

AFRICA RISK CONSULTING

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Tanzania Summary 8 May 2023

Controller and auditor general (CAG) Charles Kichere tables the 2021/2022 audit report in parliament on 6 April. The report reveals widespread mismanagement of public funds by state institutions, including irregular procurement methods and an inflated invoice for an aircraft. Although President Samia Suluhu Hassan (2021-current) responds on 9 April by firing agency bosses, opposition parties state more action is needed. Government and three Australian companies sign deals worth \$667m for the mining of critical and rare earth minerals on 17 April. Tanzania continues to position itself as the regional mining hub for essential minerals for clean energy technologies as companies seek to diversify away from China. However, lingering fallout from former president John Magufuli's (2015-2021) mining legislation stands to compromise Hassan's efforts to rehabilitate the country's investment image. Specifically, Australian mining company Indiana Resources threatens to seize aircraft from Air Tanzania Company Limited (ATCL) if \$96.8m in compensation for the government's 2019 expropriation of its Ntaka Hill nickel project is not paid out.

Government reacts to gross misappropriation of funds revealed in audit report

The controller and auditor general (CAG) **Charles Kichere** tabled the **National Audit Office's (NAO)** audit report for the 2021/2022 financial year to parliament on 6 April, unveiling rampant mismanagement of \$33m of public funds by various government institutions.¹ Despite President **Samia Suluhu Hassan's** (2021-current) efforts to improve transparency, efficiency, and effectiveness, the report revealed a "critical need for significant and immediate interventions" in the financial management practices of regional administration and local government.²

In the audit, Kichere documented over \$1.6 billion worth of irregularities in the funds allocated for the **Covid-19** socioeconomic recovery and response plan and revealed notable misspending through irregular payments of motor vehicles and failure to follow procurement legislation.³ Officials in the health ministry allegedly paid \$8m to **Toyota Tanzania** and the **United Nations Children's Fund (UNICEF)** for the purchase of vehicles which were never delivered, and the president's office, regional administration, and local government did not follow procurement regulations and withhold 2% tax when paying \$597,269 to a motor vehicle supplier.⁴

The report also highlighted significant anomalies in Tanzania's development projects, outlining that 90% of the projects received an "unqualified" opinion on their financial statements which, in addition to unrealistic project durations and poor compliance with contract management, calls into question some of the large infrastructural projects embarked on by Tanzania in recent years.⁵ The auditor noted that the **Tanzania Railway Corporation (TRC)** failed to follow competitive tender procurement methods for the **Standard Gauge Railway (SGR)** project which ultimately increased the cost of phases 3 and 4 of the railway by \$742m compared to phases 1 and 2.⁶ It emerged that in

¹ The Exchange, 14 Apr 2023

² Annual General Report for Regional Administration and Local Government FY 2021-22, NAO.go.tz

³ Quartz, 6 Apr 2023

⁴ The Exchange, 14 Apr 2023

⁵ Annual General Report on the Audit of Development Projects FY 2021-22, NAO.go.tz

⁶ Annual General Report on the Audit of Development Projects FY 2021-22, NAO.go.tz

February 2020 TRC accepted a \$1.46 billion loan from **United Kingdom**-based **Standard Chartered Bank** on the condition that the government give the tender to **Turkish** construction firm **Yapi Merkezi**.⁷ Kichere also noted irregularities in the purchase of locomotives and passenger coaches, identifying that TRC twice rejected tenders from the lowest bidder at an offer of \$263.4m to make a “*non-competitive*” purchase of \$478m.⁸

National carrier **Air Tanzania Company Limited (ATCL)** also came under scrutiny with a \$50m discrepancy between the amount stated in the initial payment contract and the invoice presented to the government for a Boeing 767. The final instalment for ATCL’s first **Boeing 767** freighter in the original purchase contract agreed with the **United States (US)** plane manufacturer was \$37m yet the government received an inflated invoice of \$86m.⁹

