



**policy forum**



270 Kiko Avenue  
Off Old Bagamoyo Road.  
Mikocheni B,  
P.O Box 38486  
Dar es Salaam,  
Tel: +255 2772611  
Fax: +255 2701433  
Mobile: +255 22 782 317434

## Mid-Year Progress Report

January to July 2011

# Policy Analysis mid-year progress report – 2011

**Objective 1:** The effectiveness of the accountability system including planning, expenditure, performance, integrity and oversight of government at both central and local level is systematically analyzed and monitored, and the resulting evidence is used by a broad base of civil society and advocacy groups to improve the effectiveness and quality of their advocacy.

## **The 2011 Annual Plan:**

In keeping with objective 1 of the strategic plan for 2011/13 – as outlined above, the following is an update of the progress of implementation of activities agreed upon in the 2011 Annual Plan of the Budget Working Group (BWG). As you will note, most of the activities are reported as “work in progress” in view of the fact that most of the work is undertaken by the Budget Working Group which works as a team.

### **The Budget working Group Annual Plan for 2010.**

The 2011 Annual plan was formulated and approved as the guide for the work of the BWG in February, 2011.

### **Policy Briefs:**

We plan to produce five policy briefs this year. The focus of the briefs will be the national sector budgets for this financial year. The sectors to be covered are Agriculture, Education, Health, Revenue and Governance. The approach of writing the briefs follows the Social Accountability Monitoring cycle with special focus on the Strategic Planning and Resource Allocation process. The aim is basically to establish whether the procedures and requirements of respective sector strategic plans and budgets have been conformed to. Training on how to establish this was undertaken in May to a selected team of BWG members. Publishing of these briefs is planned for the end of August 2011.

Separate from this set of briefs, we produced a brief on entitled “*Strengthening Parliament’s Budget Oversight function: The case for a Parliamentary Budget Office*” has been produced in this regard. The brief provides a rationale for parliament’s involvement in the budget process and advocates for the establishment of a Parliamentary Budget Office (PBO) in supporting Parliament’s Budgetary Oversight function. Details of how we used the brief so are under objective 4.

**Enhancing BWG members' capacity to conduct budget analysis.**

A four day orientation workshop on Social Accountability Monitoring (SAM) was conducted to a select team of BWG members in May. The objective was to update members on SAM with special focus on Strategic Planning and Resource Allocation, to enable members acquire skills on how to go about preparing and writing the briefs for this year. At the end of the workshop, after the division of labour with respect to which member takes on what sector, it was agreed that the draft briefs will be submitted to the Secretariat on 15<sup>th</sup> August, 2011.

**Formulating a template for the citizen's budget.**

We have for a long time communicated with the Ministry of Finance following their commitment last year to produce this year's citizen's budget in collaboration with us. To-date however, they have not been forthcoming. We continue to pursue them regarding this undertaking and are committed to producing the citizen's budget for this financial year with or without their collaboration – owing to the importance of having it published. Our intention is to have the citizen's budget ready for circulation by 16<sup>th</sup> September, 2011.

**Localisation of the OBI.**

A concept note entitled "*Measuring budget transparency at local level*" was produced and circulated to members of the budget working group for comment. This project seeks to measure the degree of individual participation for purposes of representing their needs as well as the level of access to information around key stages of the budget process at local level on the overall. Discussion on how best to take this forward is going on in-house with the Manager for CSO Capacity Enhancement – as we envisage that this task can be undertaken together with SAM field research activities. In the mean time, we also seek to solicit the help of the International Budget Partnership to assist with experience on issues such as quality assurance and the development of indicators as well as share experiences on how it has been undertaken elsewhere so we can better craft ours before we take it forward. The first phase of this project will be a pilot phase after which we will plan on a full scale survey.

