sharing capacity and is considered a key collaborating partner. The format of the questionnaire should be discussed and agreed at a separate consultative workshop or agreed task force formed from relevant stakeholders. Once a format has been agreed, the questionnaire should be piloted and further refined.

Construction Sector Perception Index
This will provide an assessment of the levels and types of corruption in the sector and identify at which stages in the construction value chain corruption is taking place, based on the perceptions of various stakeholders within and outside the sector. It will be carried

out on an annual basis so that improvement or otherwise can be compared year after year. The main instrument of the Barometer will be a questionnaire survey conducted with a representative sample of respondents. This questionnaire will pose specific questions to elicit the respondents views on corruption along the entire value chain, the rule of law, financial discipline, the procurement system and so on based around the information needs of the monitoring framework (see Annex 4). It may be necessary to tailor the questionnaire depending on the target respondents.

News Scan Database

As outline in section 6.2 above, it is proposed that the monitoring system incorporate a system of identifying, cataloguing and analysing articles relating to corruption and mismanagement in the sector. This should include an assessment of the quality of the article, in terms of rigour, verification of sources etc. This has been built into the design of the Barometer in order to assess the effectiveness of the media in exposing corruption and encouraging transparency.

Secondary Data

A number of key sources of secondary data will be built into the framework of the Barometer in order to triangulate or cross-check with the more qualitative data being derived from other sources. These are measured against specific indicators, as shown in the Barometer framework in Annex 4.

Informal or Semi-Structured Interviews

In order to delve more deeply into specific examples of corruption illustrative of the environment, it will be necessary to carry out a number of interviews with selected individuals within the sector.

7.3   Information Dissemination and Feedback Strategy

7.3.1 Dissemination Strategy

Once the raw data and information have been collected, analysed and inferences made, the resulting data needs to be collated in a manner that will make it easy to read and understand. This will depend on the recipients of the information and the type of medium to be used.

Most information will be distributed via e-mail, website placing, posters, presentation at workshops, seminars and conferences, newspapers and other hard copy formats. The appropriate channel will depend on the recipients (target readership) and the costs/resources thereof. The key points of the dissemination are that:

- The stakeholders listed in the stakeholders' matrix will form the unsolicited primary recipients of monitoring reports and TACECA information, which will normally be disseminated via e-mail.
- For more general dissemination, the Association will also need to establish a website, which will carry monitoring reports and other general information. The website will identify other websites that can be linked with TACECA's website.
- Some other stakeholders, especially schools and less resourceful NGOs and Community Based Organisations (CBOs) may not have access to internet and/or the skills to use such equipment. If at a particular stage the Association decides to target this audience, it will have to collate the data in a manner that will suit these audiences (resources permitting).

The scale of dissemination will to some extent also depend on the cost and the available resources. This is particularly the case with circulation using hard copies.

7.3.2 Feedback

The main purpose of disseminating information is to obtain feedback and receive constructive views and opinions on the usefulness of the information, provision of corroborative additional information and to enable recipients to use the information to improve implementation of their activities. This feedback is intended to be used to improve monitoring activities.

TACECA shall need to make sure it receives feedback on the information it disseminates. This may be achieved through requests for feedback and by hosting or attending seminars, workshops and conferences at which the information is presented and / or discussed.

7.4   Influencing Change

Ultimately the aim of getting involved in anti-corruption activities is to influence changes in behaviour, specifically to reduce involvement in corrupt practices. There are several ways in which the results of the monitoring can be used to influence change and ultimately lead to improvements in how corruption is dealt with in the sector. TACECA shall use the information obtained from the monitoring activities to backup its arguments for change. The main channels through which TACECA will seek to influence change are through:

1. Liaison with other stakeholders, especially ERB, IET, CRB etc. on finding joint solutions and advocating for change in the sector. Closer liaison between these bodies will enable them to collaborate together, for example, in identifying and penalising corrupt elements within the sector. For example, if ERB have de-registered an engineer as a result of proven misconduct, this information should be shared with IET in a systematic manner so that they can also take the appropriate action.

2. The Tanzanian Private Sector Foundation (TPSF), which is the umbrella organisation for all private sector bodies, including the construction sector (contractors and consultants), is represented on the Governance and Accountability Forum within the General Budget Support Secretariat. This Forum, which includes GGCU and other key stakeholders, discusses the National Anti-Corruption Strategy and Action Plan, achievement of MKUKUTA targets (Performance Assessment Framework) and other governance related issues. In order to have an influence within this Forum and ultimately on the NACSAP itself, TACECA should report back on the findings of the monitoring, through the TPSF.

7.5   Proposed Structure for Monitoring

The structure for managing the monitoring system will depend to a large extent on available resources. However, it is unlikely that TACECA will be in a position to provide all the resources required for undertaking the above monitoring activities; the Association will therefore seek to collaborate with other stakeholders, in particular NCC, PCCB, CRB and

PPRA, to implement the activities. In this proposal two alternatives have been explored as follows:

Option 1: Outsourcing of monitoring

Where resources can be reasonably expected, the core monitoring function can be outsourced to an external organisation or consultant to provide the Monitoring Team. The core functions are indicated in the Terms of Reference provided in Annex 5.

In this regard the Association would be responsible for making all major decisions (including decisions on data and information usage), lobbying and implementation of designed activities. The Association will need to appoint a dedicated officer to oversee/manage the monitoring activities, and especially to link with the Monitoring Team and be responsible for non-core functions.