Hassan stated in reaction to the report that “*we are killing our own country*”.¹⁰ Following this, a press statement conveyed on 9 April that she dissolved TRC’s board and revoked the appointment of **Tanzania Government Flight Agency (TGFA)** director **John Nzulule**.¹¹ **Salum Hamduni**, the director general of the **Prevention and Combating of Corruption Bureau (PCCB)**, announced that Hassan had authorised the recruitment of an additional 322 officers to reinforce the agency’s fight against corruption.¹² Although Hassan’s tough response was commended by human rights activists, academics, politicians, businessmen, and legislators, opposition party **Chadema**’s secretary general **John Mnyika** emphasised that amidst the ongoing cost of living crisis, Tanzanians “*deserve more*” and that it should be a top priority that those involved in defrauding the government should be tried before a judge.¹³ Opposition party **ACT Wazalendo** leader **Zitto Kabwe** called for the government to provide an in-depth explanation regarding the misuse of funds. He proposed the formation of a special parliamentary probe committee to investigate key issues raised by the audit report.¹⁴

The prevalence of corruption and mismanagement of public spending in Tanzania does not come as a surprise. **German**-headquartered **Transparency International**’s **2022 Corruption Perceptions Index** scores Tanzania 38 out of 100 in the perceived levels of public sector corruption.¹⁵ Tanzania is also listed among 124 countries that have neither improved nor deteriorated in the level of corruption between 2012 and 2021.¹⁶ Similarly damning audit reports from the CAG is also not new - in Hassan’s first weeks of office, Kichere presented her with the 2020/2021 financial report which outlined “*endemic levels of financial mismanagement in state agencies*” with irregular transactions amounting to TSh 3.366 trillion (\$1.42 billion).¹⁷ The 2019/2020 report detailed TSh 1.595 (\$675.8m) in irregular transactions.¹⁸

Although the recent audit report presents a significantly higher amount, it is likely attributed to greater transparency and freedom of reporting rather than an increase in corruption. Hassan has expressed her determination to decrease corruption and weed out loss-making and inefficient state institutions. If the CAG’s revelations and recommendations are followed up by thorough action it will provide positive incentives for businesses operating in the country. However, the precedents are low, as Kichere highlighted that the implementation of recommendations was consistently below 50% for the last five years.¹⁹ Nonetheless, awareness of the problems and in which institutions/sectors they exist is a huge step towards tackling them.

⁷ Bloomberg, 12 Apr 2023; The Standard, 14 Feb 2020

⁸ The East African, 10 Apr 2023

⁹ The East African, 16 Apr 2023

¹⁰ The Chanzo, 10 Apr 2023

¹¹ Daily News, 9 Apr 2023

¹² CGTN, 7 May 2023

¹³ The Chanzo, 10 Apr 2023

¹⁴ The Citizen, 11 Apr 2023

¹⁵ Transparency International, transparency.org

¹⁶ The Citizen, 4 Feb 2023

¹⁷ AB Magazine, Sep 2021

¹⁸ The Citizen, 30 Apr 2022

¹⁹ Annual General Report for Regional Administration and Local Government FY 2021-22, NAO.go.tz

New deals for critical minerals provide big boost to mining sector

Hassan witnessed on 17 April the signing of deals worth \$667m between the government and three **Australian** companies to mine graphite and rare earth minerals.²⁰ **Evolution Energy Minerals Ltd (EEM)**, **EcoGraf (EGR)**, and **Peak Rare Earth Limited (Peak)** signed the deals based on the formulation of joint ventures (JVs) with 84% company and 16% Tanzanian state shareholder format. Targeted at the exploration, extraction, and processing of strategic critical minerals essential for the clean energy transition, the projects are expected to fuel economic activities along value the chain. Tanzania's graphite reserves are estimated at 17 million tonnes, ranking 6th globally.²¹

The **World Bank** reported in 2020 that the production of minerals critical for clean energy technologies such as graphite, lithium, and cobalt, could increase by nearly 500% by 2050.²² As countries look to diversify from **China** for materials to meet increased demand, Tanzania's graphite deposits have received increased international attention. The recent deals follow the February agreement between Australian mining company **Magnis Energy Technologies** (through its Tanzanian subsidiary **Uranex Ltd**) and **United States (US)** electric vehicle (EV) company **Tesla** to supply flake graphite for EV batteries.²³

