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Mainstreaming anti-corruption initiatives: Development of a water sector strategy in Mozambique

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Front cover image

Mr.Fink's Finest.Photos on flickr.com

Sector approaches to combating corruption have gained momentum in recent years, yet the strategic prioritization of sector anti-corruption initiatives is still the exception. The National Water Directorate in Mozambique is one of the few public sector departments in the world known to have allocated its own resources to developing a sector-specific anti-corruption strategy. Its experience offers valuable lessons for others considering integrating anti-corruption in sectors. Leadership needs to come from ministries with intersectoral mandates or through formal collaboration between different ministries. Government-led processes must be complemented by locally driven social accountability processes. Sector strategies need strong political commitment, at sector and central government levels, since multi-stakeholder processes are complex and time-consuming, and the implementation of sector strategies must include sector-level human resources and management systems.

1. Introduction

Public service sector approaches to combating corruption have gained momentum in recent years. There is increasing awareness of the need to adapt generic anti-corruption efforts to address sector-specific opportunities and challenges, targeting specific problems under the leadership of sector ministries (Hussmann 2007; Chêne 2010; Fink and Hussmann 2013).

In efforts to improve governance and tackle corruption over more than a decade, many countries have undertaken institutional and legislative reforms such as adopting anti-corruption laws, instruments, and strategies, setting up anti-corruption institutions, and ratifying the United Nations Convention against Corruption. While these national efforts provide an enabling framework, they are not sufficient. There is growing recognition that putting better governance into practice requires sector-specific adaptation and implementation.

In Mozambique, the National Survey on Governance and Corruption, carried out in 2004 and 2011, identified corruption as a serious national problem. The Mozambican government set the fight against corruption as one of its development priorities and developed a suite of anti-corruption laws, institutions, instruments, and strategies, including a framework anti-corruption law in 2004¹. As part of its overall public sector reform, the government published guidelines for the development of a national anti-corruption strategy in 2005 (Government of Mozambique 2005). In 2008 Mozambique ratified the United Nations Convention against Corruption and set up a dedicated anti-corruption unit to investigate abuses, the Central Office for Combating Corruption (Gabinete Central de Combate à Corrupção, GCCC).

The national anti-corruption strategy recognises that sectors are at the heart of achieving real progress in combating corruption. Within the Mozambican water sector, the development of a sector-specific anti-corruption strategy was initiated and funded by the National Water Directorate (Direcção Nacional de Águas, DNA). Sector-based strategies for education and health were developed subsequently.

According to Transparency International (2008), the water sector is at significant risk of corruption worldwide. Water and sanitation is a costly business. In Mozambique, the water sector is a critical part of national infrastructure, with a capital investment requirement of at least US\$150 million per year (AMCOW 2011b). It is also expensive to keep water and sanitation services running, with estimated operating requirements of around US\$50 million per year (AMCOW 2011b).

Significant progress has been made in the Mozambican water sector, reflecting a return on investments. Access to safe drinking water increased from 36% in 2004 to 60% in 2011, while use of safe sanitation facilities increased from 12% to 46% in the same period (INE 2009). Even so, the country is not on track to achieve either the Millennium Development Goal targets for sanitation and drinking water or its own national target of universal coverage by 2025. An exception is urban water supply, where intensive investments and reform efforts mean that targets will likely be achieved.

There is a clear need to continue efforts to improve the performance of the sector, and investments must be maintained or increased. The World Bank Water and

Sanitation Program estimates that Mozambique will face a deficit in sector spending of around one-third; the deficit runs US\$55 million per year for sanitation alone (AMCOW 2011b). The country therefore cannot afford to allow resources to be misused, lost, or squandered. Preventing corruption is a prerequisite for achieving and sustaining water sector objectives and targets.

Sources for this paper include a review of existing documentation and a series of 17 key informant interviews conducted in Maputo, Geneva, the Netherlands, and Berlin in November 2013. Individuals and organisations consulted include senior personnel from the Mozambican central government, regulatory agencies and operators, donors and multilateral institutions, the private sector, and nongovernmental and civil society organisations (see annex for a list of interviewees).

2. Sectoral context

In Mozambique, delivery of water and sanitation services and management of water resources are carried out by government at decentralised levels (province and district). The government works in some cases through formal and informal partnerships with private sector and nongovernmental agencies, both international and local.