The major disadvantage with this option is that the Association will not be able to build its internal monitoring capacity and may not be able to effectively continue with monitoring exercises when funding has finished.

Option 2: TACECA establishes an internal Corruption Monitoring Unit (CMU)

In this case TACECA would establish a Unit within the Association to manage and implement the corruption monitoring system. Initially the Unit will use the services of a Technical Assistant and one or two officers depending on need (this will require appointment of new staff).

The major advantage of this approach is that it enables the Association to build its own monitoring capacity. The approach is also suitable where funds are limited as it can draw on available in-house resources for monitoring. The major draw-back to this approach is that it will take some time to build the required capacity and develop the requisite skills to implement such a system. Undertaking research and analysis of this kind requires specialist skills, which will take some time to build within TACECA itself.

Furthermore, given the need for the output of this monitoring process to be considered as credible and reliable by all stakeholders in the sector, it is important that it is also seen to be independent. If TACECA were to implement the monitoring system in terms of data collection and analysis, there is a possibility that the output could be seen to be biased and serving only the interests of the private sector. It could therefore be easily discredited and will not have the desired impact or have the power to influence change, which is the main goal of the exercise.

Proposed approach:

It is proposed that the actual implementation of the monitoring system follow along the lines of Option 1 and the monitoring function be outsourced to an independent and reputable research institution (such as REPOA, REDET, ESRF or international service provider). The proposed structure and terms of reference is provided in Annex 5. From preliminary discussions with some of these organisations, it appears that they have the necessary capacity and previous experience to conduct such an assignment and some have conducted internationally recognised surveys, such as the Afrobarometer.

Within this approach, TACECA would be responsible for the management function and would manage the contract with the service provider and be primarily responsible for disseminating and using the output of the research to inform the sector and to influence change (with advice and support from the monitoring service provider).

In order to manage and make effective use of the research findings, it will be necessary to build the requisite management skills within TACECA through training. The Association will endeavour to mobilise resources to employ a Monitoring Manager to oversee and manage the consultant responsible for data collection and analysis and the dissemination of research findings.

It is also proposed that an Anti-Corruption Forum be set up by TACECA, which will play an advisory and supporting role. The ACF will be formed of TACECA and other construction sector professional associations (e.g. ACET, IET) and private sector stakeholders (e.g. FACEIT). This Forum will assist in dissemination of the research output, liaising with wider stakeholders, discussing practical solutions to the identified problems within the sector and in influencing change within and beyond the sector. Following discussions at this level, the results of the research will be disseminated more broadly, and, resources permitting, in a public forum.

In order for the Barometer findings to be meaningful, it is intended that it will be carried out annually and to continue on a sustainable basis. This can be achieved by mobilising donors to support the initiative (and particularly the Barometer) and also by collaborating with other interested institutions, e.g. NCC. TACECA will champion the establishment of the Anti-Corruption Forum for the construction industry as a whole.

The diagram below indicates organisational chart for this proposed structure.
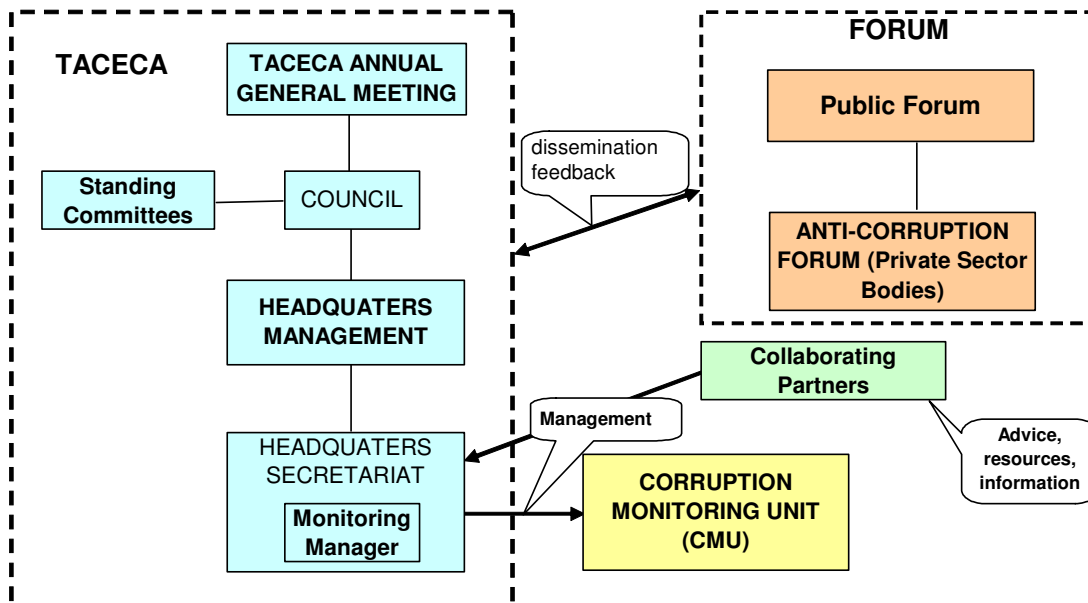
8 Capacity for Monitoring

The capacity required to monitor anti-corruption activities will depend on the expected number of initiatives to be monitored and related activities to be undertaken, such as

workshops and conferences. It is proposed that the initiatives monitoring concentrates on the CoST, PACS and PPRA activities and that TACECA embarks on the initial stages of establishing the 'barometer' for the industry by procuring the services of a reputable and capable organisation.