During the signing, EEM's managing director **Phil Hoskins** and executive director **Michael Bourguignon** signed framework and shareholders agreements with the government to develop the **Chilalo Graphite Project** in **Lindi** with an initial investment of \$100m.²⁴ The agreements outlined the relationship between EEM's UK subsidiary **Evolution Energy Minerals UK (EEMUK)** and the government in the newly created JV company **Kudu Graphite**.²⁵ Managing director of diversified battery anode materials company EGR, **Andrew Spinks** signed a framework agreement with the government for the development and operation of its **Epanko Graphite project** by the recently formed JV entity **Duma TanzGraphite**. The parties agreed on an initial investment of \$127.7m and the government has issued Duma TanzGraphite a life-of-mine Special Mining Licence (SML).²⁶

Peak and the government signed a framework agreement for the development of the **Ngualla Rare Earth Project** with an initial investment of \$439m.²⁷ The agreement followed the recent JV establishment of **Mamba Minerals Corporation Limited (MML)** which will own and operate the Ngualla and **Mamba Refinery Corporation Limited (MRL)** which will own and operate any future Tanzanian refining and downstream operations.²⁸ The government granted a SML to MML for a term of up to 30 years on 25 April.²⁹

Peak revealed on 2 May that it had raised an \$18m investment and its largest shareholder, **China-based Shenghe Resources Holding Co Ltd**, expressed commitment to increasing their shareholding to 19.9% subject to approval.³⁰ A recent bankable feasibility study (BFS) predicted that the project would require a \$321m investment with an expected average of \$538m in annual revenues.³¹ Executive chairperson **Russell Scrimshaw** stated that a final investment decision is expected before end of September 2023.³²

²⁰ The East African, 19 Apr 2023

²¹ Tanzania Invest, 18 Apr 2023

²² The World Bank, Worldbank.org, 11 May 2020

²³ Business Insider, 1 Mar 2023

²⁴ Evolution Energy Minerals, ev1minerals.com.au, 18 Apr 2023

²⁵ Evolution Energy Minerals, ev1minerals.com.au, 8 Mar 2023

²⁶ African Review, 26 Apr 2023

²⁷ Reuters, 17 Apr 2023

²⁸ Peak Rare Earths, peakrareearths.com, 18 April 2023

²⁹ Peak Rare Earths, peakrareearths.com, 26 April 2023

³⁰ The Citizen, 2 May 2023

³¹ The Citizen, 2 May 2023

³² Mining Technology, 2 May 2023

These deals push Tanzania closer to achieving its goal of boosting the mining sector's contribution to GDP to 10% by 2025. Minerals minister **Doto Biteko** stated that the government currently expects to surpass the target as data from December showed that the sector was already contributing 9.7%.³³ Biteko further remarked that these deals help position Tanzania as a “*major player*” in the international rare earths sector and global decarbonisation initiatives. Domestically, the deals support local employment and infrastructure development and provide Tanzania with a sizeable boost in revenue through dividends, royalties, and taxes.³⁴

Through her many state visits and emphasis on improving international business relations, Hassan has been actively promoting Tanzania as a strategic investment destination. Due to its natural resources and access to road, rail, and seaports, Tanzania has the potential to be one of the continent's leading exporters of graphite and other critical minerals.

Lingering Magufuli-era mining projects threaten Hassan's efforts

Despite Hassan's efforts to create an investor-friendly environment, unresolved disputes in the mining sector stemming from former president **John Magufuli's** (2015-2021) investor adverse policies stand to dampen Hassan's goals. Magufuli amended the mining sector legislation in 2017 through the mining (local content) regulations which cancelled all previously issued retention licences and resulted in mining rights being appropriated by the government. Mining companies such as Australia's **Indiana Resources**, Canada's **Montero Mining and Exploration**, and Canadian **Winshear Gold Corp** have all filed claims with the World Bank's **International Centre for Settlement of Investment Disputes (ICSID)** against Tanzania for the expropriation of retention licenses.³⁵