The National Water Directorate (Direcção Nacional de Águas, DNA) is the apex policymaking and coordination institution of the country's water, sanitation, and hygiene (WASH) sector. Many policy initiatives and processes to improve the enabling environment have been introduced recently, some of which are summarised below. The DNA has also undertaken internal reforms to improve its capacity to provide strong and consistent sector leadership.

Key policy initiatives and processes include:

- Developing and piloting the implementation of a sector-wide approach (SWAp) to rural water and sanitation through the National Rural Water Sanitation Program (Programa Nacional de Abastecimento de Água e Saneamento Rural, PRONASAR). This programme focuses on capacity development at district and local levels and is led by DNA.
- Creating a Common Fund for rural water supply and sanitation.
- Scaling up "community-led total sanitation" as a national approach to rural sanitation development.
- Harmonising mechanisms for calculating water and sanitation coverage, involving the National Institute of Statistics (INE) and the Joint Monitoring Programme

for Water Supply and Sanitation of the World Health Organization and UNICEF.

- Conducting a baseline study of rural water, sanitation, and hygiene.
- Creating an inventory of all WASH actors outlining who does what, where, and how.
- Annually publishing a sector performance report.
- Strengthening and harmonising monitoring and information management systems.
- Strengthening the decentralisation process².

Government-led efforts are supported by key public agencies in urban water and sanitation that are managed as commercial enterprises. These include the Water Supply Investment and Asset Fund (Fundo de Investimento e Património do Abastecimento de Água, FIPAG) for major cities; the Management of Water Supply and Sanitation Infrastructure (Administração de Infraestruturas de Abastecimento de Água e Saneamento, AIAS) for smaller cities and towns; Waters of the Maputo Region (Águas da Região de Maputo), which is owned by FIPAG; and the Water Regulatory Council (Conselho de Regulação de Águas, CRA).

Since 2010, rural water supply and sanitation has been coordinated through PRONASAR, which is striving to manage aid to the rural sector more effectively and to implement sector and institutional reforms that facilitate harmonisation and alignment. Community participation is promoted, with rural water points (e.g., boreholes with hand pumps) managed by voluntary committees.

Water and sanitation services are subsidised, and the tariffs paid by users cover only a limited portion of the actual costs. Capital investment largely depends on donor and aid finance. In 2006, it was estimated that 85% of funds came from grants and concessional loans. Increased donor confidence in Mozambique is reflected in growing levels of investment in programme support.

Key challenges to improving WASH service delivery in the country, as identified by the government of Mozambique, are as follows:

- Strengthening institutional capacity through progressive sector-wide reforms. The water sector has not yet managed to put in place a consistently strong leadership or build efficient and effective sector-wide systems. Influential sector donors continue to support independent programmes. Despite improved dialogue through coordination mechanisms like the Water and Sanitation Group (Grupo de Água e

Saneamento, GAS), the sector has yet to build a common fiduciary, implementation, and monitoring framework.

- Sustaining delivery of water and sanitation services. After more than a decade of emphasis on service expansion, service sustainability now needs urgent attention. Data from DNA indicate that over 40% of total water points added by the directorate each year are for the rehabilitation of existing points.
- Improving the state budget allocation lines for the water sector and sanitation sector and the definitions of the budget that is specifically for domestic water and sanitation.
- Continuing efforts to facilitate institutional development through the establishment of clear and accountable leadership and coordinated mechanisms to tackle, in particular, improvements in sanitation and hygiene.
- Strengthening sector coordination, monitoring, and impact evaluation systems to ensure that reliable and accurate data on sanitation and drinking water are available so that planning and decision making can be improved. While the sector has developed a national sector information system (Sistema Nacional de Informação de Água e Saneamento, SINAS), regular performance monitoring needs to be integrated into government processes. Data disparities need to be resolved, and information on financing needs improvement. This requires developing and strengthening capacities, particularly at subnational levels.
- Operationalising national mechanisms to improve the sustainability of sanitation and drinking water interventions. Decentralisation of water and sanitation governance is uneven and undeveloped. Municipalities have severe capacity constraints, despite assuming nominal responsibility for water and sanitation services. While policy and legislation are evolving with respect to municipal governance of water supply – as municipalities' mandates increase under the country's decentralisation process – steps must be taken to define the provision of sanitation as a clear municipal responsibility.