**Other Activities:**

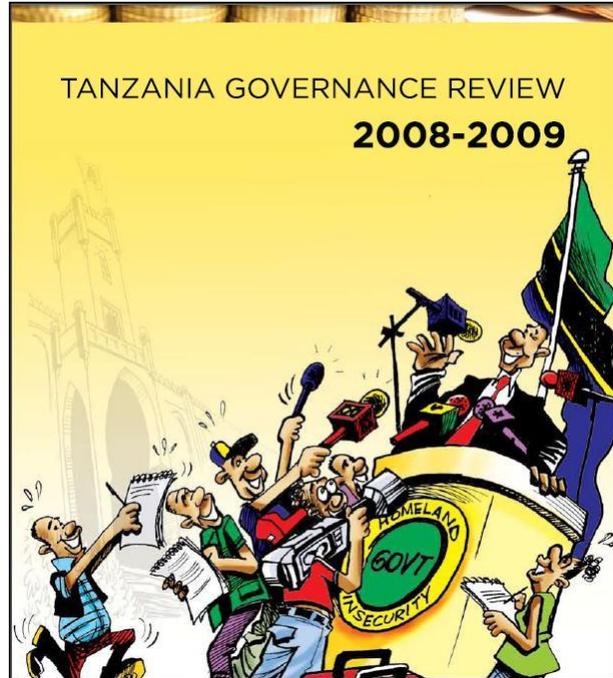
**Analysis of 2011/12 National Budget.**

In June, the BWG prepared an analysis and made a presentation on the national budget for financial year 2011/2012 at the regular monthly Policy Forum breakfast debate. Presentations were made by SIKIKA on the health budget and Tanzania Gender Network Program on gender related aspects of the budget.

### **Governance Study**

The secretariat has produced a governance study for the financial year in question which is aimed to be launched in August at the regular breakfast debate. In future, we intend to use the SAM approach to report on government's performance with regard to each of the five processes of the SAM cycle. The approach of taking on the task of writing the report as well as a division of labour has been agreed. Several preparatory meetings have been held at the secretariat in this regard. We are currently at the desk and field research stage – gathering materials that will facilitate the undertaking of this assignment.

We have set the commencement date for the task on 26<sup>th</sup> July, 2011.



### **Challenges.**

To date, the challenge with respect to these activities has been to get the BWG team to deliver upon activities timely – as and when needed – to achieve the desired impact. It is understandable, however, that members have other activities on their desks at their work places and that the extra BWG work adds on to that. We are pondering over how best this can be handled. We otherwise appreciate all the collective effort that is being put into the work that we deliver and the achievements that we have registered to date owing to the team work.

With regard to government commitment, we will continue to constantly follow-up on their promises and do all in our limits to ensure that they deliver upon prior commitments.

### **Conclusion**

With continued cooperation amongst its members, the BWG remains committed to its key objective monitoring and analyzing the effectiveness of the accountability system including planning, expenditure, performance, integrity and oversight of government at national and sub national levels.

**Objective 2:** The body of evidence produced by Policy Forum through analyzing and monitoring the accountability system is widely used in targeted advocacy strategies to policy makers, the media, civil society, the academic community and the general public in a manner that is accessible, interesting, relevant and useful to the intended target audience.

**2.1 Policy Forum Website and branding:** Data continues to show that, at least 2000 people visit our website on a monthly basis and a greater part of users are from within Tanzania. We also continue to update and upload various documents including reports, studies and news items regularly as a way of broadening our dissemination. The result of our website uploads is beginning to show fruit. Recently, a report for the UN on CSO participation in the SADC Regional poverty Observatory and National Poverty Observatories commended Policy Forum's posting of MKUKUTA-related documents online (See inset, right).

*"it is worth noting the profusion of documents produced and made available by the Tanzanian CSO's sites, by far the best example of all the countries studied in this research [CASE STUDIES: MOZAMBIQUE, TANZANIA, DEMOCRATIC REPUBLIC OF CONGO, ANGOLA, SOUTH AFRICA & MAURITIUS]. The **Policy Forum** and the Foundation for Civil Society have been doing a remarkable job on the coordination of CSO towards MKUKUTA. It must also be noticed the relatively abundant and easily accessible information, studies and analysis of government structures on poverty alleviation policies, especially MKUKUTA I and II. It is also by far the best government information stock and flux of information provided in the context of the cases studied in this research."*

As part of our branding, we also produced a members' directory for 2011 and launched it at the AGM in May. The purpose of the directory is to provide a contact details list of the organizations who are members of PF for the convenience of horizontal communication within the network.

**2.2 Evaluation of Policy Forum Publications:** This activity will take place towards the end of the year. Hence, Policy Forum will commission an independent consultant to do this activity.