Indiana Resources lodged its claim with ICSID in July 2021 for compensation over the expropriation of the **Ntaka Hill** nickel project in 2019. Due to accrued interest, the demanded compensation currently stands at \$96.8m.³⁶ When the mining company visited the Ntaka Hill site in October 2022 during negotiation meetings with the government they found that the site had been developed by a third party and a substantial amount of the previously identified nickel had been extracted.³⁷ Indiana Resources warned on 11 April that it would, if necessary, resort to seizing ATCL aircraft if the compensation is not paid out. Executive chairwoman **Bronwyn Barnes** told the Africa-focused news organisation **The Africa Report** “*Tanzania took my asset. I'm quite happy to do the same.*”³⁸

Tanzania's attorney general **Eliezer Feleshi** dismissed Barne's threats as “*speculation*” and maintained that while court procedures are ongoing, parties must await discussion of the issue until a formal judgement is made. Although the ICSID has not set a date, Indiana Resources is hopeful for a favourable decision in the third quarter of 2023.³⁹

It is in the government's interest to resolve these lingering and costly after-effects of Hassan's predecessor quickly and quietly whilst also improving the domestic economic situation. Owing to increased attention on the country's mining sector potential, the government will be under scrutiny to uphold new and old deals according to international expectations and standards.

³³ The Citizen, 19 Apr 2023

³⁴ African Review, 19 Apr 2023

³⁵ The Africa Report, 10 Feb 2023

³⁶ Ch-Aviation, 13 Apr 2023

³⁷ CH Aviation, 13 Apr 2023

³⁸ The Africa Report 11 Apr 2023

³⁹ The Citizen, 16 Apr 2023

Planner

21-27 May **Arusha (Tanzania)** FESTAC Africa 2023

31 May-3 Jun 2023 **Arusha (Tanzania)** UNESCO World Heritage conference

5-9 Sep 2023 **Dar es Salaam (Tanzania)** Africa's Food System Forum (AGRF) Summit

20-21 Sep 2023 **Dar es Salaam (Tanzania)** Tanzania Energy Congress

20-27 Sep 2023 **Dar es Salaam (Tanzania)** Chinese investment and trade visit

3-5 Oct 2023 **Dar es Salaam (Tanzania)** Tanzania Health Summit

6-8 Oct 2023 **Dar es Salaam (Tanzania)** Swahili International Tourism Expo (SITE) 2023

25-26 Oct 2023 **Dar es Salaam (Tanzania)** Tanzania Mining & Investment Forum

11-13 Dec 2023 **Arusha (Tanzania)** European Alliance for Innovation (EIK) International Conference on Emerging Technologies for Developing Countries

2023 **(Tanzania)** Commencement of construction of **Bagamoyo** Port

2024 **(Tanzania)** Local elections

2025 **(Tanzania)** Expected commencement of construction of **Lindi**-based LNG project

2025 **(Tanzania)** General elections

Chronology

6 May 2023 **Zanzibar (Tanzania)** *Daily News*. Infrastructure, communications and transport ministry signs a Memorandum of Understanding (MoU) with **China Harbour Engineering Company (CHEC)** to conduct a feasibility study for the construction of the **Wete** port in north **Pemba** and the **Kizimkazi** port in **Unguja**;

5 May 2023 **Dar es Salaam (Tanzania)** *The Citizen*. Russian ambassador to Tanzania **Andrey Avetisyan** states that the Russian government is negotiating a bilateral agreement with the **Tanzania Civil Aviation Authority (TCAA)** to establish direct flights between the two countries;

5 May 2023 **Seattle (United States)** *Daily News*. Tourism and natural resources ministry permanent secretary **Hassan Abasi** signs a Memorandums of Understating (MOUs) with the **United States** Major League Soccer (MLS) team **Seattle Sounders**, National Football League (NFL) team **Seattle Seahawks** and National Basketball Association (NBA) team **Portland Trailblazers** in bid to increase promote Tanzania's tourism and investment opportunities;

4 May 2023 **Dar es Salaam (Tanzania)** *Daily News*. Culture, arts, and sports minister **Pindi Chana** announces that Tanzania has been unanimously elected to host the **African Union Sports Council of Region IV** secretariat headquarters;