Capacity overall poses a significant sector constraint. Municipalities in general have limited human and financial resources (US\$3 to \$20 per capita per year in total municipal revenue). Their staffing arrangements and structures are only weakly articulated with their governance, management, and service responsibilities. Capacity constraints specific to the water sector include weaknesses in planning for services (in particular, spatial

and sanitation planning), in designing and implementing locally specific management models, and in introducing appropriate regulation for procurement and contracting of small-scale private sector providers and utilities. In general, limited managerial, financial, and administrative skills and systems within municipalities pose significant obstacles to ensuring effective and sustainable WASH services delivery.

3. Development of a water sector anti-corruption strategy

In April 2009, DNA initiated and supported an anti-corruption scoping study for the water sector. Its aim was to provide the basis for development of a sector anti-corruption strategy that would offer realistic, implementable, and widely owned recommendations and corrective actions. In keeping with the outcomes of the scoping study, development of the strategy began in 2011. Its overall objective was to promote a culture of improved transparency, accountability, and integrity and to encourage sector stakeholders to take actions to help prevent corruption.

At the time that DNA initiated the scoping study, PRONASAR and the Common Fund were under development within the framework of the water sector reform process. The UK Department for International Development (DFID), a major sector donor, conducted a fiduciary risk assessment and concluded that an anti-corruption strategy was needed. This position was supported by other major sector donors, including the governments of the Netherlands and Switzerland. The Dutch embassy further recommended that direct support funds from DNA be allocated to support the scoping and strategy development process, and suggested that an international organisation be contracted to undertake the work.

Other sectors, notably education and health, within the ambit of the Ministry of Public Works and Housing had developed anti-corruption strategies. The establishment of anti-corruption agencies at national level, media coverage and publications by independent monitoring groups such as the Centre for Public Integrity, and the introduction of clear procurement procedures and financial management systems also contributed to an increased awareness of the need for anti-corruption measures in the water sector.

The approach and methodology recommended in the scoping study were accepted as being most likely to achieve the objectives of the strategy, namely, to facilitate mainstreaming and institutionalisation of recommendations to prevent and mitigate corruption risks in the water sector.

3.1 Key features of the strategy development process

Broad scope. The strategy was developed by a consulting team under the supervision of DNA, which made a commitment to lead the implementation and to set an example of how integrity within the sector might be strengthened. The action plan focused on the activities of DNA and of agencies closely related to the directorate. But the findings and lessons were intended to guide water and sanitation service delivery and water resources management in rural and urban areas. This required uptake by a broad range of organisations at national, provincial, and district levels.

Multi-stakeholder process. To promote ownership of the strategy and commitment to its implementation, a process of multi-stakeholder engagement was incorporated in the design. Regional consultations were organised and a reference group representing major sector stakeholders, national anti-corruption agencies, and civil society was established to provide inputs to the methodology and comments on draft findings and reports.

Capacity building. Awareness raising and capacity development activities were undertaken through workshops at national and provincial levels. These workshops sought to encourage positive and constructive engagement and to build the capacities and commitment required for implementation of the strategy.

New evidence. The data-gathering process included corruption risk mapping through participatory workshops, integrity surveys, and key informant interviews with households, public officials, and private sector companies. Findings were analysed to identify corruption types, early warning indicators, and preventive measures.

Learning from others. Strategy development was also informed by international experiences (e.g., efforts by the Southern African Development Community) and local best practices with anti-corruption in the water sector. This helped actors look forward and develop confidence that corruption in the sector could be tackled.

3.2 Approach followed in the strategy development process

The development of the sector strategy relied on a multi-pronged approach and was divided in four phases:

- Raising awareness among key stakeholders;
- Diagnosis of corruption and mapping of corruption risks;
- Documentation of good anti-corruption practices;

- Developing a sector strategy, including an action plan

Inception phase. The first phase aimed at raising awareness of the anti-corruption strategy development process among stakeholders. It established the basis for the engagement of actors across the water sector and developed a detailed plan for all activities.

Diagnosis. In a second step, corruption risks and experiences were identified in the water sector, including all service and administrative areas of DNA and agencies closely related to the directorate. To this end, data was collected through two main methods: a corruption risk mapping and integrity survey.

The corruption risk mapping provided a strong understanding of corruption in the Mozambican water sector. The methodology involved qualitative analysis based upon key information interviews, field trips, and review of documents. The main typologies of corruption in the sector were analysed, revealing how corruption manifests in the water sector in Mozambique. Within this framework, the main corruption risks were identified and prioritized. This allowed the identification of early warning indicators and potential preventative measures³.

