

Independent Reporting Mechanism TANZANIA: Progress Report 2011–13

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EXECUTIVE SUMMARY: TANZANIA

Independent Reporting Mechanism (IRM) Progress Report 2011–13

Tanzania's National Action Plan contained ambitious commitments to strengthen citizens' access to government information through the Internet. However, only a few of the commitments were completed. Stakeholders also noted that Tanzania still has no Freedom of Information law in place.

The Open Government Partnership (OGP) is a voluntary, multi-stakeholder international initiative that aims to secure concrete commitments from governments to their citizenry to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. The Independent Reporting Mechanism (IRM) carries out a biannual review of the activities of each OGP participating country.

Tanzania officially began participating in OGP in September 2011, when President Jakaya Mrisho Kikwete declared the government's intent to join.

The OGP in Tanzania is led by a steering committee of representatives from government ministries, civil society organisations (CSOs), and the OGP country coordination office. The State House's Good Governance Coordination Unit is at the centre of Tanzania's OGP initiative, but other key government actors include the Ministry of Finance, e-Government Agency, Ministry of Water, Ministry of Health and Social Welfare, and Ministry of Education and Vocational Training. However, the most important player is the Prime Minister's Office-Regional Administration and Local Government, which implements OGP commitments at the district, municipal, and city levels.

OGP Process

Countries participating in the OGP follow a process for consultation during development of their OGP action plan and during implementation.

Overall, the Tanzanian government developed its OGP plan in a participatory way. The general public had sufficient time to comment on the draft action plan. The government raised awareness of OGP through a series of television programmes called *Changamoto*, on the radio, and, to a lesser extent, in newspapers. However, the draft action plan was not published in Kiswahili, the national language, thereby limiting public participation.

Four CSOs participated in the in-person consultations. However, these organisations noted that some of their key inputs were either not taken on board or were diluted in the final 25 commitments contained in the action plan. Further, in the final draft, the government removed specific timelines for achieving key commitments, most notably for the Freedom of the Press and Asset Disclosure Bills.

The government's consultation process when drafting its progress report was weak, especially because the government did not set aside two weeks for public comment, as mandated by OGP guidelines.

At a glance

Member since: 2011
Number of commitments: 25

Level of Completion

Completed: 3 of 25
Substantial: 4 of 25
Limited: 8 of 25
Not started: 5 of 25
Unclear: 5 of 25

Timing

On schedule: 3 of 25

Commitment Emphasis

Access to information: 16 of 25
Civic participation: 5 of 25
Accountability: 7 of 25
Tech & innovation for transparency & accountability: 14 of 25
None: 4 of 25

Number of Commitments That Were:

Clearly relevant to an OGP Value: 21 of 25
Of moderate or transformative potential impact: 16 of 25
Substantially or completely implemented: 7 of 25
All three (★): 5 of 25

Commitment Implementation

As part of OGP, countries are required to make commitments in a two-year action plan. Table 1 summarizes each commitment, its ambition, and its level of completion, whether it falls within Tanzania's planned schedule, and the key next steps for the commitment in future OGP action plans. Tanzania's plan covered a wide variety of sectors and had a number of ambitious commitments, as evidenced below. As described in Table 2, Tanzania completed three of its commitments.

Table 1: Assessment of Progress by Commitment

COMMITMENT SHORT NAME	POTENTIAL IMPACT				LEVEL OF COMPLETION				TIMING	KEY NEXT STEPS	
	NONE	MINOR	MODERATE	TRANSFORMATIVE	NOT STARTED	LIMITED	SUBSTANTIAL	COMPLETE			
<p>★ INDICATES THAT COMMITMENT IS CLEARLY RELEVANT TO OGP VALUES AS WRITTEN, HAS SIGNIFICANT POTENTIAL IMPACT, AND IS SUBSTANTIALLY OR COMPLETELY IMPLEMENTED.</p> <p>1. Transparency</p>											
<p>★ i. Dashboard of OGP progress – Provide an online platform of OGP progress to ensure that reports are provided on a quarterly basis.</p>									Behind schedule	Further work on basic implementation	
<p>ii. Reporting on medical supply orders – Report publicly on medical supply orders and receipts, including online and on notice boards.</p>									Behind schedule	Further work on basic implementation	
<p>iii. Government Web sites – Strengthen the Web sites of government institutions so that all information in the public interest is posted online within one month.</p>									Behind schedule	New commitment based on existing implementation	
<p>iv. Citizens' budget document – Produce an annual citizens' budget document in an accessible language and format for ordinary citizens.</p>									On schedule	New commitment based on existing implementation	
<p>v. Allocation of grants to local governments – Review the allocation of grants to local governments and publish allocations online.</p>									Behind schedule	Revision of commitment to be more achievable or measurable	
<p>vi. Budget execution reports – Post budget execution and disbursement reports on the Ministry of Finance Web site on a quarterly basis.</p>									Unclear	Unclear	None: abandon commitment
<p>vii. Local government transparency – Ensure that local governments post budget reports in public places.</p>									Unclear	Behind schedule	Further work on basic implementation
<p>viii. Reports on tax exemptions – Publish tax exemptions granted in the health, education, and water sectors online on a quarterly basis.</p>									Behind schedule	Revision of commitment to be more achievable or measurable	

COMMITMENT SHORT NAME	POTENTIAL IMPACT				LEVEL OF COMPLETION				TIMING	KEY NEXT STEPS
	NONE	MINOR	MODERATE	TRANSFORMATIVE	NOT STARTED	LIMITED	SUBSTANTIAL	COMPLETE		
<p>⊛ INDICATES THAT COMMITMENT IS CLEARLY RELEVANT TO OGP VALUES AS WRITTEN, HAS SIGNIFICANT POTENTIAL IMPACT, AND IS SUBSTANTIALLY OR COMPLETELY IMPLEMENTED.</p>										
1. Transparency (continued)										
ix. Donor funding – Encourage donors to exercise greater transparency in respect to funding provided in Tanzania.									Behind schedule	Further work on basic implementation
x. Best practices for Freedom of Information laws – Study global best practices for Freedom of Information laws.									Behind schedule	Revision of commitment to be more achievable or measurable
xi. Parastatal organisations – Publish revenues and expenditures of parastatal organisations, executive agencies, and regulatory authorities.									Behind schedule	New commitment based on existing implementation
2. Participation										
i. Citizens' Web site – Improve the <i>wananchi</i> Web site to make it more robust and responsive as a platform for citizens to participate in the running of government.									Behind schedule	Further work on basic implementation
ii. Participation by e-mail and mobile phones – Establish a platform for citizens to send comments to the government and receive feedback within a reasonable time.					Unclear			Unclear	Unclear	New commitment based on existing implementation
⊛ iii. Open forum on OGP commitments – Establish an open forum in collaboration with civil society to review OGP progress.									Behind schedule	Further work on basic implementation
iv. Contact point for OGP communication – Establish an OGP contact point within the government.									On schedule	Maintenance and monitoring of completed implementation
3. Accountability and Integrity										
i. National Audit Office Web site – Improve the Web site to make it more open and user-friendly.									Behind schedule	Further work on basic implementation
ii. Client service charters – Review charters in the health, education, and water sectors for national and facility-level services, and make these charters accessible to citizens.									Behind schedule	Further work on basic implementation
iii. Complaints register – Improve the existing system to ensure that complaints are addressed, documented, and posted on Web sites quarterly.									Behind schedule	New commitment based on existing implementation

COMMITMENT SHORT NAME	POTENTIAL IMPACT				LEVEL OF COMPLETION				TIMING	KEY NEXT STEPS
	NONE	MINOR	MODERATE	TRANSFORMATIVE	NOT STARTED	LIMITED	SUBSTANTIAL	COMPLETE		
<p>⊕ INDICATES THAT COMMITMENT IS CLEARLY RELEVANT TO OGP VALUES AS WRITTEN, HAS SIGNIFICANT POTENTIAL IMPACT, AND IS SUBSTANTIALLY OR COMPLETELY IMPLEMENTED.</p>										
3. Accountability and Integrity (continued)										
iv. Local government service boards and committees – Strengthen existing boards and committees to make them serve citizens more effectively.					Unclear				Unclear	None: abandon commitment
<p>⊕ INDICATES THAT COMMITMENT IS CLEARLY RELEVANT TO OGP VALUES AS WRITTEN, HAS SIGNIFICANT POTENTIAL IMPACT, AND IS SUBSTANTIALLY OR COMPLETELY IMPLEMENTED.</p>										
3. Accountability and Integrity (continued)										
v. Disclosure of public officials’ assets – Prepare legislation and regulations to strengthen asset disclosures of public officials.								Behind schedule	Further work on basic implementation	
4. Technology and Innovation										
⊕ i. Water data and mapping – Finalize a water point mapping system for local government authorities, making the data available online.								Behind schedule	Further work on basic implementation	
⊕ ii. Access to health, education, and water data – Strengthen the use and availability of these data online.								Behind schedule	Further work on basic implementation	
⊕ iii. Citizens’ “How Do I?” Web site – Explore the feasibility of establishing a Web site where citizens can obtain practical information about government services.								On schedule	New commitment based on existing implementation	
iv. Global practice on data disclosure – Study global practice on data disclosure for establishment of a government data Web site.					Unclear				Unclear	New commitment based on existing implementation
v. Open government innovation by local entrepreneurs – Foster communities of local entrepreneurs to spur greater innovation, transparency, and citizen engagement.								Behind schedule	None: abandon commitment	

Table 2: Summary of Progress by Commitment

COMMITMENT	SUMMARY OF FINDINGS
<p>★ INDICATES THAT COMMITMENT IS CLEARLY RELEVANT TO OGP VALUES AS WRITTEN, HAS SIGNIFICANT POTENTIAL IMPACT, AND IS SUBSTANTIALLY OR COMPLETELY IMPLEMENTED.</p>	
1. Transparency	
<p>★ i. Dashboard of OGP progress</p> <ul style="list-style-type: none"> • OGP Value Relevance: Clear • Potential impact: Moderate • Completion: Substantial 	<p>This commitment was substantially completed, although not to the extent reported by the government. The government's Web site is operational but does not yet include all quarterly progress reports. The IRM researcher recommends strengthening this commitment to include posting quarterly reports online, as well as disseminating reports through other channels. Reports need to be distributed in both English and Kiswahili to reach a wider audience.</p>
<p>ii. Reporting on medical supply orders</p> <ul style="list-style-type: none"> • OGP Value Relevance: Clear • Potential impact: Transformative • Completion: Limited 	<p>The IRM researcher found only one post about this commitment on the government's Web site, and no data could be found on the chosen facilities. Setting a longer time frame—in stages with clear milestones—might improve future implementation. As with other commitments, this information should be provided in both English and Kiswahili.</p>
<p>iii. Government Web sites</p> <ul style="list-style-type: none"> • OGP Value Relevance: Clear • Potential impact: Minor • Completion: Limited 	<p>The IRM researcher determined that this commitment was already part of pre-existing initiatives. Although a number of government Web sites have been created, very few are actually online or accessible. The information is mainly posted in English. The IRM researcher recommends that the government realign or merge this commitment with similar access to information commitments in the next OGP action plan. Further, delivery of this commitment might be improved if one institution, such as the e-Government Agency, were tasked with coordinating government efforts.</p>
<p>iv. Citizens' budget document</p> <ul style="list-style-type: none"> • OGP Value Relevance: Clear • Potential impact: Minor • Completion: Complete 	<p>The commitment was part of pre-existing initiatives and has been completed. The latest annual citizen budget documents are available online in both English and Kiswahili. The materials were produced in collaboration with Policy Forum, a civil society policy network. In the next action plan, the IRM researcher recommends that the government rephrase the text of this commitment to allow for more government-held budget data to become accessible electronically, as well as through notice boards and other communication channels.</p>
<p>v. Allocation of grants to local governments</p> <ul style="list-style-type: none"> • OGP Value Relevance: Clear • Potential impact: Moderate • Completion: Limited 	<p>Local government authorities' allocations have been published online, but the government's review of its formula-based grant allocation system is not complete. The IRM researcher found this commitment to be unambitious. As currently written, the commitment is vague on who, when, and how this review should be carried out. Further work on basic implementation is needed.</p>
<p>vi. Budget execution reports</p> <ul style="list-style-type: none"> • OGP Value Relevance: Clear • Potential impact: None • Completion: Unclear 	<p>The IRM researcher could not authenticate the limited progress on this commitment reported by the government, as the Web site from which the published reports could be accessed was down for most of the review period. Further, there was no consensus amongst stakeholders about which reports were available on the Ministry of Finance Web site. The IRM researcher concluded that this commitment provides no added value, compared to what already existed, and recommends that no further work be directed towards it.</p>
<p>vii. Local government transparency</p> <ul style="list-style-type: none"> • OGP Value Relevance: Clear • Potential impact: Moderate • Completion: Unclear 	<p>The IRM researcher was unable to ascertain the overall level of completion of this commitment. Based on interviews, stakeholder meetings, and the government's progress report, it is clear that implementation is limited or non-existent. The IRM researcher recommends that more efforts be made towards the basic implementation of this commitment, because it has the potential to provide a useful source of information for policymakers and watchdogs at the local level.</p>
<p>viii. Reports on tax exemptions</p> <ul style="list-style-type: none"> • OGP Value Relevance: Clear • Potential impact: Moderate • Completion: Not started 	<p>The IRM researcher stresses that the public has a right to be informed and that implementation of this commitment would have enhanced tax justice and the government's transparency processes. However, the target of publishing quarterly reports might have been unrealistic at the time of submitting the OGP action plan. The IRM researcher recommends that the commitment be revised in the next action plan to make information on tax exemptions accessible to the general public on a quarterly or semi-quarterly basis.</p>

ix. Donor funding <ul style="list-style-type: none"> • OGP Value Relevance: Clear • Potential impact: Moderate • Completion: Not started 	<p>According to stakeholders, this commitment would have greatly enhanced donor aid transparency for the government. It also would have helped watchdog and oversight institutions to undertake monitoring and advocacy objectively. The government points to its progress on an aid management platform on the Ministry of Finance Web site, but this Web site was not available for most of the IRM research period. The IRM researcher recommends that further work be undertaken on basic implementation of this commitment.</p>
x. Best practices for Freedom of Information laws <ul style="list-style-type: none"> • OGP Value Relevance: Unclear • Potential impact: Minor • Completion: Limited 	<p>Stakeholders' views about this commitment were mixed. Some reported that they were not consulted and had not seen any best practice study. Others indicated that preparations for the Freedom of Information Bill were under way and that the government had begun a process to solicit comments from Tanzanian non-state actors. The researcher recommends rephrasing this commitment in the next action plan to accommodate processes leading to the publication and enactment of a freedom of information law. The rephrased commitment should have concrete deliverables and timelines.</p>
xi. Parastatal organisations <ul style="list-style-type: none"> • OGP Value Relevance: Clear • Potential impact: Minor • Completion: Limited 	<p>The IRM researcher found that parastatal organisations' Web sites that were quoted in the government progress report were not available or functional. Further, the researcher found no evidence in the printed media that these reports had been disclosed to the general public in newspapers. The researcher recommends that a new commitment be developed, which builds on the limited implementation achieved to date. This commitment should be merged with other commitments and should include clear milestones, deliverables, and timelines.</p>
2. Participation	
i. Citizens' Web site <ul style="list-style-type: none"> • OGP Value Relevance: Clear • Potential impact: Transformative • Completion: Not started 	<p>This is one of the most clearly worded and ambitious commitments in the Tanzania OGP action plan. If this commitment were fulfilled, the IRM researcher sees the potential for significant progress towards the OGP values of transparency and citizen participation. The researcher recommends that the government continue to work on basic implementation of this commitment.</p>
ii. Participation by e-mail and mobile phones <ul style="list-style-type: none"> • OGP Value Relevance: Clear • Potential impact: Transformative • Completion: Unclear 	<p>The IRM researcher could not make a definitive call as to the level of implementation of this commitment. Some of the evidence provided by the government on implementation could not be authenticated. Other evidence provided by the government shows a lack of clarity in terms of what this commitment seeks to accomplish in terms of enhancing citizen participation. The IRM researcher considers this commitment to be a potentially transformative way for the government to become more open and engage effectively with its citizens using appropriate technologies. The researcher notes that the goal of this commitment is similar to commitments 3(ii) and 3(iii) and recommends merging the three in the next action plan, while providing clear milestones, deliverables, and timelines. To improve delivery, a single institution should be charged with coordinating and implementing these initiatives.</p>
⊛ iii. Open forum for OGP commitments <ul style="list-style-type: none"> • OGP Value Relevance: Clear • Potential impact: Moderate • Completion: Substantial 	<p>The government established a national steering committee, which met at least once per month. Two civil society organisations participated. However, reporting on the outcomes of the committee meetings was weak. The IRM recommends further work to implement this commitment. There is a need to enlarge participation by reaching out to more non-state actors at all levels of monitoring.</p>
iv. Contact point for OGP communication <ul style="list-style-type: none"> • OGP Value Relevance: Clear • Potential impact: Minor • Completion: Complete 	<p>The Tanzanian Government has an OGP focal person in place. During the next action plan, the IRM researcher recommends that the government address funding limitations to support the secretariat, work to change the mind-set of senior government officials about OGP, and use social media to enhance awareness of the OGP in Tanzania.</p>
3. Accountability and Integrity	
i. National Audit Office Web site <ul style="list-style-type: none"> • OGP Value Relevance: Clear • Potential impact: Transformative • Completion: Limited 	<p>This commitment is part of a pre-existing initiative. Stakeholders indicated that the Web site would have been a good resource for civic advocacy on a range of issues and would have helped to provide a source of information and data for parliamentary oversight through the various reports being published. However, stakeholders noticed a dearth of user-friendly materials on the site. The IRM researcher recommends further work by the government to accomplish this commitment.</p>
ii. Client service charters <ul style="list-style-type: none"> • OGP Value Relevance: Clear • Potential impact: Minor • Completion: Limited 	<p>All three ministries involved in this commitment—Education and Vocational Training, Health and Social Welfare, and Water—had existing client service charters that were under review, but there was no evidence that consultations have been held on the drafts. The IRM researcher recommends further work to accomplish this commitment. The review process should be opened to key stakeholders, and the review should extend to the facility level rather than just focus on the national ministerial level. As with other commitments, stakeholders</p>