4 May 2023 **Zanzibar (Tanzania)** *The Citizen*. The initial talks held in Zanzibar between **Ethiopia's** government and the **Oromo Liberation Army (OLA)** rebel group end without agreement as both parties acknowledge the need to continue talks aimed at resolving the conflict;

3 May 2023 **Dar es Salaam (Tanzania)** *The East African*. **Energy and Water Utilities Regulatory Authority (Ewura)** increases the price of petrol and diesel due to changes in oil prices in the global market, transportation costs and the value of the shilling compared to the **United States** dollar;

3 May 2023 **Dar es Salaam (Tanzania)** *Market Watch*. **Bank of Tanzania's (BoT)** monthly economic review for April 2023 reports Tanzania's diamond exports are valued at \$57.6m in the year ended March, increasing from \$19.2m in the previous year;

3 May 2023 **Dar es Salaam (Tanzania)** *Business Insider*. **Tanzania Communications Regulatory Authority (TCRA)** reports an overall penetration rate of 98% due to positive strides made by the telecom industry in expanding access to communication services throughout the country;

2 May 2023 **Zanzibar (Tanzania)** *US Embassy in Tanzania*. **United States (US)** ambassador to Tanzania **Michael Battle** meets with Zanzibar President **Hussein Mwinyi** to discuss boosts in trade and investment, unlocking the blue economy, and deepening partnerships in the health, education, and good governance sectors;

30 Apr 2023 **Dar es Salaam (Tanzania)** *The East African*. Treasury registrar **Nehemia Mchechu** directs the heads of Tanzania's 298 commercial and service parastatal institutions to re-assess their performance and formulate succession plans in an **International Monetary Fund (IMF)** approved push to restructure institutions failing to achieve profit;

1 May 2023 **Dar es Salaam (Tanzania)** *The Citizen*. President **Samia Suluhu Hassan** announces the reinstatement of the annual salary increase for public service employees;

1 May 2023 **Dar es Salaam (Tanzania)** *The East African*. Health minister **Umyy Mwalimu** increases the death toll from **Marburg virus disease** to six;

28 Apr 2023 **Dar es Salaam (Tanzania)** *The Chanzo*. Minerals minister **Doto Biteko** confirms to members of parliament (MPs) that the government has started the process of establishing its national gold reserve and has to date purchased 400kg of gold;

28 Apr 2023 **Dar es Salaam (Tanzania)** *The Citizen*. Deputy works and transport minister **Godfrey Kasekenya** says talks with prospective investors of **M/S China Overseas Engineering Group Company (COVEC)** to build a 50-km bridge linking **Zanzibar** with mainland Tanzania are in advanced stages;

28 Apr 2023 **Dar es Salaam (Tanzania)** *The East African*. President **Samia Suluhu Hassan** and **Rwandan** President **Paul Kagame** meet in Dar es Salaam to discuss a new partnership based on developing ICT-based trade and business services for mutual benefit;

27 Apr 2023 **Zanzibar (Tanzania)** *The East African*. Zanzibar hosts the **Kenya** and **Norway**-mediated peace talks between the **Ethiopian** federal government and the **Oromo Liberation Army (OLA)**;

27 Apr 2023 **Dar es Salaam (Tanzania)** *BBC News*. **Kenya**, Tanzania, and **Uganda** submit a joint expression of interest with the **Confederation of African Football (CAF)** to host the **2027 Africa Cup of Nations**;

26 Apr 2023 **Dar es Salaam (Tanzania)** *The Citizen*. **Tanzania Communications Regulatory Authority (TCRA)** reports that mobile money subscriptions reached 44.35 million subscribers by the end of March 2023;

25 Apr 2023 **Dar es Salaam (Tanzania)** *Africa News*. The **International Monetary Fund (IMF)** approves the first review of Tanzania's three-year extended credit facility, allowing immediate disbursement of about \$153m in budgetary support;

25 Apr 2023 **Dar es Salaam (Tanzania)** *The Citizen*. **Tanzania Investment Centre (TIC)** corporate affairs director **Suleiman Mnzava** states that the **Investment Act 2022** regulations which reduce the minimum investment capital threshold for a business owned by a Tanzanian from \$100,000 to \$50,000 are currently at the vetting stage by the attorney general;