A water integrity survey gathered information on the experiences and perceptions of the levels of integrity in the water sector by key stakeholders. This allowed researchers to identify the types and levels of corruption experienced by different groups, using household surveys and key informant interviews⁴.

In a third step, the consultancy team conducted the documentation of good practices to strengthen transparency, accountability, and integrity in water and other sectors, both in Mozambique and internationally. This enabled the exchange of experiences with different sector stakeholders about effective approaches to anti-corruption by both governments and civil society and sharing of practices that may have the potential for wider application.

3.3 Strategy and action plan development

In the last step, a targeted anti-corruption sector strategy and action plan were developed, based on the results of the risk mapping, surveys, and consultations. The objectives of the strategy were aligned with the minimum requirements for efficient, effective, affordable, sustainable, and equitable water resources management and delivery of water and sanitation services. The strategy addressed the following:

- Policy, legislative, and regulatory framework, institutions, and instruments;

- Planning and budgeting mechanisms and processes;
- Financing and resource allocation mechanisms and procedures;
- Management and procurement mechanisms for human resources, assets, infrastructure, and services;
- Monitoring systems and procedures;
- Reporting systems; and
- Effective regulation.

Figure 1 sets out the vision, goal, and objectives of the Mozambican water sector’s anti-corruption strategy. The strategic approach aimed to strengthen the accountability-related roles and functions of three main sets of actors – public agencies, service providers, and consumers – and to build accountability links between these actors.

4. Management roles and stakeholder engagement

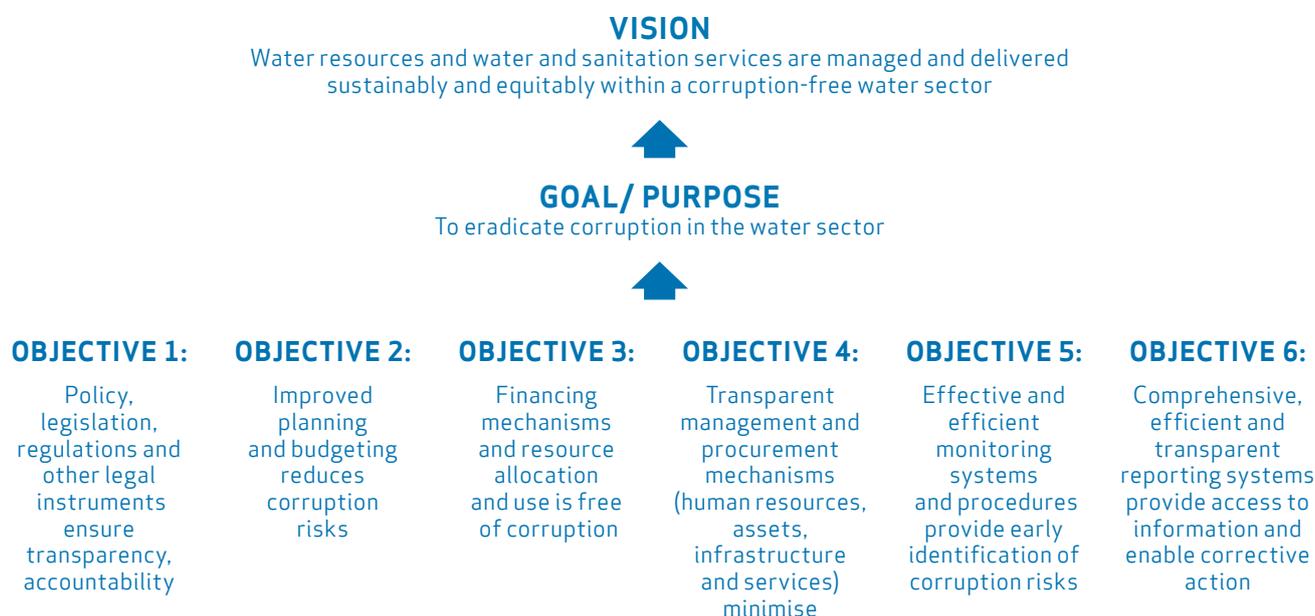
The Planning and Control Unit (Gabinete de Planificação e Controlo, GPC) within DNA, responsible for water sector planning and monitoring, took the lead and worked with a team of international and local consultants to develop the

strategy. A full-time team leader was physically located within GPC for the duration of the contract, supported by a local consultant with significant experience in public sector reform and strategy development in other sectors. The team received management support from a local water sector organisation, Prowater Consultores, and support from an international think-and-do tank, IRC, which had undertaken the scoping study.