	recommended that the documents be made available in both Kiswahili and English.
iii. Complaints register <ul style="list-style-type: none"> • OGP Value Relevance: Clear • Potential impact: Moderate • Completion: Limited 	The three ministries involved in this commitment—Education and Vocational Training, Health and Social Welfare, and Water—had pre-existing complaints registers. However, many stakeholders expressed doubt that the ministries were recording or indeed addressing any of the complaints being submitted. In the next action plan, the IRM researcher recommends merging this commitment with similar commitments focused on citizen participation, strengthening complaints desks, and employing appropriate media technology to ensure that complaints are made accessible to the public.
iv. Local government service boards and committees <ul style="list-style-type: none"> • OGP Value Relevance: Unclear • Potential impact: None • Completion: Unclear 	The IRM researcher could not ascertain the actual level of implementation of this commitment. The government did not provide evidence in its progress report or in response to e-mail requests from the IRM researcher. However, one government representative indicated that training programmes had been conducted to improve health service boards and committees. The IRM researcher recommends abandoning this commitment unless clear milestones and timelines are ascertained in the next OGP action plan.
v. Disclosure of public officials' assets <ul style="list-style-type: none"> • OGP Value Relevance: Clear • Potential impact: Moderate • Completion: Not started 	According to its progress report, the government considers this commitment to be complete when an amendment bill is drafted. The IRM researcher found no evidence that the bill has been drafted. The IRM researcher recommends further work on this commitment, and proposes two milestones: (i) fresh consultations and involvement of all stakeholders including non-state actors in preparing the new asset disclosure amendment bill by June 2014; (ii) finalisation and presentation of the amendment bill and regulations to Parliament by August 2014.
4. Technology and Innovation	
★ i. Water data and mapping <ul style="list-style-type: none"> • OGP Value Relevance: Clear • Potential impact: Moderate • Completion: Substantial 	The government's progress report shows that a total of 132 local government authorities have data available on the Water Point Mapping System database. However, the government reports that provision of equipment for routine data and training at the local government level has not been done. The IRM researcher recommends further work on basic implementation of this commitment.
★ ii. Access to health, education, and water data <ul style="list-style-type: none"> • OGP Value Relevance: Clear • Potential impact: Transformative • Completion: Substantial 	This commitment involved mostly supply-side technical work. For the commitment to have been relevant to OGP, the data need to be published online in a format that would allow analysis and re-use by non-state actors. The IRM researcher recommends further work on basic implementation of this commitment.
★ iii. Citizens' "How Do I?" Web site <ul style="list-style-type: none"> • OGP Value Relevance: Clear • Potential impact: Transformative • Completion: Complete 	The language of this commitment entailed "exploring the feasibility" rather than "establishing" the citizens' Web site. It is commendable that the government actually established the portal. However, the IRM researcher believes that the ultimate goal in the context of OGP values and grand challenges is to enable interaction between the government and their citizens. The IRM researcher recommends a new commitment based on basic implementation.
iv. Global practice on data disclosure <ul style="list-style-type: none"> • OGP Value Relevance: Unclear • Potential impact: Transformative • Completion: Unclear 	The IRM researcher could not establish the level of completion of this commitment, due to lack of communication and evidence provided by the government. This commitment alone adds no value to open government processes, although it lays the foundation for that to happen. The IRM researcher recommends that a new commitment be built around implementation of the current one.
v. Open government innovation by local entrepreneurs <ul style="list-style-type: none"> • OGP Value Relevance: Unclear • Potential impact: Minor • Completion: Not started 	The IRM researcher believes that the government was overly ambitious in making this commitment. Stakeholders pointed to a lack of financial and material resources within the government to achieve this commitment. The IRM researcher recommends abandoning this commitment or else merging the commitment with others in the next OGP action plan.

Recommendations

The Tanzanian Government's first OGP action plan was ground-breaking in many ways. However, the inclusion of 25 commitments in the government's OGP action plan was overly ambitious, and few of these commitments were completed. Both the IRM researcher and stakeholders believe that the next action plan should be a lean one with fewer than eight robust, indicative, and time-bound commitments. The OGP process would also benefit if the government were to proactively seek ways to involve CSOs in both planning of the next action plan and implementation of the commitments.

Access to information

Access to government-held information continues to be a key issue in Tanzania. During the 2013 OGP summit in London, Tanzanian President, the Hon. Jakaya Mrisho Kikwete, made bold promises to have a freedom of information act in place by April 2014. Significant work is still needed in the impending consultative processes to support the eventual enactment of the enabling legislation.

Insofar as freedom of the press and freedom of expression are concerned, the current environment in Tanzania does not allow media workers to discharge their duty of informing the public without fear of legal implications or repercussions. At the same time, stakeholders unanimously expressed concern about the presence of several pieces of legislation—40 in total according to the Freedom of Information Coalition in Tanzania—that counteract and contradict open government principles. Some of these need immediate attention and repeal in order to abide by OGP principles, for example: (i) the Newspaper Act of 1976 that gives the government the authority to de-register or ban newspapers at will, (ii) the Civil Service Act and the proposed Public Leadership Code of Ethics Act that collectively block access to government information by journalists, and (iii) 1993 Broadcasting Services Act that allows the telecommunications regulator to close down television and radio stations at will.

Civic participation

Stakeholders generally were of the opinion that new or revised commitments in Tanzania's next OGP action plan should have language that is demand driven. They recommended moving away from most of the existing supply-side commitments that seek to strengthen government systems and structures. The IRM researcher recommends that the government include the following user-focused elements in the next action plan:

- Design commitments with the specific aim to improve the ability of citizens to directly interface with government officials.
- Provide wide and timely access to Web-based data in order to ensure greater public access to the information.
- Make all reports and data available to the public in both Kiswahili and English using easy-to-read language.

Accountability

Despite joining the OGP in 2011 and its participation in a number of open government initiatives, such as the African Peer Review Mechanism, Tanzania continues to struggle with a lack of accountability and loss of public trust. For this reason, the government's OGP commitment to enact a law on compulsory disclosure of assets by public officials remains an important priority for many stakeholders. At the local level, there is a need to improve local government authorities' compliance with OGP requirements of posting approved budgets, disbursements, and execution reports on the boards and in public places.

Technology and innovation

In its action plan, the government emphasised the importance of using technology—especially the Internet—to promote open government principles in Tanzania. Several further steps can be taken to improve government Web sites. In the next action plan, the IRM researcher recommends that the government commit to provide an overall dashboard of progress on OGP implementation online and ensure that all OGP-related progress reports are posted on the dashboard in a timely manner. To reach out to greater portions of the population, the government should also take advantage of other communication channels, such as mobile phone / SMS technology, when supplying information to the public.

Eligibility Requirements 2012: To participate in OGP, governments must demonstrate commitment to open government by meeting minimum criteria on key dimensions of open government. Third-party indicators are used to determine country progress on each of the dimensions. OGP staff re-code the raw data into a four-point scale, listed in parentheses below. For more information, visit <http://www.opengovpartnership.org/how-it-works/how-join/eligibility-criteria>.

Budget Transparency: Budget and audit reports disclosed (4 out of 4) Access to Information: In constitution (3 out of 4)

Asset Disclosure: Only parliamentary assets disclosed (2 out of 4) Civic Participation: 5.29 of 10 (3 out of 4)

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The Open Government Partnership (OGP) aims to secure concrete commitments from governments to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. OGP's Independent Reporting Mechanism assesses development and implementation of national action plans to foster dialogue among stakeholders and improve accountability.



I. BACKGROUND

The Open Government Partnership (OGP) is a voluntary, multi-stakeholder international initiative that aims to secure concrete commitments from governments to their citizenry to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. In pursuit of these goals, OGP provides an international forum for dialogue and sharing among governments, civil society organizations, and the private sector, all of which contribute to a common pursuit of open government. OGP stakeholders include participating governments as well as civil society and private sector entities that support the principles and mission of OGP.

Introduction

Tanzania officially began participating in OGP in September 2011, when President Jakaya Mrisho Kikwete declared the government's intent to join. In recent years, Tanzania has taken several steps to become a model of good governance in Africa. In 2000, the government joined the New Partnership for Africa's Development. It has since joined the African Peer Review Mechanism and leads other regional governance initiatives, such as the East African Community Protocol on Good Governance. Participation in OGP provided a further opportunity for Tanzania to showcase its leadership and commitment to transparent government.

To participate in OGP, governments must exhibit a demonstrated commitment to open government by meeting a set of minimum performance criteria on key dimensions of open government that are particularly consequential for increasing government responsiveness, strengthening citizen engagement, and fighting corruption. Indicators are produced by organisations other than OGP to determine the extent of country progress on each of the dimensions, with points awarded as described below.

Tanzania entered into the partnership meeting the minimal requirements for eligibility. It received a score of 4 out of 4 possible points in the category of "Budget Transparency." The country did not have a freedom of information law, but did have a constitutional right of access to information, giving it a 3 of 4 possible points. With regard to asset disclosure for politicians and high-level officials, the country scored 2 of 4 points as only parliamentary assets are disclosed (other politicians are exempted). Information on high-level officials' assets is collected but not made public. In terms of citizen engagement, based on the Economist Intelligence Unit's Democracy Index Civil Liberties subscore, the country received a 5.29 out of a possible 10, which was recorded for OGP purposes as a 3 of 4 possible points. Altogether, Tanzania received a total of 12 out of 16 points.

All OGP participating governments must develop OGP country action plans that elaborate concrete commitments over an initial two-year period. Governments should begin their action plans by sharing existing efforts related to a set of five "grand challenges," including specific open government strategies and ongoing programs. (See Section IV for a list of grand challenge areas.) Action plans should then set out each government's OGP commitments, which stretch government practice beyond its current baseline with respect to the relevant grand challenge. These commitments may build on existing efforts, identify new steps to complete on-going reforms, or initiate action in an entirely new area.

Tanzania's action plan was submitted in April 2012 and officially implemented from 1 July 2012 through 30 June 2013. The government published its self-assessment report in October 2013.

Pursuant to OGP requirements, the Independent Reporting Mechanism (IRM) of OGP partnered with an experienced, independent local researcher to carry out an evaluation of the development and implementation of the country's first action plan. In Tanzania, the researcher was Ngunga Greyson Tepani, executive director of the Tanzania Association of Non-

Governmental Organisations. Mr Tepani wrote this report in his personal capacity. It is the aim of the IRM to inform ongoing dialogue about development and implementation of future commitments in each OGP participating country.

Institutional Context

The OGP in Tanzania is led by a steering committee of representatives from government ministries, civil society, and the OGP country coordination office. Susan Mlawi, the coordinator for Good Governance in the President's Office-State House, chairs the committee. Ms Mlawi appointed Mr Mathias Chitunchi to be the contact point for OGP in Tanzania.¹ A list of other OGP steering committee members is included in Annex 1. The committee meets every month and is responsible for overseeing the implementation of the country's OGP commitments.

In Tanzania, the OGP complements the National Framework for Good Governance (NFGG), which was formed in 1999 to institute good governance in the country.² The NFGG envisages a broad-based national partnership for development of good governance. The partnership includes central and local governments, the private sector, and faith-based and civil society organisations. Tanzania remains committed to both the OGP and NFGG.

The OGP action plan in Tanzania was drafted by government officials and later opened to comments by the general public, including civil society. The State House's Good Governance Coordination Unit is at the centre of Tanzania's OGP initiative, but other key government actors include the Ministry of Finance, e-Government Agency, Ministry of Water, Ministry of Health and Social Welfare, and Ministry of Education and Vocation Training. However, the most important player in terms of implementing OGP commitments is the Prime Minister's Office-Regional Administration and Local Government (PMORALG). PMORALG is responsible for ensuring that district, municipal, and city councils comply and act in accordance with laid down procedures and follow OGP commitments at the local level. A few civil society organisations took part—namely, Twaweza, Research on Poverty in Africa (REPOA), and, to a lesser extent, the Policy Forum.

Methodological Note

To carry out this evaluation, the IRM researcher reviewed the government's national action plan³ and their September 2013 self-assessment report,⁴ gathered the views of civil society through two stakeholder forums in Dar es Salaam, and interviewed appropriate government officials and other stakeholders. OGP staff and a panel of experts reviewed the report. The government of Tanzania and selected civil society organisations were also provided with an opportunity to comment, provide additional information, and identify factual errors prior to publication on an embargoed basis. Further details about the IRM researcher's methodology are included in Annex 2.

¹ United Republic of Tanzania, *Tanzania Open Government Partnership (OGP) Action Plan 2012-2013*. (2012). [http://www.maji.go.tz/userfiles/ogpactionplan\(2\).pdf](http://www.maji.go.tz/userfiles/ogpactionplan(2).pdf).

² United Republic of Tanzania-President's Office State House, *Open Government Partnership Annual Progress Report* (July 2012–June, 2013). On file with the author.

³ United Republic of Tanzania, *Tanzania Open Government Partnership (OGP) Action Plan 2012-2013*. (2012). [http://www.maji.go.tz/userfiles/ogpactionplan\(2\).pdf](http://www.maji.go.tz/userfiles/ogpactionplan(2).pdf).

⁴ United Republic of Tanzania-President's Office State House, *Open Government Partnership Annual Progress Report* (July, 2012 - June, 2013). On file with the author.

II. PROCESS: DEVELOPMENT OF ACTION PLAN

Countries participating in OGP follow a set process for consultation during development of their OGP action plan. According to the OGP Articles of Governance, countries must—

- Make the details of their public consultation process and timeline available (online at minimum) prior to the consultation
- Consult widely with the national community, including civil society and the private sector, seek out a diverse range of views, and make a summary of the public consultation and all individual written comment submissions available online
- Undertake OGP awareness-raising activities to enhance public participation in the consultation
- Consult the population with sufficient forewarning and through a variety of mechanisms—including online and through in-person meetings—to ensure the accessibility of opportunities for citizens to engage.

A fifth requirement, during consultation, is set out in the OGP Articles of Governance. This requirement is dealt with in section III, Consultation during Implementation:

- Countries are to identify a forum to enable regular multi-stakeholder consultation on OGP implementation. This can be an existing entity or a new one.