The implementation plan for establishing the monitoring system is provided in section 9 below and the indicative costings for the different activities are provided in the table below.

The capacity requirements will include:

- Human resources (Monitoring Manager and one or two part-time Researchers);
- Training for the Researchers, other TACECA officials and for other collaborating stakeholders;
- Equipment (computers etc.);
- Financial resources to implement designed interventions and hire consultant services, if required.

Indicative Budget

These figures are based on a 6 month start-up period and an initial 2 year implementation period. This is a summary table. The full breakdown of costs are provided in Annex 6.

A	ACTIVITIES	Total Cost US $
A1	Procure Corruption Monitoring Unit	2,475.00
A2	Hire suitably qualified Monitoring Manager	2,125.00
A4	Undertake training of TACECA staff	74,290.00
A5	Design monitoring tools	9,100.00
A6	Trial monitoring tools	2,200.00
A7	Refine monitoring tools	3,850.00
A8 & 9	Corruption Barometer & Initiatives Monitoring	379,550.00
	Project Management	229,992.70
	Grand Total	**703,582.70**

9 Implementation Plan

The table below indicates the activities anticipated during the first six months of implementation. It is expected that the monitoring will be undertaken initially over a 2 year period. Subject to the effectiveness of this monitoring system, the process could be extended beyond this time.

Project for Monitoring Effectiveness of Anti-Corruption Activities			Procurement	Preparation														Start-up						
										2008														
Task Ref. No.	TASK	Week	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24
PROJECT MANAGEMENT																								
A	ACTIVITIES																							
A1	TACECA/BEST contract preparation and signing	☺																						
A2	Procure Corruption Monitoring Unit								Training plan															
A3	Hire suitably qualified Monitoring Manager																							
A4	Identify appropriate training for MM and TACECA staff																							
A5	Undertake training of TACECA staff																							
A6	Design monitoring tools																							
A7	Trial monitoring tools																							
A8	Refine monitoring tools																							
A9	Implement Corruption Barometer																							
A10	Implement Initiatives Monitoring process																							
B	REPORTS																							
B1	Quarterly Reports				★															★				
B2	Training Plan								★															
B3	Report on Monitoring Tools																★							
B4	Implementation Plan																	★						

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Sohail, M & Cavill, S. (2007) 'Partnering to Combat Corruption in Infrastructure Services: A Toolkit' Water, Engineering and Development Centre, Loughborough University, UK

Annex 1: List of Workshop Participants and Persons Met

WORKSHOP ON MONITORING EFFECTIVENESS OF ANTI-CORRUPTION STRATEGIES IN CONSTRUCTION SECTOR HELD ON 22ND JANUARY 2008, AT LUTHER HOUSE

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3	Mr. Richard Mkwawa	Reporter - Radio One	0713 -432301
4	NANA Molel	Reporter - ITV	0787 –086667
5	Ashura Kishimba	Reporter -Radio Tumaini	0756 – 027978
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Annex 2: Stakeholder Matrix

	STAKEHOLDER	MAIN ACTIVITIES	ANTICORRUPTION INITIATIVES	INITIATIVE FOCUS	INITIATIVE STATUS	TACECA COLLABORATION
PROCURING ENTITIES	Ministry of Infrastructure Development (MoID)	- Makes policies - Procures works (development projects) - Undertakes overall monitoring of the construction industry	• Sensitisation	▪ Staff	Ongoing	TACECA is a member of following committees: - Tanzania Building Agency (TBA) - TEMESA - Environmental Committee, Ministry of Infrastructure Development.
	Prime Ministers Office – Regional Administration and Local Government (PMORALG)	- Overall administration of Local Authorities; - Disburses funds; -	Monitors local authorities using, among others: • Financial regulations (finance bill); • PPA; • Civil Service regulations; • Local Government Capital Development Grant; • Other laws and regulations	▪ Local Authorities		- Promotion of good governance in road works procurement; - Information sharing; - Development of construction rates - Development of anti-corruption tools - PMO-RALG – Steering Committee member
	TANROADS	- Procures roadworks; - Disseminates data on implementation; -	• Works supervision • Sensitisation	▪ Contractors ▪ Staff	Ongoing Ongoing	- -
	Dawasa		•	▪		-
	Local Authorities	- Overall management; - All procurement including road works	Monitors staff and lower level local government using:	▪ Staff; ▪ Local lower level government	Ongoing	- Awareness and sensitisation programmes