In the second year of the two-year strategy development process, as part of an internal restructuring within DNA, direct oversight of the strategy development process was shifted from GPC to the Office of Strategic Studies (Gabinete de Estudos Estratégicos, GEE), which is responsible for managing and overseeing sector strategy development processes.

The scoping study recommended a sector-wide scope for the strategy. This subsequently changed to a focus on DNA, and later changed back again to a sector-wide scope. These changes reflect anomalies of the water sector itself – a sector that straddles rural and urban water services (which are linked to sanitation and hygiene promotion) and also includes water resources management, planning, conservation, and protection. In most countries, there are weak linkages between water resources and water services. Rarely are there adequate linkages with hydropower. In Mozambique, further fragmentation arises from the role of decentralised provincial and local government structures, which are institutionally

Figure 1: Vision, goal, and objectives of the water sector anti-corruption strategy in Mozambique
(Source: Author)



accountable to the Ministry of State Administration rather than to the Ministry of Public Works and Housing (MOPH) – the ministry under which DNA operates.

The water sector includes several subsectors and is less coherent than, for example, the education or health sector. This makes for complex choices in determining the lead ministry, directorate, or department, as well as the scope of sector strategies. These choices, in turn, have implications for mainstreaming and action planning. Although DNA is the sector leader and comes under the MOPH, many of the actions to prevent corruption in the water sector would need to be implemented by sector actors outside the areas of responsibility of both the MOPH and DNA.

A sector reference group was convened, and strategy development activities were undertaken at all levels in order to overcome fragmentation and strengthen buy-in and commitment of a wide range of sector actors. Nevertheless, in practice there was very little engagement of civil society and consumers, except as participants in the water integrity study. This may reflect the limited role of local civil society in the water sector, as well as government leadership of the strategy development process. In addition, administrative and managerial delays and shifting donor priorities at a time of global economic crisis may have reduced the urgency of the process and contributed to participation fatigue. Despite a good start, it became difficult to sustain engagement in the sector reference group over time.

Managing a multi-stakeholder process in a sensitive area such as water is clearly demanding in terms of financial

resources, effort, and skill. The strategy development process was championed by a few senior public officials, notably the national director of DNA and the chief of GPC. But a lack of capacity, an overstretched staff, and competing priorities were constraints to sustaining multi-stakeholder momentum. Although those in charge of the strategy development process made significant efforts to engage a wide range of stakeholders, a two-pronged approach – one process with strong government leadership at central level, and another featuring coordinated social accountability and citizens' voice initiatives – would arguably have led to a stronger outcome.

The implications of the shift in direct oversight of the strategy from a unit responsible for planning and control to a unit responsible for strategy development within DNA itself are difficult to predict. But, critically, the strategy is still being championed by the DNA national director, who is confident of the support of the MOPH to generate and build on political will. The strategy has been submitted for approval by the DNA, and a first round of feedback has been addressed. Recommended actions and strategies will be integrated into DNA's annual planning process.

The work of the Water Integrity Network (WIN) provided useful guidance for the design of the overall methodology and for the water integrity study in particular. WIN also co-convened the good practices session as part of its mission to support in-country anti-corruption activities. WIN continues to support a local water integrity programme in Mozambique with three main objectives: (a) enhance capacities of sector stakeholders

Water Integrity Network

The Water Integrity Network was set up in 2006 as a multi-stakeholder network to fight corruption and promote integrity in the water sector. Some of the founding organisations included knowledge-focused institutions such as the Stockholm International Water Institute, the Water and Sanitation Program of the World Bank, and IRC, as well as Transparency International, the NGO where the network secretariat was initially hosted. With generous funding from European donors (e.g., the German, Dutch, Swedish, and Swiss governments), WIN has become a recognised presence at major global water events, such as the Stockholm World Water Week and World Water Forum, with its advocacy messages promoting transparency and integrity. WIN develops and documents a wide range of tools, publishes case studies and briefs, and supports numerous regional capacity-building events.

In 2011, WIN defined itself as an "action-orientated coalition ... to reduce and prevent corruption." Its focus has been on water and the poor in low- and middle-income countries. Although the network was initiated in the global North, it recognises that donors and companies based in high-income countries are frequently part of the corruption problem. Building coalitions and local actions at country level has been a significant challenge for WIN, with many efforts and some successes, but with resources necessarily spread thinly across the many countries.