Table 1: Action Plan Consultation Process

PHASE OF ACTION PLAN	OGP PROCESS REQUIREMENT (ARTICLES OF GOVERNANCE SECTION)	DID THE GOVERNMENT MEET THIS REQUIREMENT?
During Development	Timeline and process: Prior availability	Yes
	Timeline: Online	Yes
	Timeline: Other channels	Yes ¹
	Advance notice	Yes
	Advance notice: Days	45
	Advance notice: Adequacy	Yes
	Awareness-raising activities	Yes ²
	Online consultations	Yes ³
	In-person consultations	Yes
	Summary of comments	No
During Implementation	Regular forum	Yes. See next section.

Advance Notice of Consultation

Overall, the Tanzanian government developed the OGP plan in a participatory way. Through interviews and stakeholder meetings, the IRM researcher confirmed that notice of at least 45 days was given to key stakeholders and the general public to comment on Tanzania's OGP draft action plan. Awareness-raising was conducted mainly through a series of television programmes called *Changamoto*, whose clips remain available online; on radio, and, to a lesser extent, in newspapers. The researcher could not verify the existence of the latter two awareness-raising approaches.

The primary means of submitting comments were through a State House e-mail and post office address. A Web page was made available to access the draft⁴ but could not be accessed at the time of publishing this report.

Quality and Breadth of Consultation

Several factors appear to have limited participation in the consultation. The draft action plan and notice were not published in Kiswahili, which is the national language that is understood by all Tanzanians. There was also confusion because the notice was dated 15 December 2011 and solicited comments with two different deadlines given in the same notice.⁵

The government's in-person consultations involved meeting with and soliciting inputs from specific contributors, especially civil society organisations. Participating civil society organisations were Twaweza, Research on Poverty in Africa (REPOA), Foundation for Civil Society, Media Council of Tanzania, and Policy Forum. The IRM researcher was able to confirm that these meetings were held and inputs solicited, although the government did not make available any documentation on specific comments received or summaries of participation. Civil society organisations noted that some of their key inputs were either not taken on board or were largely diluted in the final 25 commitments contained in the action plan. Further, in the final draft, the government removed specific timelines for certain outputs and actions, most notably for the Freedom of Information and Asset Disclosure Bills.⁶

¹ <http://www.opengov.go.tz/officebox/web/togp/index.php>

² <http://www.youtube.com/watch?v=ov5F7PaY1zA>

³ <http://www.opengov.go.tz/officebox/web/togp/index.php>

⁴ The Web site link, which was unavailable, was: <http://www.opengov.go.tz/officebox/web/togp/index.php>.

⁵ President's Office-State House, *Invitation to the Public to Comment on the Draft Tanzania Open Government Plan*. 16 December 2011.

⁶ Swahili Street, *Tanzania's OGP Action Plan: What's in the Works?* 18 April 2012. <http://swahilistreet.wordpress.com/2012/04/18/tanzanias-ogp-action-plan-whats-in-the-works>.

III. PROCESS: CONSULTATION DURING IMPLEMENTATION

To implement OGP commitments and consult with stakeholders, the government of Tanzania created a new and formal consultative forum at the national level called the OGP Steering Committee. The committee met in Dar es Salaam, the business capital where most of the key OGP ministries are based.

The steering committee, which consisted largely of representatives from commitments-related government ministries and a few civil society organisations,¹ met at least once per month to review progress. The committee acted as a regular forum for public participation, as indicated previously in Table 1. Because the committee did not make any quarterly progress reports available, however, the researcher could not establish whether the forum actually reviewed progress of the commitments or had any decision-making power.

Interviews suggested that government officials' level and seriousness of face-to-face participation in the steering committee waned with each passing meeting. One of the respondents described the spirit as seemingly more of a "rubber stamping" exercise than a "change-driven" opportunity for the government to widen and fast-track governance reforms in the country.

There were no other spaces used to broaden participation, except at the line ministries of health, education, and water. These already-existing forums provided space for reviewing OGP progress at the sectoral level and an opportunity to report on commitments. OGP was regularly included as an agenda item at these meetings.

¹ See Annex I, List of Tanzania OGP Steering Committee Members 2012–2013.

IV. IMPLEMENTATION OF COMMITMENTS

All OGP participating governments develop OGP country action plans that elaborate concrete commitments over an initial two-year period. Governments begin their OGP country action plans by sharing existing efforts related to their chosen grand challenge(s), including specific open government strategies and on-going programs. Action Plans then set out governments' OGP commitments, which stretch government practice beyond its current baseline with respect to the relevant policy area. These commitments may build on existing efforts, identify new steps to complete on-going reforms, or initiate action in an entirely new area.

OGP commitments are to be structured around a set of five “grand challenges” that governments face. OGP recognizes that all countries are starting from different baselines. Countries are charged with selecting the grand challenges and related concrete commitments that most relate to their unique country contexts. No action plan, standard, or specific commitments are to be forced on any country.

The five OGP grand challenges are

1. **Improving Public Services**—measures that address the full spectrum of citizen services including health, education, criminal justice, water, electricity, telecommunications, and any other relevant service areas by fostering public-service improvement or private-sector innovation.
2. **Increasing Public Integrity**—measures that address corruption and public ethics, access to information, campaign finance reform, and media and civil society freedom.
3. **More Effectively Managing Public Resources**—measures that address budgets, procurement, natural resources, and foreign assistance.
4. **Creating Safer Communities**—measures that address public safety, the security sector, disaster and crisis response, and environmental threats.
5. **Increasing Corporate Accountability**—measures that address corporate responsibility on issues such as the environment, anti-corruption, consumer protection, and community engagement.

While the nature of concrete commitments under any grand challenge area should be flexible and allow for each country's unique circumstances, OGP commitments should be relevant to OGP values laid out in the OGP Articles of Governance and Open Government Declaration signed by all OGP participating countries. The IRM uses the following guidance to evaluate relevance to core open government values:

- **Access to information**—These commitments
 - pertain to government-held information;
 - are not restricted to data but pertains to all information;
 - may cover proactive or reactive releases of information;
 - may pertain to strengthen the right to information; and
 - must provide open access to information (it should not be privileged or internal only to government).
- **Citizen Participation**—governments seek to mobilise citizens to engage in public debate, provide input, and make contributions that lead to more responsive, innovative and effective governance. Commitments around access to information
 - open up decision-making to all interested members of the public; such forums are usually “top-down” in that they are created by government (or actors empowered by government) to inform decision-making;
 - often include elements of access to information to ensure meaningful input of interested members of the public into decisions;

- often include the enhancing citizens' right to be heard, but do not necessarily include the right to be heeded.
- **Accountability**—there are rules, regulations, and mechanisms in place that call upon government actors to justify their actions, act upon criticisms or requirements made of them, and accept responsibility for failure to perform with respect to laws or commitments.
 - As part of open government, such commitments have an "open" element, meaning that they are not purely internal systems of accountability without a public face.
- **Technology and Innovation**—Commitments for technology and innovation
 - promote new technologies offer opportunities for information sharing, public participation, and collaboration.
 - Should make more information public in ways that enable people to both understand what their governments do and to influence decisions;
 - May commit to supporting the ability of governments and citizens to use tech for openness and accountability; and
 - May support the use of technology by government employees and citizens alike.

Countries may focus their commitments at the national, local and/or subnational level—wherever they believe their open government efforts are to have the greatest impact.

Recognizing that achieving open government commitments often involves a multi-year process, governments should attach time frames and benchmarks to their commitments that indicate what is to be accomplished each year, wherever possible.

Tanzania had a total of 25 commitments clustered into four open government principles:

- Transparency (eleven commitments).
- Citizen participation (four commitments).
- Accountability and integrity (five commitments).
- Technology and innovation (five commitments).

This section details each of the commitments that Tanzania included in its initial action plan.

A number of the commitments have a single milestone, while others have multiple milestones. In these latter cases, the milestones have been evaluated together on a single fact sheet in order to avoid repetition and make reading easier for OGP stakeholders.

While most indicators given on each commitment fact sheet are self-explanatory, a number of indicators for each commitment deserve further explanation.

- **Relevance:** The IRM researcher evaluated each commitment for its relevance to OGP values and OGP grand challenges.
 - *OGP values:* Some OGP commitments are unclear in their relationship to OGP values. To identify such cases, the IRM researcher made a judgment based on a close reading of the commitment text. This identifies commitments that can better articulate their relationship to fundamental issues of openness.
 - *Grand challenges:* While some commitments may be relevant to more than one grand challenge, the reviewer only marked those that had been identified by government (as almost all commitments address a grand challenge).
- **Ambition:**
 - *Potential impact:* OGP countries are expected to make ambitious commitments (with new or preexisting activities) that stretch government practice beyond an existing baseline. To contribute to a broad definition of ambition, the IRM researcher judged how potentially transformative a commitment might be in the

policy area. This is based on the researcher's findings and experience as a public policy expert.

- *New or preexisting*: The IRM researcher also recorded, in a nonjudgmental fashion, whether a commitment was based on an action that predated the action plan.
- **Timing**:
 - *Projected completion*: The OGP Articles of Governance encourage countries to put forth commitments with clear deliverables with suggested annual milestones. In cases where this information is not available, the IRM researcher makes a best judgment, based on the evidence of how far the commitment could possibly be at the end of the period assessed.

1. TRANSPARENCY

i. Dashboard of OGP progress

Provide overall dashboard of progress on implementation of Tanzania OGP commitments and ensure that reports are provided in quarterly basis.

Commitment Description						
Answerability	Lead institution	President's Office-State House				
	Supporting institutions	e-Government Agency				
	Point of contact specified?	Yes				
Specificity and measurability		High (commitment language provides clear, measurable, verifiable milestones for achievement of the goal)				
Relevance	OGP grand challenges	None				
	OGP values	Access to information	Civic participation	Accountability	Tech & innovation for trans. & acc.	None
		✓			✓	
Ambition						
New vs. pre-existing		Potential impact				
New		Moderate (the commitment is a major step forward in the relevant policy area, but remains limited in scale or scope)				
Level of completion						
		Start date: 1 July 2012		End date: 30 June 2013		
Actual completion		Substantial				
Projected completion		Complete				
Next steps		Further work on basic implementation				

What happened?

The IRM researcher found that this commitment was substantially completed, although not to the extent reported by the government.

This commitment represents one of the few new initiatives in Tanzania's OGP commitments. Previously, no similar platform existed for publishing overall progress on open government transparency initiatives. To this end, the Web site has been developed and is operational.¹ A few reports and documents, including the citizens' budget document in Kiswahili, were found on the site. However, this commitment also required the government to post all quarterly progress reports on the established platform, which has not been done.

Did it matter?

The publication of quarterly reports on the Web site would enhance government openness and provide non-state actors with information they could use to monitor implementation of OGP commitments in Tanzania. Further, the government could use this platform as one of the avenues for consulting publicly on progress reports. However, the researcher could not locate any quarterly or annual progress reports on the dashboard Web site. As a result, this is a lost opportunity for the government to showcase the highest level of openness to its citizens.

Moving forward

The IRM researcher recommends that the government diversify the ways it disseminates its periodic reports, including through use of flyers, short television and radio programmes, and feedback advertisements in newspapers. Such measures would also enhance the implementation of the government's commitment to establish a public OGP forum under its current OGP action plan. During the IRM researcher's interviews² and his second stakeholder meeting, participants recommended strengthening this commitment and finding other innovative and user-friendly ways to disseminate the outputs from the platform. Participants also emphasized that electronic reports need to be distributed both in Kiswahili and English, so as to be understood and useful to the majority of Tanzanians.

¹ Tanzania Open Government Partnership, <http://www.ega.go.tz/ogp>.

² Drawn from IRM researcher's interviews with stakeholders.

ii. Reporting on medical supply orders

Posting orders and receipts of medical supplies from the Medical Stores Department (MSD) online and on notice boards to the facility level and updated in real time.

Commitment Description						
Answerability	Lead institution	Ministry of Health and Social Welfare				
	Supporting institutions	Medical Stores Department (MSD)				
	Point of contact specified?	Yes				
Specificity and measurability		High (commitment language provides clear, measurable, verifiable milestones for achievement of the goal)				
Relevance	OGP grand challenges	Improving public services				
	OGP values	Access to information	Civic participation	Accountability	Tech & innovation for trans. & acc.	None
		✓			✓	
Ambition						
New vs. pre-existing		Potential impact				
New		Transformative (the commitment entails a reform that could potentially transform “business as usual” in the relevant policy area)				
Level of completion						
		Start date: 1 July 2012		End date: 30 June 2013		
Actual completion		Limited				
Projected completion		Complete				
Next steps		Further work on basic implementation				

What happened?

The IRM researcher found only one post about this commitment on the government’s Web site, and no data could be found on the chosen facilities.¹ This commitment is being handled by three key government actors, namely the Ministry of Health and Social Welfare (MoHSW), the MSD, and the Prime Minister’s Office for Regional Administration and Local Government (PMORALG). The MSD is a semi-autonomous unit under the jurisdiction of the MoHSW, which procures, stores, and supplies medical supplies in Tanzania. Based on interviews with government officials,² it was evident that the MoHSW and MSD had achieved only limited implementation, while PMORALG reported no implementation in the government’s own progress report.³

Did it matter?

This is one of Tanzania's few new initiatives under the OGP. By committing to open up this kind of information to the public, the government is taking a noble and transformative step to become more transparent to its citizens. If implemented, this commitment could have a positive impact on the way that the Tanzanian government conducts its business and could pioneer the way for how other government ministries, departments, and agencies could become more open to the Tanzanian public. Enhanced government openness on this commitment could have helped non-state actors to monitor and advocate for better medical supplies management in Tanzania down to the facility level.

Moving forward

The IRM researcher views this commitment as a revolutionary way of doing business for the Tanzanian Government. However, both the IRM researcher and government officials interviewed for this evaluation believe the commitment was too ambitious, given the time for completion.

Setting a longer time frame—in stages—might improve future implementation. The IRM researcher agrees with recommendations made during his two stakeholder meetings, where it was suggested that this commitment be strengthened by clarifying timelines, key milestones, and who will be the key actors in meeting any of the milestones.

Implementation of this commitment could also be improved by making reports available both online and offline in a predictable manner, as well as updating the archive so that citizens can access all MSD data posted quarterly, as well as data posted in previous years. As with other commitments, Tanzanians would benefit if all government reports were written and posted in both English and Kiswahili.

¹ Site visit to Magomeni health centre, Kinondoni, Dar es Salaam, 25 Oct. 2013.

² Drawn from IRM researcher's interviews with stakeholders.

³ Screenshot of MoHSW Web site. On file with the author.

iii. Government Web sites

Strengthen ministerial and other Government institutions websites, to post online within one month, all reports, studies, data, circulars, and other public interest data in machine readable format, except those which compromise national security.

Commitment Description						
Answerability	Lead institution	President's Office-State House				
	Supporting institutions	PMORALG, health, education, and water ministries				
	Point of contact specified?	Yes				
Specificity and measurability		Medium (commitment language describes an activity that is objectively verifiable but does not contain specific milestones or deliverables)				
Relevance	OGP grand challenges	Improving public services				
	OGP values	Access to information	Civic participation	Accountability	Tech & innovation for trans. & acc.	None
		✓			✓	
Ambition						
New vs. pre-existing		Potential impact				
Preexisting		Minor (the commitment is an incremental but positive step in the relevant policy area)				
Level of completion						
		Start date:		End date:		
		1 July 2012		30 June 2013		
Actual completion		Limited				
Projected completion		Complete				
Next steps		New commitment building on existing implementation				

What happened?

The IRM researcher found limited implementation of this commitment. More effort is required for basic implementation. According to both the researcher and stakeholders, this commitment is already part of preexisting initiatives, including the World Bank-sponsored Tanzania Strategic Cities Project.

Implementation of this commitment has been hindered by several factors. Although a number of government Web sites have been created, very few are actually online or accessible.¹ The Web sites rarely have up-to-date data. The information is mainly posted in English, which cannot be understood by the majority of Tanzanians. Further, the responsibilities of various government ministries to implement this commitment remain unclear. The progress report tasks the

PMORALG, health, education, and water ministries to undertake implementation separately with no apparent coordination.