	STAKEHOLDER	MAIN ACTIVITIES	ANTICORRUPTION INITIATIVES	INITIATIVE FOCUS	INITIATIVE STATUS	TACECA COLLABORATION
POLICY & COORD.	Good Governance Coordination Unit	Coordinates ministerial level anticorruption initiatives	Coordinates ministerial level anticorruption initiatives	▪ Ministries	Ongoing	- Information sharing
POLICY & COORD	National Construction Council (NCC)	- Advises construction industry stakeholders; - Trains stakeholders; - Undertakes technical audits - Collects and disseminates information	● Implementing CoST;	▪ Construction industry stakeholders	International launch expected in Arusha in May 2008	- Asses initiative effectiveness; - Sensitize stakeholders to use the procedure; - Monitor outcomes;
			● Undertakes technical audits on request	▪ Construction industry	On request	Share data and information
REGULATION AND OVERSIGHT	Prevention and Combating of Corruption Bureau (PCCB)	- Primarily prosecution of offenders but includes prevention of corruption	● Not an initiative. Has the institutional mandate to prevent and combat corruption in all sectors	n/a	n/a	- Information sharing
	Public Procurement Regulatory Authority (PPRA)	Regulates all Public Procurement - Oversees implementation of the Public Procurement Act; - Issues and monitors implementation of Public Procurement rules, regulations and guidelines - Is the main watchdog for good governance, accountability, ethics and fair-play in Public	● Implementing Project Anti-Corruption System (PACS);	PACS is a modular system which applies a variety of anti-corruption measures to all major project participants throughout their involvement in a project. These measures include independent monitoring, due diligence, contractual commitments, procurement requirements, government commitments, a corporate programme, rules for individuals, training, transparency, reporting and enforcement. PACS targets both bribery and fraud.	Early adaptation stage	- Assess system effectiveness; - Use system to monitor member contractors; - Use tools and resources to build anticorruption capacity; - Sensitise contractors on the importance of PACS; - Train contractors on how to implement PACS

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	STAKEHOLDER	MAIN ACTIVITIES	ANTICORRUPTION INITIATIVES	INITIATIVE FOCUS	INITIATIVE STATUS	TACECA COLLABORATION
		Procurement;	• Collects data and information on tender award processes and procedures;	▪ Data collected is analysed to reveal deviations from regulations and guidelines and eventually corruptive practices	- Data collection and analysis; - Procuring technical audit services	- Assess system effectiveness; - Use monitoring check list and reporting tools for monitoring and assessing membership; - Hold regular consultations to share information and design joint strategies;
			• Undertakes initial assessment of tender award processes and procedures and commissions technical audits on selective basis;	▪ Collects information from procuring entities only	Ongoing	- Analyse data and identify award trends; - Undertake further assessment of questionable awards.
			• Recommends further investigation and prosecution by PCCB	▪ Submits cases with evidence of corruption	Ongoing	- Monitor outcomes
REGULATION AND OVERSIGHT	Public Procurement Appeals Authority (PPAA)	- Reviews procurement appeals	• Monitors quantities of appeals and results of these appeals	Undertaking sensitisation of stakeholders	Ongoing	- Information sharing
	Contractors Registration Board (CRB)	- Registers and monitors performance of contractors; - Develops contracting capacity	• Bylaws (clauses forbidding corruptive practice); • Code of ethics; • Using complaints register; • Anti-corruption declaration; • Training (rates build up and corporate governance); • Annual return forms	▪ Contractors	Ongoing	- Asses system effectiveness; - Sensitize stakeholders to use the procedure; - Monitor outcomes;
		-	• Discussing with PPRA and clients on the use of realistic rates for awarding tenders;	▪ Procurement process stakeholders	Problem with the application of Public Procurement Act, which where little post qualification is carried out and clauses not observed	- Join in search for solution

	STAKEHOLDER	MAIN ACTIVITIES	ANTICORRUPTION INITIATIVES	INITIATIVE FOCUS	INITIATIVE STATUS	TACECA COLLABORATION
		-	• Bylaws contain clauses forbidding corruption;	▪ Contractors	- Ongoing	- Assess effectiveness of the bylaws in combating corruption; - Join efforts to make the bylaws more effective
		-	• Contractors sign anticorruption declaration on registering;	▪ Contractors	- Ongoing; - More or less routine.	- Join efforts to make declaration more effective - TACECA presented at annual consultative meeting
		-	• Trains contractors in rates build up and corporate governance;	▪ Contractors	- Ongoing - Does not cover anticorruption issues comprehensively	- Assess training effectiveness; - Revise training to include comprehensive coverage of anticorruption issues.
		-	• Annual return forms contain statement of involvement with corruption;	▪ Contractors	Ongoing	- Assess effectiveness of the forms in combating corruption
	Engineers Registration Board (ERB)	- Registers engineers and Engineering Consulting firms; - Implements Engineers' professional development programmes	• Code of conduct; • Awareness and Sensitisation at meetings and workshops	▪ Engineers and ▪ Consulting firms	Ongoing	- Information sharing; - Joint development of anti-corruption initiatives and tools
	Architects and Quantity Surveyors Registration Board (AQSRB)	- Registers Architects and Quantity Surveyors and related Consulting firms; - Implements professional development programmes	• Code of conduct; • Awareness and Sensitisation at meetings and workshops	▪ Architects and Quantity Surveyors ▪ Consulting firms	Ongoing	- Information sharing; - Joint development of anti-corruption initiatives and tools