The anti-corruption strategy process reported in this paper drew upon WIN expertise in other countries, such as water integrity surveys in Uganda. Arguably, WIN's interventions have been conservative, perhaps linked to its membership model, and there has been less scope for engagement

with actors who are not water sector professionals, such as citizens, journalists, politicians, and activists. WIN has not always been successful in engaging with some of the major players in sector reforms, including governments, the private sector, and major development banks or key bodies like the African Ministers' Council on Water. It has apparently made more progress in some subsectors like rural water supply, where the corruption challenge may not be as severe as in urban water and sanitation and dams. There has been little focus on water resources management.

Some recent milestones for WIN have included the first Water Integrity Forum, held in 2013. In 2014, WIN was established as an independent association registered in Germany. The network continues to keep the issue of corruption on the sector agenda and is facilitating conversations on the issue.

to supervise water sector plans, budgets and procurement processes; (b) increase transparency in the planning and budgeting cycle to enhance accountability and prevent illicit practice; and (c) raise awareness and promote evidence-based advocacy on water integrity through continuous multi-stakeholder dialogues.

5. Discussion of the approach and lessons learned

The effort undertaken by Mozambique's National Water Directorate (DNA) is the only instance known to the authors in which a lead department has allocated its own resources to development of a water sector anti-corruption strategy. This demonstrated notable commitment, with concerted efforts by the national director and strong interest from heads of departments and units within DNA. Major sector donors such as DFID, the Swiss Agency for Development and Cooperation (SDC), and the Royal Netherlands Embassy are complementing infrastructure development with investments in strengthening sector governance capacity, systems, and institutions at central and decentralised levels. Together, these trends have the potential to effectively integrate anti-corruption actions through sector reform processes in the water sector in Mozambique.

Nevertheless, sector fragmentation, limited resources, delays in implementation, and capacity constraints contributed to an imperfect strategy development process. In particular, civil society engagement and political leadership was limited.

The documentation of good practices revealed notable but isolated examples of improved accountability and information dissemination in the sector undertaken by different actors. Examples include the publication of rural borehole contract data (DNA), efforts to support domestic accountability (Netherlands Development Organisation), water point mapping (WaterAid), and district budget monitoring (Centre for Public Integrity).

However, it is clear that efforts to strengthen civil society engagement and social accountability through short-term, project-based initiatives are necessary but not sufficient to mainstream transparency and accountability in the sector. Long-term funding, preferably by the public sector, is needed to prepare civil society to undertake its role in monitoring and strengthening accountability in water resources and WASH services delivery. Given the pivotal role of districts in development and poverty reduction, efforts to strengthen the capacity of citizens to monitor the performance of local government should be continued, extended, and incorporated into sector anti-corruption mainstreaming actions. Setting institutional mechanisms for active citizen participation and meaningful dialogue

between state actors and citizens are important to ensure good sector governance.

Finally, the Mozambican experience highlights the importance of a clear commitment for successful sector reforms. There is no substitute for political will and administrative capacity in the development and implementation of sector anti-corruption strategies. Highly motivated officials, representing pockets of political will, need to be supported and linked up with each other. Collaboration among those invested in the strategy can build the momentum needed to implement the strategic recommendations and mainstream anti-corruption processes and practices in the sector. This general lesson can be applied to the water sector and other sectors, in Mozambique and other countries.

5.1 Lessons learned

Analysing the development of the water sector strategy in Mozambique offers the opportunity for other countries to learn from this experience. This section summarises a number of lessons that can be drawn from the process to date. Since Mozambique faces now the critical phase of implementing the sector strategy, the evolution of this process will offer more lessons to be learned in the future.

Leadership and scope. The scope of the strategy needs to be clear from the outset, and the selection of a lead agency needs to be appropriate for the scope. This is particularly important in a fragmented sector, because defined mechanisms are needed to ensure engagement, relevance, and accountability for actions formulated across subsectors. High-level political leadership is essential to support the commitment of officials and technical personnel within government departments.

Intersectoral links. In the context of decentralised water services delivery, the formal engagement of political and administrative structures of local government, through the ministry of state administration (or an equivalent) and local government associations, is crucial to water sector strategy development.

Mandates for action. A formally mandated multi-stakeholder reference group comprising sector leaders is needed to implement the strategy and action plan under the umbrella leadership of the ministry of public works and housing in collaboration with the ministry of state administration (or their equivalents in a given country).