Despite reported progress by the government, only the PMORALG, water, and education and vocational training ministry Web sites function properly.² The researcher could not find the MoHSW Web site, and the MOF Web site was offline for more than two weeks beginning on 28 October 2013. Even where Web sites are functioning, the published data or information are rarely presented in an easily searchable manner. Data are rarely provided in a machine readable format, which would allow them to be analysed by nongovernment actors.

Did it matter?

The IRM researcher and some stakeholders consider this commitment to be unambitious. The government had already begun to improve Web sites and provide access to datasets before developing its OGP action plan. Even where improvements have been made, they do not provide additional value for the user and are too cumbersome to access for anyone who is an Internet novice. The impact of this commitment on citizens appears to be very minimal with only incremental gains to the government's operations.

That being said, however, it is important to note that basic implementation of this commitment would have contributed to opening up more government-held data and achieving the OGP grand challenges on improving public services and increasing public integrity. This especially includes clarity on which data and information the government may classify as confidential or of a national security nature.

Moving forward

The IRM researcher recommends that the Tanzanian Government realign or merge this commitment with similar access-to-information commitments in the next OGP action plan. This would contribute to harmonized reading and consistency of information through the various Web sites. Stakeholders also suggested that, resources permitting, the Tanzanian Government integrate this and similar commitments with appropriate technologies so that useful and relevant information can reach citizens using their mobiles phones, radios, and other readily available media. For all access-to-information commitments, the IRM researcher recommends that the government strive to make data available to the public in Kiswahili.

Further, delivery of this commitment might be improved if one institution were tasked with coordinating government efforts. The IRM researcher recommends that the coordination and quality assurance role of this commitment be given to the e-Government Agency, which is best placed to execute the commitment in a manner that will be useful to the public.

¹ Screenshot of available MoEVT Web site. On file with the author.

² Screenshot of unavailable MoHSW Web site and unavailable MoF Web site. On file with the author.

iv. Citizens' budget document

Produce annual citizens' budget document in a simplified language (both in Kiswahili and English) and in a format that will make it easy for ordinary citizen to understand.

Commitment Description						
Answerability	Lead institution	Ministry of Finance				
	Supporting institutions	Policy Forum				
	Point of contact specified?	Yes				
Specificity and measurability		Medium (commitment language describes an activity that is objectively verifiable but does not contain specific milestones or deliverables)				
Relevance	OGP grand challenges	Improving public services, increasing public integrity				
	OGP values	Access to information	Civic participation	Accountability	Tech & innovation for trans. & acc.	None
		✓				
Ambition						
New vs. pre-existing		Potential impact				
Preexisting		Minor (the commitment is an incremental but positive step in the relevant policy area)				
Level of completion						
		Start date:		End date:		
		1 July 2012		30 June 2013		
Actual completion		Complete				
Projected completion		Complete				
Next steps		New commitment building on existing implementation				

What happened?

The IRM researcher found implementation on this commitment to be complete and commends the government for ensuring that this was being done in a timely manner. This commitment was part of preexisting initiatives. The commitment to produce popular versions of an annual citizens' budget document is a continuation of an effort by the Tanzanian Government towards more progressive budget transparency levels.

The latest annual citizen budget documents became available online in both English and Kiswahili¹ during the OGP commitment period. The materials, in true OGP spirit, were produced in collaboration with Policy Forum, a civil society policy network that works for the attainment of people-friendly policies in Tanzania. Policy Forum is also part of a global alliance on open budgets called International Budget Partnership.²

Did it matter?

The IRM researcher found the commitment to be a bit unambitious, as it is part of existing initiatives in Tanzania. Tanzania scored an improved 47 points out of a probable 100 points in the 2012 global open budget index.³ In the researcher's opinion, the government has missed an opportunity to scale to higher indices globally by making more data accessible to the general public beyond the pre-budget statements and the annual citizens' budget document.

Nevertheless, the implementation of this commitment has helped to improve budget transparency and the work of civil society in budget analysis and monitoring in the country. For example, during the IRM researcher's second stakeholder meeting, Caritas Tanzania and the Economic and Social Research Foundation reported that they use materials from government Web sites to undertake social accountability monitoring at the local level and provide input into public expenditure reviews at the national level.

Moving forward

The IRM researcher recommends that the Tanzanian Government rephrase the text of this commitment in the next OGP action plan to allow for more government-held budget data to become accessible electronically, as well as through notice boards and other communication channels. Documents such as the Executive's Budget Proposal for fiscal year 2012–2013 should have been published and shared both online and offline. It is important to note that the government has recently taken a positive step in that direction by publishing the 2013–2014 Executive's Budget Proposal on the Ministry of Finance Web site, although this took place after the end of the July 2012–June 2013 OGP reporting period.⁴

Stakeholders pointed to the fact that budget execution is ultimately made accountable by publishing audited reports. Consequently, the reports by the Controller and Auditor General also should have featured prominently in the information or data available to the public through the Ministry of Finance Web site. The IRM researcher agrees that the disclosure of these documents should be part of any future implementation of this commitment.

¹ Annual Citizens Budget document 2012–2013 in English; Annual Citizens Budget document 2012–2013 in Kiswahili.

² International Budget Partnership, <http://www.internationalbudget.org>.

³ International Budget Partnership, Open Budget Index 2012, <internationalbudget.org/wp-content/.../OBI2012-Report-English.pdf .

⁴ Screenshot of Executive Budget Proposal 2013–2014. On file with the author.

v. Allocation of grants to local governments

Review formula based grant allocation system to suit current needs of [local government authorities (LGAs)], and publish all LGAs allocations online.

Commitment Description						
Answerability	Lead institution	PMORALG				
	Supporting institutions	None				
	Point of contact specified?	Yes				
Specificity and measurability		Medium (commitment language describes an activity that is objectively verifiable but does not contain specific milestones or deliverables)				
Relevance	OGP grand challenges	Improving public services, increasing public integrity, more effectively managing public resources				
	OGP values	Access to information	Civic participation	Accountability	Tech & innovation for trans. & acc.	None
		✓			✓	
Ambition						
New vs. pre-existing		Potential impact				
Preexisting		Moderate (the commitment is a major step forward in the relevant policy area, but remains limited in scale or scope)				
Level of completion						
		Start date: 1 July 2012		End date: 30 June 2013		
Actual completion		Limited				
Projected completion		Complete				
Next steps		Revision of the commitment to be more achievable or measurable				

What happened?

The IRM researcher found very limited implementation of the commitment. It is not clear from the commitment text whether the commitment's two outputs are dependent processes, related, or complementary only. Interviews with stakeholders indicated that the review of the formula-based grant allocation system was not completed, and the government's own progress report concurs with this assessment.

However, both the government progress report and interviews with stakeholders indicated that LGA allocations have been published online. The published grant allocations are not available on the Web site of the PMORALG, which is the lead institution tasked with implementing this commitment, but can be found elsewhere including the Ministry of Finance Web site.¹

Did it matter?

The IRM researcher found this commitment to be unambitious and that it maintained the business-as-usual status quo on the part of government. Even if it were to be completed, the commitment would have mattered only if the review process was done in a consultative manner involving PMORALG, LGAs, and civil society. As currently written, the commitment is vague on who should carry out the review and when and how it should be done.

Moving forward

The IRM researcher recommends that the Tanzanian Government complete basic implementation of this commitment. The review of the grants allocation system would benefit from a consultative process, the outcomes of which should be documented and published online on the PMORALG Web site.

To improve the online publishing of LGA allocations, further work is needed to strengthen the PMORALG's Web site. Information on the Web site should be easily searchable and presented in machine readable formats. The Web site should include comprehensive information on LGA finances, including allocations, revenue, expenditure, and audit reports. Placing all of the information in one central, PMORALG depository would help to increase clarity and transparency of LGAs and highlight challenges with respect to budget and grant execution. Stakeholders believed that such a depository could become a credible source of data for civil society actors engaged in improving service delivery to citizens at the LGA level through social accountability frameworks such as social accountability monitoring, public expenditure tracking surveys, local government barometer, and participatory service delivery assessment.

¹Screenshot of LGA grant allocations online, <http://www.mof.go.tz>. On file with the author.

vi. Budget execution reports

Post quarterly disbursements and execution reports on Ministry of Finance (MoF) website in machine readable format, updated in real time.

Commitment Description						
Answerability	Lead institution	Ministry of Finance				
	Supporting institutions					
	Point of contact specified?	Yes				
Specificity and measurability		High (commitment language provides clear, measurable, verifiable milestones for achievement of the goal)				
Relevance	OGP grand challenges	Improving public services, increasing public integrity				
	OGP values	Access to information	Civic participation	Accountability	Tech & innovation for trans. & acc.	None
		✓			✓	
Ambition						
New vs. pre-existing		Potential impact				
Preexisting		None (the commitment maintains the status quo)				
Level of completion						
		Start date: 1 July 2012		End date: 30 June 2013		
Actual completion		Unclear				
Projected completion		Complete				
Next steps		None: Abandon commitment				

What happened?

The IRM researcher could not authenticate the limited progress on this commitment reported by the government as the Web site from which the published budget execution reports could be accessed was down for most of the review period. Further, there was no consensus among stakeholders about which reports were available on the Ministry of Finance Web site.

Did it matter?

Making the budget execution reports available on a quarterly basis would enable comparison and prediction of new trends in budget execution. However, the IRM researcher finds this commitment to have added no progress compared to what already existed, with respect to opening up government-held data in Tanzania.

Stakeholders observed that budget execution reports have been produced and shared online—although in an untimely and inconsistent manner—since 2002.¹ The lack of timeliness and improbability of access meant that civil society, other key stakeholders, and the public in general could not effectively use these data. Stakeholders questioned the usefulness of these reports and criticized how these and other important sources of information on the government Web sites are haphazardly structured, making them inaccessible to the user.

Moving forward

The IRM recommends that no further work be directed towards the basic implementation of this commitment. Some stakeholders have recommended merging this commitment with related access-to-information and public integrity commitments in the next OGP action plan for Tanzania.

¹ IRM researcher's stakeholders meeting, 26 Oct. 2013, Dar es Salaam.

vii. Local government transparency

Ensure [local government authorities (LGAs)] abide to the existing requirements of posting approved budgets, disbursements and execution reports on the boards and public places (capitation grants, development grants, LGAs own revenue).

Commitment Description						
Answerability	Lead institution	PMORALG				
	Supporting institutions					
	Point of contact specified?	Yes				
Specificity and measurability		High (commitment language provides clear, measurable, verifiable milestones for achievement of the goal)				
Relevance	OGP grand challenges	Improving public services, increasing public integrity, more effectively managing public resources				
	OGP values	Access to information	Civic participation	Accountability	Tech & innovation for trans. & acc.	None
		✓		✓		
Ambition						
New vs. pre-existing		Potential impact				
Preexisting		Moderate (the commitment is a major step forward in the relevant policy area but remains limited in scale or scope)				
Level of completion						
		Start date:		End date:		
		1 July 2012		30 June 2013		
Actual completion		Unclear				
Projected completion		Complete				
Next steps		Further work on basic implementation				

What happened?

The IRM researcher was unable to ascertain the overall level of completion of this commitment. There are more than 161 LGAs in mainland Tanzania alone.¹ Based on a review of the government progress report, interviews, stakeholder meetings,² and site visits to some of the LGAs' notice boards,³ it is clear that implementation is limited or nonexistent.

Civil society organisations participating in the stakeholder meetings reported a lack of this kind of information on LGA notice boards and in other public areas, based on the findings of their social accountability monitoring and public expenditure tracking surveys. For example, Citizens' Parliament Watch, a civil society organisation that has conducted research in 16 selected LGAs, found that only 1 LGA (Bagamoyo district council) demonstrated any implementation of this commitment.

Did it matter?

If implemented, this commitment would have provided a useful source of information for policymakers and watchdogs alike to assess LGAs' revenue management, thereby building public confidence in LGAs as well as improving transparency at the local level. However, implementation of this commitment remains too limited to have a meaningful impact at this time.

Moving forward

The IRM researcher recommends that more efforts be made towards the basic implementation of this commitment. The commitment has the potential for significant impact and thus should be retained in the next OGP action plan for Tanzania. To help implement this commitment, some stakeholders proposed that by-laws be enacted at the LGA level to make it mandatory to display and exhibit such information on the designated notice boards and at major public outposts such as at bus stands and in marketplaces and post offices.⁴

¹ Tanzania Prime Minister's Office-Regional Administration and Local Governance, "Top FAQ," <http://www.pmoralg.go.tz/menu-data/about-us/faq/top-faq.php>.

² IRM researcher's stakeholder meetings, 23 and 26 October 2013, Dar es Salaam.

³ IRM researcher's visit to Kinondoni Municipal Council, Dar es Salaam, 28 October 2013.

⁴ IRM researcher's stakeholder meetings, 23 and 26 October 2013, Dar es Salaam.

viii. Reports on tax exemptions

Publish quarterly all Tax Exemptions granted in Health, Education and Water related sectors on the Ministry of Finance website, in machine readable format.

Commitment Description						
Answerability	Lead institution	Ministry of Finance				
	Supporting institutions	None				
	Point of contact specified?	Yes				
Specificity and measurability		High (commitment language provides clear, measurable, verifiable milestones for achievement of the goal)				
Relevance	OGP grand challenges	Increasing public integrity				
	OGP values	Access to information	Civic participation	Accountability	Tech & innovation for trans. & acc.	None
		✓		✓	✓	
Ambition						
New vs. pre-existing		Potential impact				
New		Moderate (the commitment is a major step forward in the relevant policy area but remains limited in scale or scope)				
Level of completion						
		Start date: 1 July 2012		End date: 30 June 2013		
Actual completion		Not started				
Projected completion		Complete				
Next steps		Revision of the commitment to be more achievable or measurable				

What happened?

Although this commitment is self explanatory and clearly worded, the IRM researcher found that implementation has not started. Although the government references the Ministry of Finance Web site as evidence of implementation, a search on the site and numerous e-mail requests for access to this information did not yield any results. Stakeholders overwhelmingly agreed that this commitment has not been implemented and criticized the government for not being realistic on the timelines for this commitment.¹

Did it matter?

Tax exemptions are a form of government expenditure. If the taxes were collected, they would go a long way towards funding social services, including health and education.² Tax exemptions contribute significantly to increased aid dependence of a country as evidenced in the 2010–

2011 fiscal year when the amount of exemptions granted exceeded the entire UK aid support given to Tanzania.³

Given the magnitude of sums of money involved in tax exemptions (e.g. 1.81 trillion Tanzanian shillings in FY 2010–2011 alone), it is only fair that citizens have access to this information to ascertain the authenticity and extent of this generous exercise towards investors, donors, and nongovernmental organisations.

The IRM researcher also stresses that the public has a right to be informed and that implementation of this commitment would have enhanced the tax justice and transparency processes for the Tanzanian Government. In addition, stakeholders said that these kind of reports would inform decision makers on foreign aid policy, especially when making choices about borrowing funds for development expenditure.

Moving forward

The IRM researcher believes that this is an opportunity that should be embraced by both the government and civil society in Tanzania. The OGP process could help to ensure that more transparency is built into the granting and monitoring of tax exemptions in Tanzania.

Stakeholders argued that the target of publishing quarterly reports might have been unrealistic at the time of submitting the OGP action plan,⁴ as the controller and auditor general only had the capacity to authenticate and audit these reports every six months.

The IRM researcher and stakeholders therefore recommend that the commitment be revised in the next action plan to make information on tax exemptions accessible to the general public on a semi-annual basis through a government Web site (or a corresponding open data portal) and newspaper pullouts and displayed on all key ministry notice boards. Some stakeholders also asked that annual controller and auditor general audit reports on tax exemptions and other taxation reforms, as envisaged in a pre-OGP government study,⁵ form part of the updated commitment.

¹ IRM researcher's stakeholder meetings, 23 and 26 October 2013, Dar es Salaam.

² Uwazi.org, "Tanzania's Tax Exemptions," <http://www.uwazi.org/uploads/files/Tanzania%20Tax%20exemptions.pdf>.

³ "Tanzania CAG to audit all tax exemptions," *Pesa Times*, 2013. <http://www.pesatimes.com/news/governance/tanzania-cag-to-audit-all-tax-exemptions>.

⁴ AllAfrica.com, "Tanzania: Tax-Exempt Firms Face Audit," 30 May 2013. <http://www.allafrica.com/stories/201305300087.html>.