	STAKEHOLDER	MAIN ACTIVITIES	ANTICORRUPTION INITIATIVES	INITIATIVE FOCUS	INITIATIVE STATUS	TACECA COLLABORATION
PROVIDERS OF FINANCE	Roads Fund Board (RFB)	- Disburses road funds; -	• Monitors roadworks; • Undertakes technical audits	▪ Projects (TANROADS and Local Authorities)	Ongoing	- Promotion of good governance in road works procurement; - Information sharing; - Development of construction rates; - Development of anti-corruption tools
	Ministry of Finance	- Funding - Monitoring - Technical audits - General audits (NAO)	• Statutory activities such as audits • Sensitisation •	▪ Public accounting offices	Ongoing	- Information sharing - Capacity building
	National Social Security Fund	- Funding -		▪		- Can provide support for research; - Can provide data and information on projects
	African Development Bank	- Funding		▪		- Can provide support for research; - Can provide data and information on projects
	United Nations Development Programme (UNDP)	- Development funding	▪	▪	....	....
PROFESSIONAL ASSOCIATIONS	Association of consulting Engineers (ACET)	- Advocacy and lobbying; - Undertakes capacity building (training);	• Monitors membership using code of ethics; • Training	▪ Engineering Consultants	Ongoing	- Information sharing; - Joint development of anti-corruption initiatives and tools
	Institution of Engineers Tanzania (IET)	- Promote professionalism amongst members - Concerned with maintaining ethical approach through Constitution and Code	• Code of ethics • Awareness and Sensitisation at meetings, seminars and workshops	▪ Engineers	Ongoing	- Information sharing

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	STAKEHOLDER	MAIN ACTIVITIES	ANTICORRUPTION INITIATIVES	INITIATIVE FOCUS	INITIATIVE STATUS	TACECA COLLABORATION
		of Ethics				
	Contractors Association of Tanzania (CATA)	- Advocacy and lobbying	• Monitors membership using constitution	▪ Constitution ▪ Sensitisation	Ongoing	- Information sharing; - Joint development of anti-corruption initiatives and tools
CIVIL SOCIETY	Front Against Corrupt Elements in Tanzania (FACEIT)	- Speaking out against corruption in the construction sector	• Undertakes in Studies	▪ National ▪ Specific per customer requests	Ongoing	- Share information - Joint activities
CIVIL SOCIETY	NGO Policy Forum	- Advocacy on good governance	• Monitors Policies implementation through: - Public expenditure tracking - Monitoring of local government reforms - Collection of views from public	▪ Government	Ongoing	- TACECA is member of the Forum; - Skills development; - Joint programmes with other Forum members - Tracking expenditure on infrastructure
		-	• Capacity building through: - Preparation and distribution of citizens' guides such as simplified versions of anticorruption laws and public expenditure tracking manuals - Training of public and NGOs on public expenditure tracking -	▪ NGOs ▪ Public	Ongoing	- Distribution of printed materials - Participation in training programmes - Access to training skills and materials
		-	• Advocates for greater transparency and right to access information	▪ Government	Ongoing	- Introduce construction industry activities in Forum Governance Working Group
	Legal and Human Rights Centre	- Promotes human rights and the rule of law; - Creates legal and	Corruption is a crosscutting issue in all their activities since it is considered a violation of human rights.	▪ Government ▪ Poor	Ongoing	- Information sharing; - Information sharing; - Joint development of anti-corruption initiatives and

	STAKEHOLDER	MAIN ACTIVITIES	ANTICORRUPTION INITIATIVES	INITIATIVE FOCUS	INITIATIVE STATUS	TACECA COLLABORATION
		human rights awareness among the public, especially the underprivileged; - Provides legal and civic education; - Advocacy; - Research; - Gives legal aid				tools - Anti-corruption tools development
	Tanzania Roads Association (TARA)	- Promotes good governance in management of road sector	● Discusses corruption at the Annual Road Conventions	▪ Construction industry stakeholders	Ongoing annually	- TACECA presents papers at the conventions
	Tanzania Private Sector Foundation	- Apex organisation for private sector business associations and provides various membership services; - Engages in advocacy, lobbying and dialogue at higher levels; - TPSF is the private sector focal organisation for the Tanzania National Business Council	● Has a good governance committee which monitors and investigates good governance issues among members and compiles information on public issues, which it uses to make informed presentations to government through the Tanzania National Business Council	▪ Member associations and institutions; ▪ Government	Ongoing	TACECA can use the Foundation to increase its network and mobilise support for difficult issues.
INTERNATIONAL CIVIL SOCIETY	Transparency International	Fights corruption	▪ Undertakes surveys and research ▪ Corruption index ▪ Global Corruption Barometer ▪ Global corruption report ▪ Advocacy ▪ Capacity building ▪ Training ▪ Anti corruption tools	▪ Global ▪ National	Ongoing	- Information sharing - Capacity building - Research

	STAKEHOLDER	MAIN ACTIVITIES	ANTICORRUPTION INITIATIVES	INITIATIVE FOCUS	INITIATIVE STATUS	TACECA COLLABORATION
INTERNATIONAL CIVIL SOCIETY	International Ombudsman Association	- Advocates for Ombudsman Associations	▪ Information sharing ▪ Workshops	▪ Ombudsman Associations worldwide	Ongoing	- Information sharing
	International Ombudsman Institute	- Promotes and advocates for Ombudsman offices	▪ Capacity building (assists with establishment of Ombudsman offices) ▪ Training (workshops and seminars)	▪ Ombudsman offices worldwide	Ongoing	- Information sharing
	UK Anti-corruption Forum	- Fights corruption in infrastructure, construction and engineering sectors	▪ Publishes Anti-Corruption Action Statement". ▪ Recommends preventive and enforcement actions ▪ Holds meetings between Forum members and Government departments ▪ It has formed several working groups of members, which are tasked to develop specific anti-corruption initiatives ▪ It issues a quarterly newsletter ▪ It has developed an anti-corruption training workshop which helps managers to identify and deal with corruption issues	▪ UK businesses and associations engaged in infrastructure activities	Ongoing	- Information sharing - Capacity building
TRAINING INSTITUTIONS	University of Dar Es Salaam College of Engineering and Technology	Provider of Diploma in Engineering	Good governance and procurement are included in curriculum	▪ Students	Ongoing	Information sharing
	- Dar Es Salaam institute of Technology (DIT)	- Provider of Higher learning in Engineering	Good governance and procurement are included in curriculum	▪ Students	Ongoing	Information sharing