A dual national-local process. Strategy development and mainstreaming processes led by national government (on the supply side) need to be complemented by locally driven social accountability processes and constructive media engagement (on the demand side). The best-practices component of the strategy development process

in Mozambique revealed pockets of excellence in social accountability at district level; these should be scaled up and strengthened through sector strategy implementation. This can have the dual effect of strengthening civil society and strengthening accountability linkages between civil society, government, and service providers. It can also enable the process to demonstrate and build on documented successes.

Information sharing. By strengthening monitoring and information sharing at decentralised levels, improved accountability through public administration can be piloted, demonstrated, and scaled up.

Multi-stakeholder engagement. Multi-stakeholder processes are complex, expensive, and time consuming. They require solid networking and facilitation skills, as well as consistent efforts to maintain momentum and feedback to stakeholders. Truex and Sørreide (2011, 29) note that

multi-stakeholder processes – involving representatives from civil society, government and the private sector – are increasingly viewed by donors as a means to promote improved service delivery and operational performance in natural resource sectors. The intention behind such initiatives is to promote dialogue, learning, and collaboration towards agreed goals and, often, the implementation of standards for better sector governance and performance. But the incentives of the various actors in these initiatives may not align with these objectives. Multi-stakeholder groups are often expected, implicitly or explicitly, to address corruption-related challenges in natural resource management. But potential conflicts of interest within the group, as well as the balance of power among stakeholders and other external constraints, are likely to inhibit their effectiveness.

Communication. Targeted communications to raise awareness of the consequences and costs of corruption are helpful motivators. This information needs to be made available through accessible communication channels and products.

Research and risk mapping. Combining corruption risk mapping and water integrity surveys to ensure diagnostic accuracy in action planning is important. The degree of detail and specificity required in diagnosis can be contentious. Some of the Mozambican respondents felt strongly that rigorous quantified data are required to identify corruption risks. Others felt that qualitative assessment can provide a sufficient basis for action while avoiding debate over numbers and defensiveness between actors in different subsectors.

Anti-corruption in the context of sector reform. Defining actions in a sector strategy requires a detailed understanding of the sectoral context and of sector reform processes. To use opportunities opened up by sector reform, anti-corruption actions need to be specific, limited, and incorporated into overall sector reform itself, in relation to, for example, the institutional responsibilities of various actors. In the Mozambican context, sector reform initiatives that offer such opportunities include provincial water and sanitation councils under the Management of Water Supply and Sanitation Infrastructure (AIAS); the sector-wide approach and collaboration under PRONASAR; and harmonisation of sector information systems through SINAS and the Mozambican Annual Platform (Plataforma Moçambicana de Águas, PLAMA). All three offer opportunities to reform sector transparency and accountability practices, link sector and local governance, and enable DNA to take a stronger role in sector oversight.

6. Recommendations for integrating anti-corruption in sectors

The following recommendations from the Mozambique experience may be useful to governments and partners seeking to integrate anti-corruption measures in sectors in other countries. These recommendations reflect expert views on how to take the strategy and action plan forward and best ensure its effective implementation.

While sector anti-corruption actions are often initiated by sector partners or leaders, mainstreaming activities to combat corruption needs to be implemented by a range of actors, both within the target sector and in other sectors. Leadership for mainstreaming needs to come from ministries with intersectoral mandates or through formal collaboration between different ministries.

Anti-corruption mainstreaming teams should be located within lead ministries and facilitated by a local team leader with credibility, experience in anti-corruption, and a combination of facilitation, networking, communication, and documentation skills. He or she must be supported by a team with a range of sector content and governance skills and experience. External or international backstopping support can lend credibility, objectivity, and a wider perspective. However, this requires extra efforts to ensure local ownership.

Regular communication of anti-corruption goals, strategies, and progress is crucial throughout the strategy development and implementation processes. Multiple channels (including flyers, posters, web-based tools, and others) can be used for enhancing communication during the development of the strategy and the

implementation process. Regular communication activities may influence people values and attitudes towards corruption by providing information on the measures to be implemented, the institutional commitment, consequences when corruption is detected, and the achievements of the reform.