⁵ United Republic of Tanzania, *Tanzania PER Tax Exemptions Study-Draft Final Report*, 2013. http://www.tzdpg.or.tz/.../Aid.../PER_FINAL_REPORT_2013_09_30.pdf.

ix. Donor funding

Encourage donors to exercise greater transparency of donor funding given to Tanzania (Government, Civil Society, and Private Sector) consistent with International Aid Transparency Initiative principles. Likewise, Government, Civil Society and Private Sectors should post online revenues and expenditures, in machine readable format on an annual basis.

Commitment Description						
Answerability	Lead institution	Ministry of Finance				
	Supporting institutions	None				
	Point of contact specified?	Yes				
Specificity and measurability		High (commitment language provides clear, measurable, verifiable milestones for achievement of the goal)				
Relevance	OGP grand challenges	Increasing public integrity, more effectively managing public resources				
	OGP values	Access to information	Civic participation	Accountability	Tech & innovation for trans. & acc.	None
		✓		✓	✓	
Ambition						
New vs. pre-existing		Potential impact				
Not clear		Moderate (the commitment is a major step forward in the relevant policy area but remains limited in scale or scope)				
Level of completion						
		Start date:		End date:		
		Unclear		30 June 2013		
Actual completion		Not started				
Projected completion		Complete				
Next steps		Further work on basic implementation				

What happened?

This commitment has not been accomplished. In their OGP progress report, as evidence of accomplishing the commitment, the government points to an Aid Management Platform on the Ministry of Finance Web site where the data were to be published. However, the Ministry of Finance Web site was not available for most of the IRM research period. Although the ministry Web site was back online at the time of IRM reporting, the Aid Management Platform is currently down for maintenance.¹ Stakeholders concurred with the IRM's research findings and called for the government to work on the portal as soon as possible.²

Did it matter?

International Aid Transparency Initiative principles require that published documents on donor funding contain data on both aid magnitude and funded activities. This encourages best practice in aid data management.³ According to stakeholders, this would have greatly enhanced donor aid transparency for the government but also helped watchdog and oversight institutions such as civil society, political parties, and parliamentarians to undertake monitoring and advocacy objectively.⁴

Moving forward

The IRM researcher recommends that further work be undertaken on basic implementation of this commitment. It is important to publish the donor aid reports in Kiswahili (even as a summary or a popular version). Similar to the government's citizens' budget documents discussed above, the donor aid reports would benefit from closer collaboration with civil society organisations.

Published data should include information on debt analysis and should distinguish between aid provided through general budget support and other funding mechanisms in Tanzania.⁵ To increase aid management, transparency, and integrity, information on parliamentary oversight (e.g., the findings of parliamentary committees) should be reflected in the analysis or as part of the published information.

The IRM researcher also agrees with the recommendations of one interviewee,⁶ who called for regular dialogue between non-state actors and the government to discuss and examine indicators, including the International Aid Transparency Initiative, in order to evaluate progress and make improvements.

¹ Screenshot of the Aid Management Platform at <http://www.mof.go.tz>. On file with the author.

² IRM researcher's stakeholders meetings, 23 and 26 October 2013, Dar es Salaam.

³ OpenSpending Blog, "IATI Standard," 2013. <http://openspending.org/resources/gift/chapter4-1.html>.

⁴ IRM researcher's stakeholders meetings, 23 and 26 October 2013, Dar es Salaam.

⁵ IRM researcher's stakeholders meeting, 26 October 2013, Dar es Salaam.

⁶ Drawn from IRM researcher's interviews with stakeholders.

x. Best practices for freedom of information laws

Study global best practice of freedom of information laws in order to generate inputs for preparation of a potential freedom of information Bill.

Commitment Description						
Answerability	Lead institution	None				
	Supporting institutions	None				
	Point of contact specified?	No				
Specificity and measurability		Low (commitment language describes activity that can be construed as measurable with some interpretation on the part of the reader)				
Relevance	OGP grand challenges	Increasing public integrity				
	OGP values	Access to information	Civic participation	Accountability	Tech & innovation for trans. & acc.	None
						✓
Ambition						
New vs. pre-existing		Potential impact				
Not clear		Minor (the commitment is an incremental but positive step in the relevant policy area)				
Level of completion						
		Start date:		End date:		
		1 July 2012		30 June 2013		
Actual completion		Limited				
Projected completion		Complete				
Next steps		Revision of the commitment to be more achievable or measurable				

What happened?

The IRM researcher found that this commitment was not met. Further, the government did not include any narrative or evidence regarding implementation of this commitment in its progress report.

Stakeholders' views about this commitment were mixed. Some reported that they were not consulted and had not seen any publication on any intended freedom of information best practice study.¹ However, at another stakeholder meeting, some stakeholders indicated that preparations on a freedom of information bill were under way and that the government has begun a process to solicit comments from Tanzanian non-state actors.²

Did it matter?

The IRM researcher believes that the text of this commitment is filled with ambiguity and open to the interpretation of the reader as to the ultimate intention of the government. Stakeholders questioned the value of studying global best practices, adding that the starting point should be local consultations that build on previous attempts to enact a similar law in Tanzania in 2006.³ Some stakeholders termed this a “ghost” commitment in which the government did not really achieve any end-product. Several commentators were of the view that this commitment would be strengthened if a concrete timeline or deadline was set for presenting a freedom of information bill to parliament.⁴

Moving forward

The IRM researcher recommends rephrasing this commitment in the next action plan to accommodate processes leading to the publication and enactment of a freedom of information law. Both the researcher and stakeholders also believe that it is important for the text in the rephrased commitment to have concrete deliverables and timelines.

Stakeholders have expressed the need to do away with “reinventing the wheel” with studies, as reports about freedom of information best practices already abound through local media stakeholders (Media Council of Tanzania, Media Institute for Southern Africa-Tanzania Chapter, and Tanzania Media Women Association), as well as on the Internet. These stakeholders insist that what is needed is to collect and analyze best practices in the context of Tanzania, consult widely on this topic, and present a bill to parliament for further deliberation.

¹ IRM researcher’s stakeholders meeting, 26 October 2013, Dar es Salaam.

² IRM researcher’s stakeholders meeting, 23 October 2013, Dar es Salaam.

³ For example, see “In Search of Freedom of Information in Tanzania,” <http://1.bp.blogspot.com/-GmUgbrVNTI8/T8NDsKUgdmI/AAAAAAAAA0/UiXDAvj8Bk4/s1600/In+search+of+Freedom+of+Information+in+Tanzania.jpg>.

⁴ IRM researcher’s stakeholders meeting, 26 October 2013, Dar es Salaam.

xi. Parastatal organisations

Publishing of Parastatal Organisations, Executive Agencies and Regulatory Authorities revenues and expenditure on websites and news papers.

Commitment Description						
Answerability	Lead institution	MoEVT, MoHSW and MoW				
	Supporting institutions	None				
	Point of contact specified?	Yes				
Specificity and measurability		High (commitment language provides clear, measurable, verifiable milestones for achievement of the goal)				
Relevance	OGP grand challenges	Improving public services, increasing public integrity, more effectively managing public resources				
	OGP values	Access to information	Civic participation	Accountability	Tech & innovation for trans. & acc.	None
		✓				
Ambition						
New vs. pre-existing		Potential impact				
Not clear		Minor (the commitment is an incremental but positive step in the relevant policy area)				
Level of completion						
		Start date: 1 July 2012		End date: 30 June 2013		
Actual completion		Limited				
Projected completion		Complete				
Next steps		New commitment building on existing implementation				

What happened?

The IRM researcher found limited implementation of the commitment. It was not immediately clear to the researcher whether the requirement to publish revenue and expenditure reports online was a preexisting initiative. However, the requirement to publish audited financial reports in newspapers existed prior to the OGP action plan and thus represents nothing new.

The three key ministries responsible for achieving this commitment made limited progress. An online search yielded a less than 40 percent return. Several Ministry of Energy and Vocational Training and Ministry of Water parastatals' Web sites that were quoted in the government progress report were not available or functional.¹ Further, the researcher found no evidence in the printed media that these reports had been disclosed to the general public in newspapers. Stakeholders confirmed that audited financial reports are indeed often published in local newspapers but have not encountered these particular reports online.²

Did it matter?

The IRM researcher thinks that this commitment represents a positive step forward, that is, making information held by government entities, such as parastatals, executive agencies, and regulatory authorities, available widely to the general public. At the same time, this commitment represented a lack of ambition on the part of the government. Stakeholders argued that the government needed to go further by subjecting the reports to an online feedback platform for those who might be interested in monitoring parastatals.³

The commitment was also ambiguous on the type of data to be released to the general public. Some agencies published the information in undated files without any evidence of a signature or company seal by independent auditors so that stakeholders lacked any authentication of whether the published data was the same as that which was reviewed by independent auditors. To prevent this ambiguity, the data should be in both machine readable and nonreadable formats.

Moving forward

The IRM researcher recommends that a new commitment be developed, which builds on the limited implementation achieved to date. As recommended elsewhere in this report, this commitment could be merged with other like-minded commitments into a compound commitment with clear deliverables and milestones.

¹ Screenshots of several MoEVT and MoW parastatals' Web sites. On file with the author.

² IRM researcher's stakeholders meeting, 23 and 26 October 2013, Dar es Salaam.

³ IRM researcher's stakeholders meeting, 26 October 2013, Dar es Salaam.

2. PARTICIPATION

i. Citizens' Web site

Improve Citizens' Website (www.wananchi.go.tz) to make it more robust and responsive as a platform for citizens to participate in the running of Government, and produce monthly reports on effectiveness of the citizens' website.

Commitment Description						
Answerability	Lead institution	None				
	Supporting institutions	None				
	Point of contact specified?	No				
Specificity and measurability		High (commitment language provides clear, measurable, verifiable milestones for achievement of the goal)				
Relevance	OGP grand challenges	Improving public services, increasing public integrity, more effectively managing public resources				
	OGP values	Access to information	Civic participation	Accountability	Tech & innovation for trans. & acc.	None
		✓	✓		✓	
Ambition						
New vs. pre-existing		Potential impact				
New		Transformative (the commitment entails a reform that could potentially transform "business as usual" in the relevant policy area)				
Level of completion						
		Start date: 1 July 2012		End date: 30 June 2013		
Actual completion		Not started				
Projected completion		Complete				
Next steps		Further work on basic implementation				

What happened?

The IRM researcher found out that this commitment was not met, nor has the government included any narrative regarding implementation of this commitment in its progress report. The government did not respond to the IRM researcher's request on accessing Web site analytics to review who was using the site, how many users were visiting the site, or other basic data about Web site traffic.¹

Did it matter?

This is one of the most clearly worded and ambitious commitments in the Tanzania OGP action plan. If this commitment were fulfilled, the IRM researcher sees the potential for significant progress towards the OGP values of transparency and citizen participation.

Stakeholders thought that the lack of implementation of this commitment was a lost opportunity for both the government and civil society. Stakeholders viewed the *wananchi* portal as a potentially useful starting point for citizens to engage the government, so long as interactivity is enhanced to allow dialogue and feedback.² However, some stakeholders cautioned that the feedback on issues submitted through the portal needs to be published online, lest it fall into the same fate as pre-OGP suggestion boxes physically found in most government offices, which rarely result in a response.

Moving forward

The IRM researcher recommends that the Tanzanian Government continue to work on basic implementation of this commitment. Stakeholders also thought there was a need to publicize this particular resource as a way to enhance alternative spaces for citizens' participation in government affairs. Some stakeholders pointed to the Tanzania Revenue Authority, which has pioneered new ways of conducting business with the government, as a model for the citizens' *wananchi* portal.³

¹ As an alternative, the IRM researcher conducted an analysis using available online resources, but this effort returned no results, <http://urlm.co/www.wananchi.go.tz>.

² IRM researcher's stakeholders meetings, 23 and 26 October 2013, Dar es Salaam.

³ Tanzania Revenue Authority, <http://www.tra.go.tz>.

ii. Participation by e-mail and mobile phones

Ensure wider participation of the citizens in the running of Government by establishing a platform for citizens to be able to send comments by mobile phone, emails and other means, and receive feedback within reasonable time.

Commitment Description						
Answerability	Lead institution	MoEVT, MoHSW and MoW				
	Supporting institutions	None				
	Point of contact specified?	Yes				
Specificity and measurability		Medium (commitment language describes an activity that is objectively verifiable but does not contain specific milestones or deliverables)				
Relevance	OGP grand challenges	Improving public services				
	OGP values	Access to information	Civic participation	Accountability	Tech & innovation for trans. & acc.	None
			✓		✓	
Ambition						
New vs. pre-existing		Potential impact				
Not clear		Transformative (the commitment entails a reform that could potentially transform “business as usual” in the relevant policy area)				
Level of completion						
		Start date:		End date:		
		1 July 2012		30 June 2013		
Actual completion		Unclear				
Projected completion		Complete				
Next steps		New commitment building on existing implementation				

What happened?

The IRM researcher could not make a definitive call as to the actual level of implementation of this commitment. The government reported that the short message service (SMS) platform has not yet been operationalised at the Ministry of Water.¹ The IRM researcher confirmed the same for the Ministry of Education and Vocational Training and the Ministry of Health and Social Welfare.² Some evidence provided by the government on implementation was not satisfactory and could not be authenticated.³ Further, some evidence provided by the government, e.g., newspaper advertisements calling for submission of tenders,⁴ show a lack of clarity in terms of what this commitment seeks to accomplish in terms of enhancing citizen participation.

Did it matter?

The IRM researcher considers this commitment to be a potentially transformative way for the government to become more open and engage effectively with its citizens using appropriate technologies, such as SMS and e-mail service. Stakeholders applauded the government for pursuing this innovative idea, adding that the concept should be mainstreamed and replicated in all ministries and government agencies.⁵

Moving forward

The IRM researcher notes that the goal of this commitment is similar to commitments C(2) and C(3) and recommends merging the three commitments in the next action plan, while providing clear milestones, deliverables, and timelines. To improve delivery, a single government institution should be charged with coordinating and implementing these initiatives.⁶

¹ Drawn from IRM researcher's interviews with stakeholders.

² No response was received for SMS and e-mails sent requesting specific information, October–November 2013.

³ Copies of e-mails and responses provided by the MoW, 7 November 2013. On file with the author.

⁴ Image of the newspaper cuttings advertising the call for tenders, MoW. Sent via e-mail to the IRM researcher on 7 November 2013. On file with the author.

⁵ IRM researcher's stakeholders meeting, 23 October 2013, Dar es Salaam.

⁶ Drawn from IRM researcher's interviews with stakeholders.

iii. Open forum on OGP commitments

Establish an open forum in collaboration with civil society to review quality, integrity, depth and pace of progress against OGP commitments.

Commitment Description						
Answerability	Lead institution	President's Office-State House				
	Supporting institutions	None				
	Point of contact specified?	Yes				
Specificity and measurability		Medium (commitment language describes an activity that is objectively verifiable but does not contain specific milestones or deliverables)				
Relevance	OGP grand challenges	Increasing public integrity				
	OGP values	Access to information	Civic participation	Accountability	Tech & innovation for trans. & acc.	None
			✓			
Ambition						
New vs. pre-existing		Potential impact				
New		Moderate (the commitment is a major step forward in the relevant policy area but remains limited in scale or scope)				
Level of completion						
		Start date:		End date:		
		1 July 2012		30 June 2013		
Actual completion		Substantial				
Projected completion		Complete				
Next steps		Further work on basic implementation				

What happened?

The IRM researcher found that the government has substantially implemented this commitment. Interviews¹ and stakeholder meetings² verified this high level of completion.

The government established a national steering committee of more than 11 persons, which met at least once per month. Three civil society organisations—Twaweza, Research on Poverty in Africa (REPOA), and Policy Forum—were invited to participate. Twaweza and REPOA actively participated, but Policy Forum did not show any interest. The Tanzanian government also mandated that multi-stakeholder review meetings at the Ministries of Education and Vocational Training, Health and Social Welfare, and Water each include OGP progress on the agenda.

However, reporting on the outcomes of the committee meetings was weak. The OGP coordination unit could only provide the IRM researcher with an electronic copy of the annual

progress report that was also submitted to OGP for accountability purposes. Minutes of these meetings, invitation letters, and copies of the quarterly reports were not made available despite several requests.³ Further, these reports were not posted on the Tanzania OGP portal as promised.⁴

Did it matter?