Annex 3: Initiatives Monitoring Indicators

INITIATIVE	SYSTEM EFFECTIVENESS INDICATORS	MEANS OF VERIFICATION	FREQUENCY OF MONITORING	REPORTING & FEEDBACK
CoST				
a) Coverage	i. Number of organisations participating in CoST	- Multi-stakeholder Group reports	Quarterly	▪ Annual General Meeting ▪ Websites placing ▪ Dissemination among stakeholders ▪ Stakeholders activities reports to be presented at the Annual General Meeting and in other individual reports.
		- Assurance Team reports	Quarterly	
		- Secretariat reports	Monthly	
	ii. Number of projects participating in CoST	Assurance Team reports	Quarterly	
		- Multi-stakeholder Group reports	Quarterly	
		- Secretariat reports	Monthly	
b) Level of stakeholder participation in the monitoring process	i. Number and category of stakeholders participating in CoST process including frequency of participation;	Assurance Team reports	Quarterly	
		- Multi-stakeholder Group reports	Quarterly	
		- Secretariat reports	Monthly	
c) Assurance Team Effectiveness	i. Number of disclosures received by the Assurance Team	Assurance Team reports	Quarterly	
		- Multi-stakeholder Group reports	Quarterly	
		- Secretariat reports	Monthly	
	ii. Number of cases reviewed in detail by the assurance team;	Assurance Team reports	Quarterly	
		- Multi-stakeholder Group reports	Quarterly	
		- Secretariat reports	Monthly	
d) Level of corruption	i. Percent of cases with negative opinion;	- Assurance Team reports	Quarterly	
		- Multi-stakeholder Group reports	Quarterly	
e) Effectiveness of CoST in reducing corruption	i. Reduction in percentage of cases with negative opinion	- Assurance Team reports	Quarterly	
		- Multi-stakeholder Group reports	Quarterly	

Annex 4: Construction Sector Barometer – Proposed Framework

NACSAP Objective	Indicators	Monitoring Tool
1. Rule of Law/Legal Framework	1.1 Is the PCCB effective in preventing corruption in the construction sector? 1.2 Is the Judiciary effective in delivering justice? 1.3 Is the legal framework sufficient for dealing with corruption in the construction sector? 1.4 Number of complaints concerning corruption in the construction sector 1.5 Number of cases that have been investigated regarding corruption in the construction sector 1.6 Number of cases concerning corruption in the construction sector leading to prosecution 1.7 Number of cases concerning corruption in the construction sector leading to acquittal 1.8 Number of cases concerning corruption in the construction sector leading to convictions	Construction Sector Perception Index " " PCCB Records " " " "
2. Financial Discipline and Management	2.1 Are public funds intended for the construction sector equitably allocated? 2.2 Is the Road Fund effective in ensuring discipline in the disbursement of funds? 2.3 Number and outcome (clean, adverse, qualified) of financial audits for construction sector MDAs 2.4 Number and outcome (clean, adverse, qualified) of financial audits for construction sector projects 2.5 Number and outcome of Technical Audits carried out for/by MoF relating to construction projects 2.6 Number and outcome of Technical Audits carried out for Road Fund Board	Corruption Perception Corruption Perception NAO Audit reports " MoF Tech. Audit Department Reports Road Fund Board Audit Reports
3. Procurement	3.1 Are all tender notices advertised in the press? 3.2 Are tender results made public? 3.3 Are all procurements done in accordance with the procedures stipulated in the Public Procurement Act, 2004 and its Regulations? 3.4 Number of appeals relating to procurement in the construction sector 3.5 Number of successful appeals relating to procurement in the construction sector 3.6 Percentage of MDAs exceeding the 80% target on procurement audits	Construction Perception & Proc. Audits " PPAA Records PPAA Records PPRA Procurement Audit reports
4. Public Awareness	4.1 Awareness of public of Tanzania's AC Strategy	Corruption Perception
5. Public Service Reform	5.1 Number of construction related MDAs/LGAs with Code of Ethics in place 5.2 Number of construction related MDAs/LGAs enforcing their Code of Ethics 5.3 Number of complaints concerning public officials in Construction MDAs 5.4 Perceived level of corruption in public service 5.5 Percentage of contract sum being paid to public officials as inducements to award contracts	NACSAP Quarterly reports " Ethics Secretariat & PCCB Reports Corruption Perception Corruption Perception
6. Whistle-blowers	6.1 Number of complaints relating to corruption in the construction sector 6.2 Level of confidence in Whistle-Blowing protection	PCCB Records Corruption Perception
7. Media	7.1 Number of reports of corruption in the media related to the construction sector 7.2 Level of awareness of citizenry of corruption in the construction sector 7.3 To what extent the media is considered to be impartial in reporting of corruption	News Scan Corruption Perception Corruption Perception

Annex 5: Terms of Reference for Corruption Monitoring Unit and Monitoring Manager

TERMS OF REFERENCE FOR

MONITORING MANAGER

Background

The construction sector is an important sector in the country's national economy, yet is widely believed to be one of the more corrupt, as indicated in the TACECA Study on Corruption (2007). The problem is not new and specific institutions such as the PCCB and NAO exist to ensure probity in all sectors and the study will liaise closely with them. Various initiatives have been developed in order to tackle corruption in the sector, most recently the Construction Sector Transparency Initiative (CoST) lead by the National Construction Council, and the Project Anticorruption System (PACS) led by PPRA. These two initiatives are complementary. CoST has a broader approach focusing on transparency and stakeholder involvement, whereas PACs focuses on projects and anti-corruption specifically.

