



## Background

This brief summarizes the results of an *Anti-corruption Action Research*, conducted by Adroit Consults International. The report was commissioned by Strømme Foundation East Africa.

## Purpose of study

Strømme Foundation has been tackling the corruption scourge through its “zero-tolerance to corruption” policy among staff and partners, sensitization against the vice, training partner governance boards, strengthening partnership agreements, promoting transparency in personnel recruitment, strengthening internal controls, monitoring partners, stern handling of reported corruption cases and main streaming it in program manuals. However, all this sometimes appears to be like a ‘drop in the ocean’ since we still have corruption issues.

Strømme Foundation has received funds from NORAD to strengthen its anti-corruption work in East African region. This report is a modest attempt in setting the anti-corruption agenda for Strømme Foundation and aimed at abating the vice. The action research sought to understand corruption issues at the local community level and come up with an action plan on what can be done to fight corruption through SF supported programmes by raising awareness and encouraging/ facilitating individuals and groups to prevent and take action against corruption in their communities. The study was operationalised by the following specific objectives:

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

## Understanding Corruption

Corruption is most commonly defined as the misuse or the abuse of entrusted power office for private gain. It can come in various forms and a wide array of illicit behavior, such as bribery, extortion, fraud, nepotism, graft, speed money, pilferage, theft, and embezzlement, falsification of records, kickbacks, influence peddling, and campaign contributions. Corruption is a systematic vice in an individual, society or a nation which reflects favoritism, tribalism,

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

sectionalism, undue enrichment, amassing of wealth, abuse of office, power, position and derivation of undue gains and benefits. According to Rotimi et al (2013), corruption also includes smuggling, illegal payments, money laundering, drug trafficking, falsification of documents and records, window dressing, false

## Key Findings

### General Causes of corruption

- Public attitudes
- Ineffective accountability systems
- Lack of political will
- Moral decay in public service
- Limited capacity of anti-corruption agencies
- Lack of enforcement capacity

### Community perception on causes of corruption

- Lack of functional systems to detect and check corruption.
- High rates of ignorance and illiteracy among community members in claiming their rights.
- Higher expectation of community members from public officers
- Lengthy legal procedures

### Services Rights-holders paid bribe for

- Medical care – 22.5%
- Police non-traffic – 22.5%
- Courts of law 20%
- Local council courts – 15%
- Police traffic – 10%

### Action to take in case of delayed service

- Wait – 44.9%
- Bribe service provider – 16.8%
- Don nothing – 18.6%
- Lodge complaint – 8.14%

### Reason for not reporting corruption

- Fear retribution = 23.9%
- Nothing will be done – 17.4%
- Offered bribe willingly – 15.2%
- Not necessary – 15.2%
- Don't know where to report – 13%

declaration, evasion, underpayment, deceit, forgery, concealment, aiding and abetting of any kind to the detriment of another person, community, society or nation. While corruption is commonly attributed to the public sector, it also exists in other aspects of governance, such as political parties, private business sector, and NGO (USAID, Anti-corruption Strategy, 2005).

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

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

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

## How Corruption Takes Place

Corruption appears to take place when it satisfies a certain formula. According to Robert Klitgaard (1998), monopoly of power, when combined with discretion and absence of accountability, will result to corruption. Thus, the formula:  $C=M+D-A$ , where C is corruption, M is monopoly, D is discretion and A is accountability. UNDP modified Klitgaard’s formula by adding other dimension: integrity and transparency.  $C = (M+D)-(A+I+T)$ , where C is corruption, M is monopoly, D is discretion, A is accountability, I is integrity and T is transparency. This suggests that the absence of AIT (primarily as a consequence of weak governance) in addition to monopoly and discretion, results in corruption. This formula strengthens the theory that corruption is primarily a failure in governance.

## Methodology

The study consisted of a cross sectional survey design that incorporated qualitative and quantitative data analysis. The qualitative method involved the use of focus group discussions and key informant interviews, while the quantitative paradigm involved rights-holders surveys. The sample size was 175 rights-holders, which were drawn from Uganda and Tanzania.

**Districts:** Nebbi and Amuru in Uganda. Ilalal Municipality in Dar es Salaam Tanzania.

## Findings

The findings in this study can be categorized by the rights-holder perception of corruption, context and forms in which corruption occurs, gaps in the fight against corruption, strengthen community readiness in the fight against corruption, lessons and good anti-corruption mechanism that can be adapted in the fight against corruption and recommendations on anti-corruption strategies.

## State of Corruption

There was reported increase in bribery in Uganda and Tanzania. Between 2009 and 2014, bribery incidences in Uganda increased from 35% to 43% and in Tanzania from 17% to 48%. Uganda has dropped in the Transparency International corruption perception index from 140<sup>th</sup> position to 151<sup>st</sup> position between 2013 and 2016. In the same

### Key Facts about Corruption

- Corruption costs Africa \$150bn a year
- Corruption increases the cost of goods by 20%
- Tanzania ranked 116<sup>th</sup>, Uganda 151<sup>st</sup>, Kenya 145<sup>th</sup>, and South Sudan 165<sup>th</sup> position out of 167 countries in Corruption Perception Index 2016 conducted by Transparency International.

period, Tanzanian also registered a drop from 111<sup>th</sup> to 116<sup>th</sup> position. This can be attributed to public apathy in fight against corruption, moral decay, weak accountability systems and limited political will. The major forms of corruption include cronyism, election financing, kickbacks and fraud.