Although this commitment was substantial, the IRM researcher believes that the government could have used this opportunity to reach out to a greater extent to civil society organisations and receive a wealth of inputs related to the OGP commitments.

Moving forward

The IRM recommends further work to implement this commitment. There is a need to expand the scope of these open forums and enlarge participation by reaching out to more non-state actors at all levels of monitoring.

The IRM researcher proposes that the steering committee scale down the frequency of its meetings to a quarterly basis but establish monthly technical working groups at the ministerial or lower levels with equitable representation of non-state actors, especially civil society. Civil society participation in OGP-related ministerial level meetings would also help to improve implementation of this and other commitments.

Stakeholders echoed the IRM researcher's recommendation and went further to suggest that civil society should take leadership of the OGP process (and, by implication, the steering committee).⁵ The IRM researcher cautions that the only downside of the civil society recommendation is that the government might not participate fully if it does not have ownership of the process. At the same time, it is prudent not to predetermine which entity on the multi-stakeholder steering committee can best build partnerships and foster implementation of the OGP commitments.

¹ Drawn from IRM researcher's interviews with stakeholders.

² IRM researcher's stakeholders meetings, 23 and 26 October 2013, Dar es Salaam.

³ Drawn from IRM researcher's interviews with stakeholders.

⁴ Tanzania Open Government Partnership, <http://www.ega.go.tz/ogp>.

⁵ IRM researcher's stakeholders meeting, 26 October 2013, Dar es Salaam.

iv. Contact point for OGP communication

Establish a clear and reliable contact point and address for OGP communication within the Government.

Commitment Description						
Answerability	Lead institution	President's Office-State House				
	Supporting institutions	None				
	Point of contact specified?	Yes				
Specificity and measurability		High (commitment language provides clear, measurable, verifiable milestones for achievement of the goal)				
Relevance	OGP grand challenges	Improving public services				
	OGP values	Access to information	Civic participation	Accountability	Tech & innovation for trans. & acc.	None
				✓		
Ambition						
New vs. pre-existing		Potential impact				
New		Minor (the commitment is an incremental but positive step in the relevant policy area)				
Level of completion						
		Start date: 1 July 2012		End date: 30 June 2013		
Actual completion		Complete				
Projected completion		Complete				
Next steps		Maintenance and monitoring of completed implementation				

What happened?

The IRM researcher considers this commitment to have been completed. The Tanzanian Government has an OGP focal point person in place. The government reports that the coordinator for good governance in the President's Office (Ms. Susan Mlawi) appointed a contact person (Mr. Mathias Chitunchi) for OGP. The government provides the following contact information in the progress report: Mr. Mathias Chitunchi President's Office, State House, P.O. Box 9120, Dar es Salaam, Tanzania. E-mail mchitunchi@hotmail.com Tel. 255-222117273 Mob. 255-754856452.

Did it matter?

The IRM researcher believes that this commitment is important, but also believes that it could have been merged with other commitments, such as the establishment of an open forum for OGP in Tanzania. Stakeholders agreed that this commitment has been completed.

Moving forward

Although this commitment has been accomplished, the IRM researcher recommends that the Tanzanian Government consider incorporating the following recommendations made by stakeholders:

- Address funding limitations to support the secretariat and change the mind-set of senior government officials about OGP at key government and OGP-related agencies and parastatals.¹
- Use the President's Office or the official OGP Web site domains for the e-mail address of the point person or secretariat.²
- Use social media to position the focal point and enhance awareness of OGP in Tanzania generally.³
- Ensure that the secretariat exhibits the necessary energy and enthusiasm to attract interest in OGP and to drive OGP processes.⁴

¹ Drawn from IRM researcher's interviews with stakeholders.

² IRM researcher's stakeholders meeting, 26 October 2013, Dar es Salaam.

³ IRM researcher's stakeholders meeting, 23 October 2013, Dar es Salaam.

⁴ Drawn from IRM researcher's interviews with stakeholders.

3. ACCOUNTABILITY AND INTEGRITY

i. National Audit Office Web site

Improve National Audit Office/Controller and Auditor General's website to make it more open and user friendly and provide data in machine readable format.

Commitment Description						
Answerability	Lead institution	None				
	Supporting institutions	None				
	Point of contact specified?	No				
Specificity and measurability		High (commitment language provides clear, measurable, verifiable milestones for achievement of the goal)				
Relevance	OGP grand challenges	Improving public services, increasing public integrity				
	OGP values	Access to information	Civic participation	Accountability	Tech & innovation for trans. & acc.	None
		✓			✓	
Ambition						
New vs. pre-existing		Potential impact				
New		Transformative (the commitment entails a reform that could potentially transform “business as usual” in the relevant policy area)				
Level of completion						
		Start date: 1 July 2012		End date: 30 June 2013		
Actual completion		Limited				
Projected completion		Complete				
Next steps		Further work on basic implementation				

What happened?

The IRM found this commitment to have been substantially completed, even though the government did not include any narrative related to this commitment in the progress report submitted to OGP. The IRM researcher established that the commitment is part of a preexisting initiative, whereby Twaweza had set out to support the National Audit Office by revamping its Web site earlier in 2012. This work was completed sometime before the start of the implementation of OGP Tanzania action plan.¹

However, several limitations have reduced the usefulness of the Web site. A random search of publications and reports on the improved Web site reveals that most of them are being

published and posted online in PDF format, which is a non-machine readable format.² Some of the advantages of machine readable format include greater possibility for computers to extract data for further data analysis than PDF documents provide. Further, while navigating through the improved Web site, one is often led to broken links.³ Stakeholders noticed a dearth of user-friendly materials on the site.⁴

Did it matter?

The IRM researcher thinks that this commitment lacked the necessary follow-up and support, which affected its overall impact. Stakeholders indicated that the Web site would have been a good resource for civic advocacy on a range of issues and helped to provide a source of information and data for parliamentary oversight through the various reports being published.⁵

Moving forward

The IRM recommends further work by the government to accomplish this commitment. Data posted on the improved National Audit Office Web site should be presented in machine readable format to enable the media, watchdog institutions, parliamentarians, and development partners to extract, analyze, and advocate for better socio-economic policies. Stakeholders stated that the improved Web site would be more useful if materials were made available in both Kiswahili and English.⁶ Other stakeholders recommended that the site include audits of various financial scandals, tax exemptions, and similar information in a timely manner to avoid having obsolete information on the site.⁷

¹ Twaweza, *Twaweza Supports Tanzania National Auditor Improve Website*, 16 May 2012. <http://twaweza.org/go/twaweza-supports-tanzania-national-auditor-improve-website>.

² National Audit Office of Tanzania, <http://www.nao.go.tz/#&panel1-1>.

³ Screenshots of the National Audit Office Web site. On file with the author.

⁴ IRM researcher's stakeholders meeting, 23 October 2013, Dar es Salaam.

⁵ IRM researcher's stakeholders meeting, 23 October 2013, Dar es Salaam.

⁶ IRM researcher's stakeholders meeting, 23 October 2013, Dar es Salaam.

⁷ IRM researcher's stakeholders meeting, 23 October 2013, Dar es Salaam.

ii. Client service charters

Develop and/or review Clients Service Charters of Health, Education and Water sectors for both national and facility level services, and make them accessible to citizens.

Commitment Description						
Answerability	Lead institution	MoEVT, MoHSW, and MoW				
	Supporting institutions	None				
	Point of contact specified?	Yes				
Specificity and measurability		High (commitment language provides clear, measurable, verifiable milestones for achievement of the goal)				
Relevance	OGP grand challenges	Improving public services, increasing public integrity				
	OGP values	Access to information	Civic participation	Accountability	Tech & innovation for trans. & acc.	None
		✓		✓		
Ambition						
New vs. pre-existing		Potential impact				
Preexisting		Minor (the commitment is an incremental but positive step in the relevant policy area)				
Level of completion						
		Start date: 1 July 2012		End date: 30 June 2013		
Actual completion		Limited				
Projected completion		Complete				
Next steps		Further work on basic implementation				

What happened?

The IRM researcher found limited implementation of this commitment. All three ministries—the Ministry of Education and Vocational Training (MoEVT), the Ministry of Health and Social Welfare (MoHSW), and the Ministry of Water (MoW)—had existing client service charters which were under review. Although the MoHSW and MoEVT were able to show evidence of draft reviewed copies of client service charters, they could not produce evidence that consultations were held on the drafts. Stakeholders reported that they had not seen any draft charters. They have seen previously published client service charters at the ministerial level, but not at the facility level.¹

Did it matter?

Stakeholders indicated that this commitment could help to enhance the accountability of public servants to citizens if the revised documents were made public on a Web site or other media.²

Moving forward

The IRM researcher recommends further work to accomplish this commitment. The ongoing charter review process should be opened to key stakeholders. The development or review of client service charters should extend to the facility level and not just focus only on the ministerial level. As with other commitments, stakeholders recommended that the documents be made readily available to the general public in both Kiswahili and English.³

¹ Screenshot of MoW's Client Service Charter. On file with the author.

² IRM researcher's stakeholders meeting, 23 October 2013, Dar es Salaam.

³ IRM researcher's stakeholders meeting, 23 October 2013, Dar es Salaam.

iii. Complaints register

Review existing complaints register to ensure that complaints received are attended and feedback on action taken is adequately documented and posted to the prioritized sectors' website quarterly.

Commitment Description						
Answerability	Lead institution	MoEVT, MoHSW, and MoW				
	Supporting institutions	None				
	Point of contact specified?	Yes				
Specificity and measurability		High (commitment language provides clear, measurable, verifiable milestones for achievement of the goal)				
Relevance	OGP grand challenges	Improving public services, increasing public integrity				
	OGP values	Access to information	Civic participation	Accountability	Tech & innovation for trans. & acc.	None
				✓	✓	
Ambition						
New vs. pre-existing		Potential impact				
New		Moderate (the commitment is a major step forward in the relevant policy area but remains limited in scale or scope)				
Level of completion						
		Start date: 1 July 2012		End date: 30 June 2013		
Actual completion		Limited				
Projected completion		Complete				
Next steps		New commitment building on existing implementation				

What happened?

The IRM found limited implementation of this commitment. All three ministries—the Ministry of Education and Vocational Training (MoEVT), the Ministry of Health and Social Welfare (MoHSW), and the Ministry of Water (MoW)—had preexisting complaints registers and a complaints desks in place at the ministerial level. However, there is little evidence that these complaints were fully addressed.

For example, the MoEVT reported that it had collected 11 complaints, addressed 8, and nullified 3. However, during a visit to the MoEVT,¹ the IRM researcher found out that only three of the complaints were recorded on the register. Only one complaint had been addressed and a response sent to the complainant. Similarly, the MoHSW reported that it collected 74 complaints and had addressed 55 with 19 awaiting response. The IRM researcher's examination of the register indicated, however, that no entries were recorded for the period under review, i.e., July

2012 to June 2013. The MoW reported that it has addressed all eight of the complaints received and posted four on the ministry's Web site. The IRM researcher could find no trace of the four responses on the MoW Web site. Neither the MoEVT nor the MoHSW reported having published any of their responses on their Web sites.

Did it matter?

The IRM researcher believes that this commitment was moderately ambitious, but the government could have achieved more in scope by incorporating use of mobile telephones, short message service (SMS), and social media outlets to collect and disseminate responses. In this sense, it would have been useful for the Tanzanian Government to merge this commitment with other citizen participation commitments.

Many stakeholders expressed doubt that the ministries were recording or indeed addressing any of the complaints being submitted.² Many thought that, if responses to complaints were published on the ministries' Web sites, it would signal Tanzania's commitment to embrace open government concepts and could help to change the mind-set of some civil servants.³

Moving forward

In the next action plan, the IRM researcher recommends merging this commitment with similar commitments focused on citizen participation, such as 3(ii) in the current OGP action plan. Further, the IRM researcher recommends strengthening complaints desks in all government ministries to have up-to-date complaints handling facilities, as well as competent and dedicated personnel to handle complaints.

The ministries could also improve the effectiveness of complaints registers by employing appropriate media technology to ensure that complaints are not only published on Web sites, but that they reach the majority of Tanzanians in a language they can understand. Stakeholders recommended that resolved issues should be compiled into one booklet in every quarter, printed, and made readily available to the general public in Kiswahili.⁴

¹ Site visit to the complaints desk, MoEVT headquarters, 18 October 2013.

² IRM researcher's stakeholders meetings, 23 and 26 October 2013, Dar es Salaam.

³ IRM researcher's stakeholders meeting, 23 October 2013, Dar es Salaam.

⁴ IRM researcher's stakeholders meeting, 26 October 2013, Dar es Salaam.

iv. Local government service boards and committees

Strengthen existing LGAs Service Boards and Committees in order to make them serve citizens more effectively.

Commitment Description						
Answerability	Lead institution	PMORALG				
	Supporting institutions	None				
	Point of contact specified?	No				
Specificity and measurability		Low (commitment language describes activity that can be construed as measurable with some interpretation on the part of the reader)				
Relevance	OGP grand challenges	Improving public services, increasing public integrity				
	OGP values	Access to information	Civic participation	Accountability	Tech & innovation for trans. & acc.	None
						✓
Ambition						
New vs. pre-existing		Potential impact				
Preexisting		None (the commitment maintains the status quo)				
Level of completion						
		Start date:		End date:		
		1 July 2012		30 June 2013		
Actual completion		Unclear				
Projected completion		Complete				
Next steps		None: Abandon commitment				

What happened?

The IRM researcher could not clearly ascertain the actual level of implementation of this commitment. The Tanzanian Government's OGP progress report provides no evidence of implementation. The progress report as well as numerous email requests¹ both to the OGP coordination office and the OGP focal points at the Prime Minister's Office of Regional Administration and Local Government failed to establish what changes have been made to strengthen the service boards and committees at regional and local levels.

However, an official from the Ministry of Health and Social Welfare indicated in an interview that training to improve health service boards and committees was conducted in six local government authorities between June 2012 and June 2013. The official expected the remaining training programmes (more than 150 local government authorities, at the time of reporting) to be rolled out during the FY 2013–2014.²

Did it matter?

The IRM researcher considers this commitment to be unambitious. Stakeholders described the commitment as an effort to entrench top-down approaches to governance at the local government level. Some suggested that this commitment would have been more useful if it had included some demand-side processes, including consultations with non-state actors or giving more decision-making powers to boards and committees.³ Stakeholders further thought that the commitment would have benefited from clear deliverables with specific timelines.⁴

Moving forward

The IRM researcher recommends abandoning this commitment unless clear milestones and timelines are ascertained in the next OGP action plan for Tanzania.

¹ Drawn from IRM researcher's interviews with stakeholders.

² Drawn from IRM researcher's interviews with stakeholders.

³ IRM researcher's stakeholders meetings, 23 and 26 October 2013, Dar es Salaam.

⁴ IRM researcher's stakeholders meeting, 23 October 2013, Dar es Salaam.

v. Disclosure of public officials' assets

Prepare legislative amendments and regulations to strengthen asset disclosures of public officials.

Commitment Description						
Answerability	Lead institution	President's Office-State House				
	Supporting institutions	None				
	Point of contact specified?	Yes				
Specificity and measurability		Medium (commitment language describes an activity that is objectively verifiable but does not contain specific milestones or deliverables)				
Relevance	OGP grand challenges	Increasing public integrity, more effectively managing public resources				
	OGP values	Access to information	Civic participation	Accountability	Tech & innovation for trans. & acc.	None
				✓		
Ambition						
New vs. pre-existing		Potential impact				
Not clear		Moderate (the commitment is a major step forward in the relevant policy area, but remains limited in scale or scope)				
Level of completion						
		Start date:		End date:		
		1 July 2012		30 June 2013		
Actual completion		Not started				
Projected completion		Complete				
Next steps		Further work on basic implementation				

What happened?

The IRM researcher found no implementation of this commitment. According to its progress report, the government considers this commitment to be complete when an amendment bill is drafted. The government reported that this draft is in place and that it will be presented to the union parliament for deliberations and approval.