25 Apr 2023 **Dar es Salaam (Tanzania)** *The Citizen*. Foreign affairs and East African cooperation minister **Stergomena Tax** announces that about 200 Tanzanian nationals have been evacuated from war-zoned **Sudan**;

22 Apr 2023 **Dar es Salaam (Tanzania)** *The East African*. Foreign affairs and East African cooperation minister **Stergomena Tax** denies any knowledge of the presence of former

Burundi prime minister **Alain-Guillaume Bunyoni** amidst reports indicating that Bunyoni had escaped from his **Bujumbura** home to Tanzania;

20 Apr 2023 **Dar es Salaam (Tanzania)** *The Citizen*. **United States**-headquartered credit rating agency **Moody's** rates Tanzania B2 positive and acknowledges a lessening of political risks under the government's "new approach of more active engagement with the international community and its structural reform agenda;"

20 Apr 2023 **Tallinn (Estonia)** *Daily News*. **Information and Communication Technologies Commission (ICTC)** director general **Nkundwe Mwasaga** leads a delegation of 11 officials to collaborate with Estonia's e-Governance Academy and the Association of Information Technology and Telecommunications (ITL);

20 Apr 2023 **Dar es Salaam (Tanzania)** *Daily News*. **United States (US)** embassy in Tanzania trains police officers and trainers of the **Dar es Salaam Police Academy (DPA)** in combatting forgery crimes.

19 Apr 2023 **Dar es Salaam (Tanzania)** *The Citizen*. The **World's Wealthiest Cities 2023** report by consultancy **New World Wealth and Henley Partners** ranks **Dar es Salaam** as the 85th wealthiest city in the world and 12th in **Africa**, boosted by growth in the number of high-net-worth individuals (HNWI) by 20% in the last decade;

17 Apr 2023 **Dar es Salaam (Tanzania)** *The Citizen*. **Dar es Salaam** port stands to benefit from dip in cargo volume handled by **Kenya's Mombasa** port;

16 Apr 2023 **Zanzibar (Tanzania)** *The Citizen*. President of Zanzibar **Hussein Mwinyi** orders the treasury to pay civil servants' April salaries early to enable the preparation of Eid El Fitr festivities;

16 Apr 2023 **Dar es Salaam (Tanzania)** *The Citizen*. **International Monetary Fund (IMF)** predicts that Tanzania's economy, now at \$85.4 billion, will grow into a \$136-billion economy by 2028, overtaking **Kenya** as **East Africa's** largest economy;

14 Apr 2023 **Dar es Salaam (Tanzania)** *African Development Bank*. Government, the **African Development Bank (AfDB)**, and the **French Development Agency (AFD)** sign agreements for two development project loans worth \$300m which will finance the construction of the 87.8-megawatt **Kakono Hydropower Plant**;

14 Apr 2023 **Dar es Salaam (Tanzania)** *Business Insider*. Under a bilateral agreement Tanzania and **Burundi** have put out a tender for the design and construction of the standard gauge railway (SGR) that will connect the two nations and pass through the **Democratic Republic of Congo (DRC)**;

13 Apr 2023 **Dar es Salaam (Tanzania)** *The Citizen*. **Tanzania Police Force** is holding 63 illegal immigrants from **Ethiopia** who were seized in **Njombe** region, with about 40 others said to be on the run, after they snuck into Tanzania via **Nairobi (Kenya)** and **Mombasa (Kenya)** on their way to **South Africa**;

9 Apr 2023 **Mtwara (Tanzania)** *Xinhua*. Mtwara regional commissioner **Ahmed Abbas** says that at least 1,800 people have been left homeless after their houses were submerged by flash floods caused by the ongoing heavy rains;

8 Apr 2023 **Dar es Salaam (Tanzania)** *The Citizen*. **Controller and Auditor General's** 2021/22 audit report highlights that pension funds, the **Public Service Social Security Fund**, and the **National Social Security Fund**, have invested trillions of shillings in loss-making high-rise buildings due to lack of tenants;

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