The Tanzania Civil Engineering Contractors Association (TACECA) is keen to be an active player in relevant anti-corruption projects, especially CoST, to ensure that they take account of the reality within the private sector and genuinely work to reduce corruption. TACECA will be represented on the multi stakeholder group for CoST, and this project will enable it to make a valuable contribution to this process.

The Association has received funds from the Business Environment Strengthening for Tanzania Advocacy Component (BEST – AC) to design a project aimed at monitoring the effectiveness of anti-corruption activities in the construction industry. The overall objective of this project is to enable TACECA to monitor the effectiveness of various initiatives which aim to reduce corruption in the construction sector, and to use this information to argue for improvements and changes in these programmes, and Government policies, as appropriate.

Objective

The objective of the assignment is to regularly monitor the effectiveness of anti-corruption initiatives in the construction sector in a sustainable manner. Data will be gathered and analysed from a number of sources, the results of which will be discussed with the relevant project managers and stakeholders, and disseminated more widely through relevant fora. The CMU will be responsible for collecting and analysing this data and producing relevant reports as agreed by the Monitoring Manager/TACECA. The Monitoring Manager will be responsible for managing the contract with CMU, liaising with stakeholders and lobbying for improvements through constructive dialogue with stakeholders.

Proposed Monitoring System

A two-pronged approach is proposed whereby ongoing and planned initiatives can be monitored on a routine basis (primarily in terms of outputs and activities) and the **overall impact** of the combined initiatives (including government, donor, private sector and civil society) is monitored to ascertain if they have resulted in a reduction in the levels of corruption. The main reason for this is that it would be difficult to ascertain the impact of a particular initiative in an environment where various initiatives and legal/policy reforms are in place to tackle corruption and improve transparency. The full details of the monitoring system are provided in the design proposal.

Scope of Work

The main responsibilities of the **Monitoring Manager** will be to:

a.   Identify ongoing and new anti-corruption initiatives through regular liaison with stakeholders in the sector and participation on national and international workshops;
b.   Propose those initiatives to be included in the initiatives monitoring;
c.   Manage the contract between TACECA and the CMU;
d.   Deciding on reporting templates;
e.   Organise meetings with the Anti-Corruption Forum to discuss outcome of research;
f.   Present reports at relevant workshops, seminars and conferences and other public fora;
g.   Through consultation with relevant stakeholders, design interventions to be implemented by TACECA or in collaboration with other stakeholders;
h.   Influence change in the anti-corruption initiatives and more broadly in the sector through constructive dialogue with stakeholders and project managers

Outputs

The main outputs of the assignment will be as follows:

Monitoring Manager:
  • Quarterly financial and progress reports
  • Conference Report

Duration of Assignment

The total duration of the assignment is expected to be for 30 months, with the possibility of extension subject to funding.

TERMS OF REFERENCE FOR

CORRUPTION MONITORING UNIT (CMU)

Background

The construction sector is an important sector in the country's national economy, yet is widely believed to be one of the more corrupt, as indicated in the TACECA Study on Corruption (2007). The problem is not new and specific institutions such as the PCCB and NAO exist to ensure probity in all sectors and the study will liaise closely with them. Various initiatives have been developed in order to tackle corruption in the sector, most recently the Construction Sector Transparency Initiative (CoST) lead by the National Construction Council, and the Project Anticorruption System (PACS) led by PPRA. These two initiatives are complementary. CoST has a broader approach focusing on transparency and stakeholder involvement, whereas PACs focuses on projects and anti-corruption specifically.

The Tanzania Civil Engineering Contractors Association (TACECA) is keen to be an active player in relevant anti-corruption projects, especially CoST, to ensure that they take account of the reality within the private sector and genuinely work to reduce corruption. TACECA will be represented on the multi stakeholder group for CoST, and this project will enable it to make a valuable contribution to this process.

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Objective

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Proposed Monitoring System

A two-pronged approach is proposed whereby ongoing and planned initiatives can be monitored on a routine basis (primarily in terms of outputs and activities) and the **overall impact** of the combined initiatives (including government, donor, private

sector and civil society) is monitored to ascertain if they have resulted in a reduction in the levels of corruption. The main reason for this is that it would be difficult to ascertain the impact of a particular initiative in an environment where various initiatives and legal/policy reforms are in place to tackle corruption and improve transparency. The full details of the monitoring system are provided in the design proposal.