However, the IRM researcher made a request to the President's Office-Good Governance Coordination Unit for a scanned copy of the amendment bill but did not receive one.¹ Further, one of the participants in the stakeholder consultations who deals with parliamentary research, monitoring, and advocacy reported that the bill was not among those that are scheduled for submission and presentation to the union parliament in the November 2013 sitting.²

Did it matter?

The legislation on asset disclosure would have marked significant progress in open governance by the Tanzanian Government, especially in the face of public perceptions of mounting corruption among elected representatives and government officials. During the early stages of developing the OGP action plan, the government seemingly had a definitive timeline for the amended bill to be in place. This was later removed from the final action plan document submitted to OGP in April 2012.

Moving forward

The IRM researcher recommends further work on this commitment. Stakeholders recommend that, going forward, the commitment could be rephrased to allow for fresh consultations with non-state actors prior to its presentation to parliament. The IRM researcher agrees and proposes two milestones:

- Fresh consultations and involvement of all stakeholders, including non-state actors, in preparing the new asset disclosure amendment bill by June 2014.
- Finalize and present to the amendment bill and regulations to Parliament by August 2014.

Stakeholders assert that this way, the commitment will act as a road map that will enable citizens to track implementation and participate in the bill's development.³

¹ Drawn from IRM researcher's interviews with stakeholders.

² Drawn from IRM researcher's interviews with stakeholders.

³ IRM researcher's stakeholders meetings, 23 and 26 October 2013, Dar es Salaam.

4. TECHNOLOGY AND INNOVATION

i. Water data and mapping

Finalize Water Point Mapping System for [local government authorities (LGAs)] and make the disaggregated data available online and other means of communication.

Commitment Description						
Answerability	Lead institution	MoW				
	Supporting institutions	None				
	Point of contact specified?	Yes				
Specificity and measurability		High (commitment language provides clear, measurable, verifiable milestones for achievement of the goal)				
Relevance	OGP grand challenges	More effectively managing public resources				
	OGP values	Access to information	Civic participation	Accountability	Tech & innovation for trans. & acc.	None
		✓			✓	
Ambition						
New vs. pre-existing		Potential impact				
New		Moderate (the commitment is a major step forward in the relevant policy area but remains limited in scale or scope)				
Level of completion						
		Start date: 1 July 2012		End date: 30th June 2013		
Actual completion		Substantial				
Projected completion		Complete				
Next steps		Further work on basic implementation				

What happened?

The IRM researcher found substantial implementation of this commitment. The government's progress report shows that a total of 132 LGAs have data available on the Water Point Mapping System database,¹ and the country has more than 74,000 community water points with about 62 percent of these being functional. However, the government reports that provision of equipment for routine data and training at the LGA level has not been done, citing lack of funding. According to the Ministry of Water, these important ingredients to the commitment will be incorporated into the ministry's budget and accomplished in FY 2013–2014.

Stakeholders strongly agreed with the government assessment. One participant even argued that the data published by the government in the progress report understated the figures for

some regions, based on an independent survey in the Njombe and Simiyu regions in mainland Tanzania.²

Did it matter?

The finalization of the Water Point Mapping System and its availability in a number of media platforms is a major policy change in the right direction. The IRM researcher feels that the Web site would have been more effective if it allowed citizen interaction by accepting feedback to validate the functionality of the published water points. The interactivity would have allowed decision makers at the local government level to make informed choices when planning and prioritizing water projects. Stakeholders further inquired whether the data represented only central and local government water points or other initiatives as well.³

Moving forward

The IRM researcher recommends further work on basic implementation of this commitment. Stakeholders recommended that the issue of management of water sources and points needs to be considered in the next OGP action plan.⁴

They also propose that the government ought to learn from community-led initiatives in contrast to those being undertaken by the government or its development partners. For example, CARITAS facilitated successful construction and maintenance of water boreholes in the Manyara region, whereby communities decided on the technology and start point of a sustainable borehole. When the government attempted a similar water project (financed by the World Bank) in the same region, it did not build on the lessons learned and constructed boreholes that soon became dysfunctional.⁵

¹ United Republic of Tanzania-President's Office State House, *Open Government Partnership Annual Progress Report (July, 2012–June, 2013)*, 2013. On file with the author.

² Drawn from IRM researcher's interviews with stakeholders.

³ IRM researcher's stakeholders meetings, 23 and 26 October 2013, Dar es Salaam.

⁴ IRM researcher's stakeholders meetings, 23 and 26 October 2013, Dar es Salaam.

⁵ Drawn from IRM researcher's interviews with stakeholders.

ii. Access to health, education, and water data

Strengthen the use of sectoral Management Information Systems (health, education, water), by making disaggregated data available online in machine readable format.

Commitment Description						
Answerability	Lead institution	MoEVT, MoHSW, and MoW				
	Supporting institutions	None				
	Point of contact specified?	Yes				
Specificity and measurability		High (commitment language provides clear, measurable, verifiable milestones for achievement of the goal)				
Relevance	OGP grand challenges	Improving public services, increasing public integrity				
	OGP values	Access to information	Civic participation	Accountability	Tech & innovation for trans. & acc.	None
		✓			✓	
Ambition						
New vs. pre-existing		Potential impact				
Not clear		Transformative (the commitment entails a reform that could potentially transform “business as usual” in the relevant policy area)				
Level of completion						
		Start date: 1 July 2012		End date: 30 June 2013		
Actual completion		Substantial				
Projected completion		Complete				
Next steps		Further work on basic implementation				

What happened?

The IRM researcher found substantial implementation of the commitment. The government's progress report on MIS reports the following results:

- A total of 600 MIS users from the Ministry of Water's Water Sector Development Programme's implementing agencies countrywide trained by June 2013.
- Health Management Information System (HMIS) tools reviewed and rolled out to six regions, and DHIS-2 developed and in use (MoHSW).
- Wazazi Nipendeni, an SMS-based health education and maternal campaign to improve attendance at health facility level operational.
- Basic Education Statistic (BEST) book published and uploaded on the [Ministry of Education and Vocational Training (MoEVT)] Web site in August 2012 in machine readable format.

The IRM could only verify the presence of the reported disaggregated data online on the MoEVT¹ and MoHSW² Web sites. Of these, only MoEVT presented its data in machine readable format. The MoHSW (MIS section) contains no data, and other forms of information supplied in other sections are in PDF format, which is a non-machine readable format. Whereas non-machine readable formats such as PDF require researchers to copy all data by hand, machine readable format allows computers to extract larger amounts of data for independent analysis.

Did it matter?

This commitment involved mostly supply-side technical work. For the commitment to have been relevant to OGP, the data emanating from strengthened ministry-specific MIS systems needed to be published online to enhance access, accountability, and governance processes on the ground in a format that would allow analysis and re-use. The IRM researcher noted a lack of urgency in posting information online. Stakeholders thought the data, if and when published, could provide non-state actors with much needed and reliable information to engage in processes aimed at sectoral policy changes.³

Moving forward

The IRM researcher recommends further work on basic implementation of the commitment. More data need to be made available in machine readable format for every MIS initiative undertaken. Stakeholders recommended that the government dedicate more resources, including competent and dedicated personnel, to ensure that data are available online in a timely manner.⁴

¹ MoEVT database, http://www.moe.go.tz/index.php?option=com_docman&task=cat_view&gid=358&Itemid=619.

² MoHSW database, <http://www.moh.go.tz/index.php/joomlart-home/viewdownload/9-diseases-report/408-taarifa-ya-magonjwa-ya-wiki-ya-24>.

³ IRM researcher's stakeholders meetings, 23 and 26 October 2013, Dar es Salaam.

⁴ IRM researcher's stakeholders meetings, 23 and 26 October 2013, Dar es Salaam.

iii. Citizens' "How Do I?" Web site

Explore the feasibility of establishing a "Nifanyeje," a website where citizens can get practical information of how to go about getting Government services (e.g. getting a scholarship for university, water or electricity services, drivers license, business license, passport and other services) and what to do if they are unable to secure the service in the required time.

Commitment Description						
Answerability	Lead institution	e-Government Agency				
	Supporting institutions	None				
	Point of contact specified?	Yes				
Specificity and measurability		High (commitment language provides clear, measurable, verifiable milestones for achievement of the goal)				
Relevance	OGP grand challenges	Improving public services, increasing public integrity				
	OGP values	Access to information	Civic participation	Accountability	Tech & innovation for trans. & acc.	None
		✓	✓	✓	✓	
Ambition						
New vs. pre-existing		Potential impact				
New		Transformative (the commitment entails a reform that could potentially transform "business as usual" in the relevant policy area)				
Level of completion						
		Start date: 1 July 2012		End date: 30 June 2013		
Actual completion		Complete				
Projected completion		Complete				
Next steps		New commitment building on existing implementation				

What happened?

The IRM researcher found the commitment to have been completed. The government's progress report indicates that 85 *Nifanyeje* issues have been identified, created, organized, and published on the *Nifanyeje/ How Do I* section on the government portal.¹ The report also notes that the Web site has not been used yet as it is still on trial. The IRM researcher and stakeholders view the *Nifanyeje/How do I* section on the government's completed portal as complete delivery of the commitment, as the commitment narrative entailed "exploring the feasibility" rather than "establishing" the Web site.²

Did it matter?

This commitment required the government to explore the feasibility of establishing such a portal. It is commendable that the government actually established the portal. However, the IRM feels that the ultimate goal, in the context of OGP values and grand challenges, is not to provide the portal, but rather to enable interaction between the government and their citizens, especially where a service or public good is not delivered in accordance to what has been indicated on the *Nifanyeje/How do I* section of the portal.

Stakeholders described the *Nifanyeje/How do I* portal section as a noble idea that, when fully implemented, has the potential to transform the government and contribute to reducing corruption in the country. They also thought that the *Nifanyeje/How do I* portal can only be useful to citizens if the interactivity function is enabled. Even in this case, however, only a few citizens with access to the Internet will benefit from these Web-based initiatives. Several stakeholders warned that the attainment of innovation or technology alone without an enabling interface for people's participation is not relevant to open government processes.³

Moving forward

The IRM researcher recommends a new commitment based on basic implementation. The effectiveness of this portal could be enhanced by integrating it with a short-messaging-service (SMS) platform for more citizens to interact with government. This is appropriate, given the high rate of mobile phone technology penetration in Tanzania.⁴ Stakeholders requested that all citizens' entries and their respective responses be published on the same portal to enhance government transparency and accountability.⁵

¹ Tanzania Government Portal: One Stop Centre for Public Services, "How Do I?", <<http://www.gov.go.tz/howdoi>>.

² IRM researcher's stakeholders meetings, 23 and 26 October 2013, Dar es Salaam.

³ IRM researcher's stakeholders meetings, 23 and 26 October 2013, Dar es Salaam.

⁴ Tanzania Communications Regulatory Authority, 2013, Quartely Telecom Statistics - Quarter 4 (June 2013) Report, <http://www.tcra.go.tz/images/documents/telecommunication/telecomStatsJune13.pdf>.

⁵ IRM researcher's stakeholders meetings, 23 and 26 October 2013, Dar es Salaam.

iv. Global practice on data disclosure

Study global good practice on data disclosure for establishment of www.data.go.tz website that reflects high global standards to contain a substantial number of Government held data sets.

Commitment Description						
Answerability	Lead institution	e-Government Agency				
	Supporting institutions	None				
	Point of contact specified?	Yes				
Specificity and measurability		High (commitment language provides clear, measurable, verifiable milestones for achievement of the goal)				
Relevance	OGP grand challenges	Improving public services, increasing public integrity				
	OGP values	Access to information	Civic participation	Accountability	Tech & innovation for trans. & acc.	None
						✓
Ambition						
New vs. pre-existing		Potential impact				
New		Transformative (the commitment entails a reform that could potentially transform "business as usual" in the relevant policy area)				
Level of completion						
		Start date: 1 July 2012		End date: 30 June 2013		
Actual completion		Unclear				
Projected completion		Complete				
Next steps		New commitment building on existing implementation				

What happened?

The IRM researcher could not establish the level of completion of this commitment due to lack of communication and evidence provided by the government. The government's progress report indicates that the Joint Government and World Bank Open Data Readiness Assessment (ODRA) Team has been formed, and that the ODRA report has been finalized and submitted to the government for comments. No copies of the report were readily available; and, despite e-mail reminders, no response was forthcoming to ascertain the level of implementation of this commitment.¹

Did it matter?

Just like the previous commitment on studying the feasibility of establishing a *Nifanyeje/How do I* portal, this commitment alone represents no incremental value to open government processes, although it lays the foundation for that to happen. To be OGP-relevant, the ODRA report should put into motion an effort to establish the proposed open data portal (www.data.go.tz) that could revolutionize the way data are being shared or made available among government entities. Stakeholders described the potential magnitude of such a data portal, if implemented, as “colossal.”²

Moving forward

The IRM researcher recommends a new commitment built around implementation of the current one. It is important to build off of the ODRA report to establish the proposed open data portal. Stakeholders agreed that more work could be done to put the portal in place.³

¹ Drawn from IRM researcher’s interviews with stakeholders.

² IRM researcher’s stakeholders meetings, 23 and 26 October 2013, Dar es Salaam.

³ IRM researcher’s stakeholders meetings, 23 and 26 October 2013, Dar es Salaam.

v. Open government innovation by local entrepreneurs

Foster communities of local ICT entrepreneurs and actors to spur greater innovation, transparency and citizen engagement.

Commitment Description						
Answerability	Lead institution	None				
	Supporting institutions	None				
	Point of contact specified?	No				
Specificity and measurability		Medium (commitment language describes an activity that is objectively verifiable but does not contain specific milestones or deliverables)				
Relevance	OGP grand challenges	Improving public services, increasing public integrity				
	OGP values	Access to information	Civic participation	Accountability	Tech & innovation for trans. & acc.	None
						✓
Ambition						
New vs. pre-existing		Potential impact				
Not clear		Minor (the commitment is an incremental but positive step in the relevant policy area)				
Level of completion						
		Start date: 1 July 2012		End date: 30 June 2013		
Actual completion		Not started				
Projected completion		Complete				
Next steps		None: Abandon commitment				

What happened?

The IRM researcher found that this commitment has not been completed. The government's progress report excluded this commitment, so it is safe to say it has not been implemented. There is no alternative evidence whatsoever to support its implementation.

Did it matter?

If implemented, this commitment could provided a good source of new ideas and innovation to entrench open governance ideals within government. The IRM researcher believes that the Tanzanian Government was overly ambitious in making this commitment. Stakeholders pointed to a lack of financial and material resources within the government to achieve the commitment.¹

Moving forward

The IRM researcher recommends abandoning the commitment, at least as a stand-alone commitment. However, the narrative could be rephrased and form part of the milestones in another commitment in the next OGP action plan for Tanzania. Stakeholders, in contrast, recommended that the commitment be rephrased and stand alone as it is.²

¹ IRM researcher's stakeholders meetings, 23 and 26 October 2013, Dar es Salaam.

² IRM researcher's stakeholders meeting, 26 October 2013, Dar es Salaam.

V. SELF-ASSESSMENT

The government's progress report was undated but came out a bit late on 4 October instead of 30 September 2013. The report reaffirms the government's commitment to OGP and its plans to undertake further work on existing commitments that have been implemented at various levels. The report acknowledges the need to be more realistic in the next action plan by having a smaller, more manageable number of commitments.

The report provided few details on commitment implementation, especially when the commitment in question was a new initiative. Many of the commitments in the action plan lacked clear deliverables and milestones. In some instances, it was left to the reader to interpret how the commitment related to OGP principles. Less than one-third of the commitments provided clear timelines, milestones, or specific schedules for delivery.

The government's process for seeking stakeholder comments on the progress report faced several difficulties. Stakeholders also indicated to the IRM researcher that some comments were submitted¹ but that the assessment forms were sent only a couple of days prior to the report's release on 4 October 2013.² The forms asked for feedback on the level of implementation of commitments as a whole, but the forms did not allow for reporting on individual commitments. The government's progress report does not offer any analysis on the inputs provided during the self-assessment consultation.

In its conclusion, the government's report spells out several challenges, including limited financial, human, and material support offered to the OGP coordination unit; lack of understanding among key OGP actors; and limited involvement by civil society and other non-state actors in Tanzania throughout the planning and execution of the country's action plan. Table 3 provides more details about the self-assessment.