## Context and Forms of Corruption

The study observed the corruption manifested in form of bribery, favouritism, abuse of office, poor service delivery and extortion. Corruption was also manifested in absenteeism and late coming to work, shoddy work, levying extra

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

respondents had offered a bribe in the last 12 months, majority fell in the age between 35 – 40 years, had primary level education and were farmers. In terms of frequency, 80% had offered a bribe once and women were more likely to give a bribe. This shows that the poor and vulnerable were more likely to give a bribe in exchange for the service thus increasing their vulnerability. The nature of the bribe was mostly in cash form (97%), was mostly demanded (63%); bribe was mainly paid to health facilities for medical care, police and courts for seeking justice. A small minority (15%) of the respondents reported corruption for fear of reprisals, lack of trust in the accountability system and general complacency. There was embezzlement through false accounting of funds by partners and undeclared conflict of interest. Partners had weak internal controls and poor budgetary discipline and poor contract management.

charges and soliciting for bribes in exchange for service delivery. In addition citizens defined corruption through bribery to secure contracts, failure to accomplish works, lack of value for money, over pricing of goods and services, delayed payments, withholding information. There were reported incidents of delayed court hearings, connivance between the court officials and defendants to deny justice. The study reveals that about 25% of the

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

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

## Causes of corruption

The communities identified the causes of corruption as lack of functional systems to detect and check corruption, lack of information in reference to entitlements and minimum service delivery standards. High demands by the

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

community members from public officers and the lengthy period of service delivery. In Tanzania, the public perception was that corruption was on a decrease while in Uganda it’s on the rise. The study shows that 68% of the respondents that gave bribers were under

pressure. Only 36% of the respondents are willing for fight corruption.

## Impact of corruption

Corruption undermines social political and economic development. It undermines service delivery especially to the poor. It cripples democratic values of citizenship, accountability, justice and fairness. People end up with corrupt leaders that stifle service delivery. This affects the poor and the small and

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

medium enterprises the disproportionately.

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

Rights-holders pointed out that corruption leads to poor service delivery followed by conflict, loss of funds, stagnated economic growth lack of fairness, frustration, exclusion of the poor and reduction of human capital. Services are delayed and when they are delivered they are of low quality and do not meet value for money.

## Gaps in the Fight against Corruption

Though Uganda and Tanzania have made tremendous steps in the fight against corruption, gaps still exist in the fight against corruption. There is a weak legal frame work where the existing laws do not provide stringent penalties coupled with the sluggishness in the judicial process. There is poor coordination among anti-corruption agencies, inadequate resources, lack of skills in handling corruption cases crippled the institutional capacity in the fight. Political interference and poor enforcement of the law were sighted.

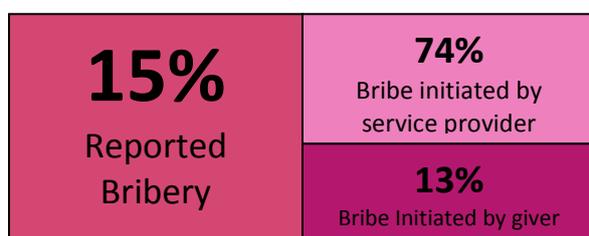
## Lessons and Best Practices in the fight against corruption

The following lessons can be used for learning in the fight against corruption. Increasing public oversight, enhancing sanctions against corruption, developing partnership with private sector working in coalitions and networks, use of civil society as watch dogs and development of monitoring indicators to measure progress.

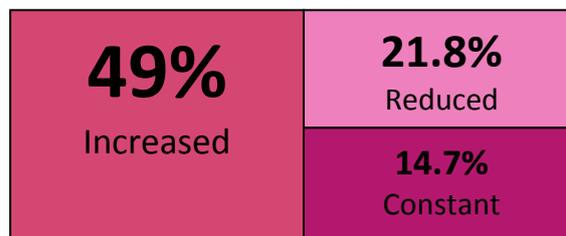
## Recommendations and anti-corruption strategies

There is need to Strengthen Local Activism through Community Awareness, and Advocacy, build the capacity of community governance structures like Parents and Teachers' Associations and School Management Committees. Creation of awareness among various stakeholders is critical. Enhance community participation and engage local media to expand community oversight of public investment and service delivery. Promote on-line Data Bases like having on-line anti-corruption apps. Accountability through third party monitoring like use of community score cards, satisfaction surveys and independent evaluations. There is also need to improve on the responsiveness through establishing beneficiary feedback and grievance redress mechanism to exert responsiveness.

### Bribery Context



### Perception on corruption trends



This research briefing is part of a of action research and evaluation studies produced by Stromme Foundation East Africa. For more information, please contact Priscilla Serukka, Regional Director Stromme Foundation East Africa [sfea@stromme.org](mailto:sfea@stromme.org).