Scope of Work

The main scope of work of the **CMU** will be to:

a.   Design and refine monitoring tools for assessing the effectiveness of these initiatives and the sector as a whole;

b.   Collect data and information from relevant stakeholders and through other methods as detailed in the monitoring framework and agreed with the Monitoring Manager;

c.   Data entry using an appropriate computer package such as SPSS (Statistical Package for Social Science)

d.   Analyse data using internationally recognised methods;

e.   Assess the effectiveness of the initiatives and the levels of corruption in the construction sector as a whole (corruption barometer);

f.   Recommend measures to improve the effectiveness of the initiatives and provide feedback to the relevant project managers;

g.   Compile reports from the analysed data and disseminate according to the agreed dissemination strategy;

h.   Other activities to be discussed and agreed by TACECA and the Anti-Corruption Forum.

Outputs

The main outputs of the assignment will be as follows:

CMU:
- Quarterly progress reports
- Training plan
- Report on the monitoring tools
- Implementation plan
- Annual Report

Duration of Assignment

The total duration of the assignment is expected to be for 30 months, with the possibility of extension subject to funding.

Annex 6: Indicative Costs- Full Breakdown

A	ACTIVITIES	Qty	Item	Qty	Unit	Unit Cost US $	Total Cost US $
A1	**Procure Corruption Monitoring Unit**						
	a) Call for proposals	2	Adverts			450	900
	b) Analyse and assess proposals (in collaboration with TACECA management)						
	> Consultant (Technical Team Leader)*	1	Person	3	mandays	350	1050
	> TACECA Management Task Force	3	Persons	0.5	manday	350	525
A2	**Hire suitably qualified Monitoring Manager**						
	a) Advertising	2	Adverts			450	900
	b) Interviews and analysis						
	> Consultant (Technical Team Leader)	1	Person	2	mandays	350	700
	> TACECA Management Task Force	3	Persons	0.5	manday	350	525
A4	**Undertake training of TACECA staff**						
	a) Monitoring Manager,Project Coordinator, Technical Team Leader and 1 extra	(Some training may be undertaken outside the country)					
	> Tuition	4	Person	1	lumpsum	1000	4000
	> Air fares	4	Person	1	lumpsum	2000	8000
	> Perdiems	4	Person	15	days	200	12000
	b) Training of TACECA staff (including 40 branch staff)	(Residential training for 45 people for 10 days)					
	> Venue	2	venues	10	days	150	3000
	> Meals	10	days	50	persons	10	5000
	> Per diem	13	days	45	persons	50	29250
	> Transport for trainees						
	- road transport	39	persons	1	return ticket	60	2340
	- air transport	6	persons	1	return ticket	300	1800
	> Facilitation expenses						
	- Fees for resource persons	3	persons	4	days	350	4200
	- Transport (air)	3	persons	1	return ticket	300	900
	- Per diems	3	persons	6	days	50	900
	> Hire of equipment (projector and computer)	2	sets	10	days	100	2000
	> Stationery and hand outs	45	persons	1	set	20	900
A5	**Design monitoring tools**						
	a) Designing	2	Persons	10	mandays	350	7000
	b)Review by TACECA Management Task Force	3	Persons	2	mandays	350	2100
A6	**Trial monitoring tools**	**(subject to eventual design)**					
	a) Purchase of extra newspapers, magazines etc.	60	days	25	newspapers	0.5	750
	b) Stakeholders workshop (50 persons)						0
	> Venue	1	venues	1	day	150	150
	> Meals	1	day	50	persons	10	500
	> Fees for resource persons and facilitator	3	persons	1	day	150	450
	> Hire of equipment (projector and computer)	1	sets	1	days	100	100
	> Stationery and hand outs	50	persons	1	set	5	250
A7	**Refine monitoring tools**						
	a) Design review	2	Persons	4	mandays	350	2800
	b)Review by TACECA Management Task Force	3	Persons	1	manday	350	1050
A8 & 9	**Corruption Barometer & Initiatives Monitoring**	(subject to eventual design)					
	a) Implement Corruption monitoring	2	years	1	run	150,000	300000
	b) Annual Forums *(subject to eventual design)*						
	> Venue and meals (conference package)	3	days	150	persons	50	22500
	> Fees for resource persons (local)	6	persons	3	days	350	6300
	> Fees for resource persons (international)	1	persons	3	days	600	1800
	> International travel	2	persons	3	return tkts	4000	24000
	> International per diems	2	persons	6	days	200	2400
	> Facilitator	1	person	3	conferences	2000	6000
	> Hire of equipment (projector and computer)	1	sets	3	days	100	300
	> Stationery and hand outs	450	persons	1	set	25	11250
	c) Participation in conferences and additional training	1	item	1	lumpsum	5,000	5000
	Project Management						
	a) Salaries						
	> Project Coordinator (part time)	1	Person	30	months	1,500	45000
	> Corruption / Governance Monitoring Manager	1	Person	30	months	3,000	90000
	> Technical Consultant	1	Person	90	days	350	31500
	> Project Accountant (part time)	1	Person	30	months	500	15000
	> Office Management Secretary (part time)	1	Person	30	months	400	12000
	b) Project equipment						
	> P. Computer, printer and accessories	1	item	1	lumpsum	2,500	2500
	> Laptop	1	item	1	pc	2,000	2000
	> Tables, cabinets, etc.	1	item	1	lumpsum	1,500	1500
	> Equipmemt Maintenance fees	1	item	1	lumpsum	1,000	1000
	c) Communication and transport	1	Item	30	months	250	7500
	d) Stationery	1	item	30	months	50	1500
	e) Other Administrative expenses	3%	percentage	1	lumpsum	683,090	20,493
	TOTAL PROJECT COSTS						**703,583**