Table 3: Self-Assessment Checklist

Was an annual progress report published?	Yes
Was it done according to schedule?	No
Is the report available in the local language?	No
According to stakeholders, was this adequate?	No
Is the report available in English?	Yes
Did the government provide a two-week public comment period on draft self-assessment reports?	No
Were any public comments received?	Yes
Is the report deposited in the OGP portal?	No
Did the self-assessment report include review of the consultation efforts?	No
Did the report cover all of the commitments?	No
Did it assess completion according to schedule?	No
Did the report reaffirm responsibility for openness?	Yes
Does the report describe the relationship of the action plan with grand challenge areas?	Unclear

¹ Drawn from IRM researcher's interviews with stakeholders.

² Drawn from IRM researcher's interviews with stakeholders.

VI: MOVING FORWARD

This section puts the OGP action plan into a broader context and highlights potential next steps, as reflected in the preceding sections, as well as stakeholder-identified priorities.

Country Context

Access to government-held information is key to open government processes in any country. The publication of such data or information shows that the government is accountable to its citizens. Access to such information helps to build public trust and improve service delivery by the government. Over the past two decades, the Tanzanian Government has instituted several accountability and integrity measures for fighting corruption and improving service delivery. Tanzania's decision in 2011 to join OGP was an important step in this process.

However, recent events in Tanzania suggest challenges related to access to information, public participation, accountability mechanisms, and the enabling environment for open governance. Many aspects of government in Tanzania remain characterized by selective participation, limited access to government-held information, and the use of technology that does not benefit end users.

Since 2007, media activists and stakeholders in Tanzania have urged the passage of legislation that will enable journalists and citizens alike to access government-held information without the prevalent bureaucratic duress.¹ Access to government-held information can help improve public trust and help the country in fighting corruption. Important information is still being kept secret from citizens, including what happened to millions stolen in the controversial "EPA scandal" involving the Bank of Tanzania's mysterious payments to 22 companies in 2005-2006. No publicly accessible information exists as to how much has been recovered. Investment contracts, as well as a report of the public commission of inquiries on the 2012 Form Four mass failure, to name but a few, remain a puzzle to the general public.² There are cases where citizens in Tanzania have resorted to riots when they received no explanations for certain policy decisions by the government.³

Tanzania's OGP action plan highlights a number of initiatives and processes that facilitate citizen participation in running government affairs. While progress has been made, only a handful of these processes are currently open to the public.

There is also a lack of accountability in some cases. For example, Swiss authorities revealed in early 2013 that trillions of shillings had been stashed away in secret bank accounts allegedly held by senior Tanzanian government officials. To date, the government has not brought the culprits to justice. For this reason, the government's OGP commitment to enact a law on compulsory disclosure of assets by public officials remains an important priority for many stakeholders.

Insofar as freedom of the press and freedom of expression are concerned, the current environment in Tanzania does not allow media workers to discharge their duty of informing the public without fear of legal implications or repercussions. As a case in point, stakeholders pointed to the death of a journalist in Iringa in September 2012⁴ and the recent banning of two local dailies—the *Mwananchi* and *Mtanzania* newspapers—when the former attempted to disclose contents of a salary scale for senior public officials.⁵ The events made some stakeholders question how Tanzania was allowed to join the global OGP steering committee without having fulfilled the requirement to have freedom of information legislation in place.⁶ Stakeholders unanimously expressed concern about several pieces of legislation—40 in total according to the Freedom of Information Coalition in Tanzania—that counteract and contradict open government principles. Some of these need immediate attention and repeal in order to abide by OGP principles, for example: (i) the Newspaper Act of 1976 that gives the government

the authority to de-register or ban newspapers at will, (ii) the Civil Service Act and the proposed Public Leadership Code of Ethics Act that collectively block access to government information by journalists, and (iii) the 1993 Broadcasting Services Act that allows the telecommunications regulator to close down television and radio stations at will.

During the 2013 OGP summit in London, Tanzanian President, the Hon. Jakaya Mrisho Kikwete, made bold promises to have a freedom of information act in place by April 2014.⁷ Significant work is still needed in the impending consultative processes to support the eventual enactment of the enabling legislation.⁸ In essence, the government has made commendable progress in some areas, but much work is still needed if the four principles of open government are to be embraced in the government's working culture and during the preparation of the next OGP action plan.

Current Plan: Stakeholder Priorities

During both the first⁹ and second¹⁰ stakeholder meetings, it was recommended that all existing commitments related to freedom of and access to information, open budget process, and asset disclosure for public officials should be revised and retained in the next Tanzania OGP action plan.

Future Plan: Stakeholder Priorities

Stakeholders generally were of the opinion that new or revised commitments should have language that is demand-driven. They recommended moving away from most of the existing commitments that seek to strengthen government systems and structures. They also argued that in the next action plan, the commitments have to be bold and ambitious enough to enable the Tanzanian government to become more transparent, credible, and responsive to its citizens. They recommended that the government include strong wording to promote citizens' interaction and non-state actors' oversight. There was no consensus among stakeholders as to a combination of commitments that included new and existing initiatives in the next OGP action plan in the country.

Stakeholders also suggested new areas or sectors other than the three social sectors in the current action plan. These are corruption; disclosure and independent analysis of contracts in the natural resources economic sub-sector, including land and the extractive industries; and use of technology or innovation that is user-relevant.

Recommendations

The OGP action planning exercise would benefit from greater involvement of non-state actors, particularly civil society organisations. The government should constantly call for dialogue with these organisations and proactively seek ways for them to enrich the action planning process.

Both the IRM researcher and stakeholders believe that the next action should be a lean one with fewer than eight robust, indicative, and time-bound commitments. The next action plan should focus more on users and citizens, in contrast to the many supply-driven commitments that are prevalent in the current action plan. Stakeholders also proposed that future OGP plans cover a broader range of sectors, including infrastructure, agriculture, and natural resources, with particular emphasis on the extractive industry.¹¹

The IRM researcher recommends that the government include the following user-focused elements in the next action plan:

- Design commitments with the specific aim of improving the ability of citizens to directly interface with government officials.
- Provide Web-based data in both machine readable as well as human readable formats, in order to ensure greater access to the information. This includes data such as basic education statistics of Tanzania (BEST), water point mapping systems, and approved tax exemptions so that stakeholders can use and analyse this information. Other

information—such as reports on revenue and expenditure and anything meant for general public consumption—can be published in human readable formats.

- Make all reports and data available to the public in Kiswahili, using easy-to-read language.

The IRM researcher also recommends that the following important supply-side commitments be taken forward in the next action plan:

- Provide an overall dashboard of progress on OGP implementation online at www.ega.go.tz/ogp, ideally under the management of the e-Government.
- Ensure that all OGP-related progress reports are posted on the OGP dashboard in a timely manner.
- Improve local government authorities' compliance with the existing OGP requirements of posting approved budgets, disbursements, and execution reports on the boards and in public places.
- Publish quarterly on the Ministry of Finance Web site, in machine readable format, all tax exemptions granted in the health, education, and water sectors.
- Prepare legislative amendments and regulations to strengthen asset disclosures of public officials.
- For wider outreach whenever information or data is published online, consideration should be given to integrating with mobile phone technology, such as short message service (SMS) and new media to inform and make the information easily accessible to citizens who have access to these technologies.

¹ Twaweza, *Access to Information in Tanzania Undermined*, 30 May 2010. <http://www.twaweza.org/go/access-to-information-in-tanzania-undermined>; Tony Baker, "Anti-Corruption and Access to Information: The Right to Information Bill, 2007" (Working Paper 09.2e, Hakielimu, 2009).

² Songawa wa Songa, "Real Causes behind 2012 Form 4 failure," *The Citizen*, 22 October 2013. <http://www.thecitizen.co.tz/News/Real-causes-behind-2012--Form-4-failure/-/1840392/2042256/-/o1y034/-/index.html>.

³ *The Guardian* "The Untold Story of Mtwara Gas Riots," 30 June 2013. <http://www.ippmedia.com/frontend/?l=56502>.

⁴ Article 19 (NGO), "Tanzania: Killers of journalist Daudi Mwangosi must be brought to justice," 4 September 2013. <http://www.article19.org/resources.php/resource/3427/en/tanzania:killers-of-journalist-daudi-mwangosi-must-be-brought-to-justice#sthash.L1QhKeR3.dpuf>.

⁵ Mtega Blog, "Bold commitments, disappointing delivery: Five challenges for Tanzania and the OGP," October 2013. <http://mtega.com/2013/10/30/bold-commitments-disappointing-delivery-five-challenges-for-tanzania-and-the-ogp/#more-1777>.

⁶ Swahili Street Blog, "OGP Tanzania: how's that working out? Central Bank edition, with an update..." 13 May 2012. <http://swahilistreet.wordpress.com>.

⁷ Ben Taylor, "Access to information in Tanzania undermined," *The Guardian*, 1 November 2013. <http://www.theguardian.com/global-development-professionals-network/2013/nov/01/closing-tanzania-open-government-plans>.

⁸ Mtega Blog, "Right to Information in Tanzania: now the real work begins," 3 November 2013. <http://mtega.com/2013/11/03/right-to-information-in-tanzania-now-the-real-work-begins>.

⁹ IRM researcher's stakeholders meeting, 23 October 2013, Dar es Salaam.

¹⁰ IRM researcher's stakeholders meeting, 26 October 2013, Dar es Salaam.

¹¹ IRM researcher's stakeholders meetings, 23 and 26 October 2013, Dar es Salaam.

ANNEX 1: OGP STEERING COMMITTEE MEMBERS IN TANZANIA

Susan Mlawi, Chairperson of the Steering Committee

President's Office, Good Governance Coordination Unit

Mathias Chitunchi, Coordinator of OGP Tanzania

President's Office, Good Governance Coordination Unit

Obey Assery

Prime Minister's Office

Sigsbert Kavishe

Ministry of Finance

Joash Nyitambe

Ministry of Water

Suzan Mshakangoto

e-Government Agency

Hadija Maggid

Ministry of Education and Vocational Training

Danis Bandisa

Prime Minister's Regional Administration and Local Governments

Evarist Kamwega

Twaweza

Stephen Mwonbela

Research on Poverty in Africa

ANNEX 2: METHODOLOGY

As a complement to the government self-assessment, an independent assessment report is written by well-respected governance researchers, preferably from each OGP participating country.

These experts use a common OGP independent report questionnaire and guidelines,¹ based on a combination of interviews with local OGP stakeholders as well as desk-based analysis. This report is shared with a small International Expert Panel (appointed by the OGP Steering Committee) for peer review to ensure that the highest standards of research and due diligence have been applied.

Analysis of progress on OGP action plans is a combination of interviews, desk research, and feedback from nongovernmental stakeholder meetings. The IRM report builds on the findings of the government's own self-assessment report and any other assessments of progress put out by civil society, the private sector, or international organizations.

Each local researcher carries out stakeholder meetings to ensure an accurate portrayal of events. Given budgetary and calendar constraints, the IRM cannot consult all interested or affected parties. Consequently, the IRM strives for methodological transparency, and therefore where possible, makes public the process of stakeholder engagement in research (detailed later in this section.) In those national contexts where anonymity of informants—governmental or nongovernmental—is required, the IRM reserves the right to protect the anonymity of informants. Additionally, because of the necessary limitations of the method, the IRM strongly encourages commentary on public drafts of each national document.

Introduction

The OGP process in Tanzania is well-known only to a small group of civil society organisations. Most non-state actors in Tanzania—including civil society organisations more broadly, faith-based organisations, trade unions, media, academia, and private-sector organisations—are less aware of the initiative. At the same time, it is important to note that, prior to OGP, a large number of these actors were already engaged in various open governance initiatives in Tanzania, including social accountability mechanisms, public expenditure tracking surveys, open budget tracking, extractive industries transparency, and corruption tracking.

Several stakeholders posed the question of whether the OGP adds value to existing governance processes. The general view was that OGP was not known, and confusions existed between OGP and the Big Results Now initiative. As a result, there is a need for greater awareness-building of OGP in the future.

Stakeholder Selection

It should be noted that, during the research process, the IRM reserves the right to maintain the anonymity of both government officials and nongovernmental stakeholders to ensure openness of comments and to protect against the risk of reprisals.

Through initial interviews with the OGP secretariat, the IRM researcher was able to identify civil society organisations that sat on the national OGP steering committee, participated in drafting the action plan, or were involved in implementation of commitments.

The IRM researcher sent invitations by e-mail and followed up with telephone calls to find a suitable date and time for stakeholder meetings.

Two dates emerged, given the time constraints of the review period: 23 and the 26 October 2013.

Then the IRM researcher booked venues and decided on a process for the meeting. The focus group discussion format was adopted, given the small number of participants who confirmed attendance and the time available to meet on the dates chosen. The e-mail invitations spelt out that the session would not last longer than two hours. The two meetings took place in Dar es Salaam where most stakeholders that were both aware and unaware of the OGP process in Tanzania are based.

Care was taken to include a bit of both OGP-cognizant stakeholders and those who had never heard of nor encountered OGP processes before. The IRM researcher also took steps to ensure that each focus group discussion had at least six participants, at least two of whom were women. Participants also came from a variety of non-state backgrounds, including faith-based organisations, federation of disability organisations, a coalition of people living with HIV-AIDS, civil society organisation networks, research institutions, and parliamentary oversight watchdogs. For both sessions, invitations were sent out to more than 10 participants, including representatives of private-sector organisations and trade unions.

Stakeholder Meeting One

The first stakeholder meeting took place on 23 October 2003 in Dar es Salaam.

Only one participant was closely familiar with OGP history and processes, based on work on a shadow report on OGP in Tanzania. Unfortunately, the person could not share the shadow report as IRM went to press.

Participants reviewed the action planning process, levels of public awareness, and consultations prior to implementation of commitments. They also evaluated consultations and contact with OGP during the implementation period and the overall role and experiences of civil society in the process. With guidance from the IRM researcher, participants went through 18 individual commitments in the action plan and were able to compare the narrative therein with the government's progress report on the usability, usefulness, and relevance to OGP of the various commitments. Finally, the participants provided suggestions for OGP-Tanzania moving forward with its next action plan.

Participants:

- Deus Kibamba (TCIB and Jukwaa la Katiba Tanzania)
- Tatu Masangula (Bagamoyo Education Development Foundation)
- Novath Rukwago (SHIVYAWATA)
- Bakar Khamis (Finnish Centre for International Cooperation, KEPA)
- Michael Madikenya (Publish What You Pay / FORDIA)
- Jackson Mkango (Coastal Youth Vision Association)
-

Stakeholder Meeting Two

The second stakeholder meeting took place on 26 October 2003 in Dar es Salaam.

None of the participants in this meeting had any prior, in-depth knowledge about OGP history and processes in Tanzania. Participants reviewed the action planning processes, public awareness, and consultations prior to implementation of commitments. They also evaluated consultations and contact with OGP during the implementation period and the overall role and experiences of civil society in the process. With guidance from the IRM researcher, participants went through all 25 individual commitments in the action plan, comparing the narrative with the government's progress report on the usability, usefulness, and relevance to OGP of the various commitments. This group made very good contributions in answering the questions on relevance and next steps of the reviewed OGP commitments. They were able to propose suggestions for OGP-Tanzania moving forward with its next action plan.

Participants:

- Marcossy Albanie (Citizens' Parliament Watch)
- Usia Nkhoma-Ledama (United Nations Information Centre)
- Nasson Konga (Tanzania Council for Social Development)
- Paul Chilewa (CARITAS/TEC)
- Abdallah Hassan (Economic and Social research Foundation)
- Silvester Edwin (Network of Women Living with HIV/AIDs Organisations)

About the Independent Reporting Mechanism

The IRM is a key means by which government, civil society, and the private sector can track government development and implementation of OGP action plans on a bi-annual basis. The design of research and quality control of such reports is carried out by the International Experts' Panel, comprised of experts in transparency, participation, accountability, and social science research methods.

The current membership of the International Experts' Panel is

- Yamini Aiyar
- Debbie Budlender
- Jonathan Fox
- Rosemary McGee
- Gerardo Munck

A small staff based in Washington, DC, shepherds reports through the IRM process in close coordination with the researcher. Questions and comments about this report can be directed to the staff at irm@opengovpartnership.org.

¹ Full research guidance can be found at <<http://bit.ly/12OSROu>>.