Mainstreaming anti-corruption in sectors requires the participatory development of strategic actions to mitigate integrity risks and build on existing opportunities for anti-corruption reform. Complementary activities include:

- Public education programmes on corruption (both general and in the water sector), good governance, and the rights and responsibilities of citizens in local communities, along with the publication of materials that offer detailed explanations of anti-corruption systems, actions that constitute corruption, the consequences of those actions, and how honest members can safely report corrupt colleagues.
- Regular, systematic training and awareness raising of public officials and representatives on the causes and consequences of corruption and on public service ethics and professionalism. These sessions should include open conversations about what to do in different scenarios.

Sector anti-corruption actions need to be mainstreamed into human resources, regulatory, and performance management systems, tools, and practices. They should also be embedded in broader anti-corruption efforts within public administration and financial management. This requires high-level political support and commitment.

Government-led sector strategy mainstreaming processes, on the supply side, need to be complemented by locally driven social accountability processes and constructive media engagement, on the demand side. While government-led processes can institutionalise actions within the responsible public sector agencies, processes led by civil society have the advantage of fostering political will and generating pressure for people's concerns to be addressed.

Publicly accessible information on sector targets, plans, budgets, contracts, operations, and performance provides a basis for social accountability, and dissemination of such information needs to be systematised. Mechanisms to facilitate public access to sector information can make use of information and communication technologies (ICT) such as mobile phones and the Internet, as well as bulletin boards at district and municipal administrative levels. Such mechanisms are crucial drivers and enablers of social accountability and citizen voice.

The scope and role of the sector regulator is crucial in defining and implementing mainstreaming activities, including making sector and procurement information accessible to public scrutiny.

Separating sector roles and functions strengthens governance and enables better accountability. Specifically, defining the respective roles, functions, and reporting requirements of regulator, authority, and provider in the water and sanitation sector creates the conditions for accountability links between consumers, public authorities, and service providers. Together with the introduction of sector-wide approaches, this kind of role definition is often part of sector reform⁵. Corruption presents significant obstacles to sector reform, and thus mainstreaming anti-corruption within sector reform activities is a crucial element in recalibrating water reforms.

A broad culture of public service integrity is important to the successful mainstreaming of sector integrity. A well-designed and targeted campaign is needed to raise morale within the public service, enhance political will, and engender a culture of transparency, impartiality, integrity, and accountability. There are useful lessons to be learnt from similar campaigns in several countries, such as the Batho Pele campaign in South Africa, which has succeeded in improving service delivery by advancing core principles of service excellence in the public sector⁶. The campaign relies on different activities that raise awareness among public servants and citizens about the objectives of the key principles of service delivery. Complementary, the implementation of concrete steps to improve public service delivery take place through strategic planning sessions and other government structures.

Anti-corruption systems within the public service need to be reviewed, revitalised, and strengthened, and governmental and nongovernmental actors need to be made aware of how best to utilise them. Examples include mechanisms for reporting and filing complaints, such as telephone hotlines and complaint boxes; protection of witnesses and whistleblowers; establishment of council integrity committees, ethics and discipline councils in departments, and independent anti-corruption commissions; dissemination of lists of workers legally found to be involved in acts of corruption; and use of ICT tools, which can protect the anonymity of informants involved in documentation of corruption cases.

All such sector-level mechanisms can only be as effective as the governance context within which they operate. Strengthening accountability, transparency, and good governance remains central to mainstreaming of anti-corruption measures and mechanisms in any sector.

Notes

1. The text of Law 6/2004 is available at www.issafrika.org/cdct/mainpages/pdf/Corruption/Legislation/Mozambique/Mozambique%20Anti-corruption%20mechanisms.pdf. For additional examples, see DFID (2013) and Martini (2012).
2. Along with other basic services, responsibility for water and sanitation is being slowly decentralised from national to provincial and district levels of government. Districts are increasingly responsible for providing and maintaining water and sanitation services.
3. The outcomes of the risk mapping exercise and integrity survey cannot be disclosed at request of the Government of Mozambique.
4. Tools and questionnaires are available on request from the authors. Contact Alana Potter at potter@ircwash.org or John Butterworth at butterworth@ircwash.org.
5. For example, in Mozambique, the definition of the scope and roles of the Water Regulatory Council (Conselho de Regulacao de Águas, CRA). See www.cra.org.mz/quemsomos.html
6. The Batho Pele (“People First,” in the Sotho language) initiative was introduced by the Mandela administration in South Africa in 1997. It aims to enhance the quality and accessibility of public goods and services by improving efficiency and accountability to recipients.

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Annex: Key informant interviews

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