**2.3 Popularization of Policy Documents:** This year we plan to produce popular versions of 4 publications. The agreed documents for popularization so far are:

1. A simplified and abridged version of the MKUKUTA II. This activity is done and 25,000 copies have been printed and soon will be disseminated to PF's members, public and different stakeholders.
2. A popular version of the new 2010 mining law. The first draft of the popular version is complete. Final edits and review are underway and PF intends to print 25,000 copies for general public consumption
3. A popular guide for citizens on the Constitutional review. PF commissioned *Jukwaa la Katiba* (CSO Constitutional Forum) to prepare this document prior to the country-wide public hearings planned for the review of the Constitutional

Review Bill. PF has printed 50,000 copies and disseminated to PF's members, the public and different stakeholders including participants of the Gender Festival. The objective of this publication is to enlighten citizens on the propriety of the process of reviewing the constitution and giving background on previous constitutional amendments in Tanzania. It also provides expert opinion as to how the process could be carried forward based on experiences from neighboring jurisdictions that have undertaken successful constitutional reviews.

4. A simplified version of *Utawala wa Kidemokrasia*. Since its first publication in 2005, there has been an unending demand from PF members and other stakeholders of this document, despite regular reprinting. Hence PF intends to reprint 25,000 copies for this year for dissemination particularly to areas where



members and different stakeholders have reported urgent need.

## **2.4 Breakfast Debates:**

Breakfast debates have continued to take place on the last Friday of each month. During the first half of 2011, the topics discussed have been:

**1. January:** *How do we confront the Challenges in the Politics of Reducing Emissions from Deforestation and Degradation?*

**2. February:** *New Constitution: How do we enhance broad citizen participation?*

**3. March:** *Do Capitation Grants Reach Secondary Schools?*



**4. April:** *Is CSO- Government Collaboration critical to Good Governance in Tanzania?*

**5. May:** *The East African Community: Is it taking off?*

**6. June:** *The 2011/12 Government Budget: Does it address what people expect?*

**7. July:** *Agriculture budgeting in Tanzania: does it work for the small-holder?*

Attendance has generally been good and media coverage has been encouraging too. Most of participants have been from public sector, high learning institutions, academia, civil society, development partners and the private sectors. Also, requests from PF's members and other stakeholders for slots in these debates have increased considerably from last two years. This, signify the understanding and value of these discussions and influence and impact that can bring in the general public.

**2.5 Communication with Members:** The communication strategy developed in 2008 continues to guide us in our day to day activities. For six months, we have continued sending weekly updates after thorough selection to suit our objectives and which are more relevant to our members. We, also, continue sending information packs with key documents to members with information that may be of interest on a monthly basis and also to assist our members whose access to internet connectivity and mobile phones is limited. Such information packages are either PF related publications or different publications from our members that are of relevance.

**2.6 Strategic Use of the Media:** For six months, Policy Forum and its members have continued working with the media in the following ways:

1. Social Accountability Monitoring (SAM) – Film. Since the beginning of this year, PF has been trying to source for experts who would write script for the film of 1hr 30min providing governance related messages. Script writers have been identified and towards the end of July they will submit the script (first draft) for

- review and comments. Once the script is done then PF will commission film maker for filming and look for a slot on TV.
2. Radio and TV spots: Since the start of the year, the major advocacy issues were the Constitutional Review Bill, 2011 which were drafted and released by the Government. Policy Forum, *Jukwaa la Katiba*, HakiArdhi and Legal Human Right Centre (LHRC) issued two press releases (in English and Kiswahili language) expressing their views and recommendations on the drafted bill.

**Objective 3: The capability of civil society organizations to understand and systematically monitor the accountability system is progressively enhanced, and the ability to engage more effectively in governance processes at both local and national level through evidence- based advocacy is improved.**

**Non-Dar based Members to effectively participate in quarterly meeting in 2011:** Policy Forum has facilitated the attendance of its upcountry members to AGM meetings so far (26 members in May at the AGM). The second quarterly meeting was done in 29<sup>th</sup> July 2011 whereby 30 upcountry members were invited.

**Institutionalization of SAM within GoT and its embedment in PF member activities:** Policy Forum has facilitated four members and one official from the government to attend fundamental of social accountability monitoring in South Africa (those members are Daraja, Sikika, AP200 and Concern Worldwide. From government, an official from the Prime Minister's Office – Regional and local Government (PMO-RALG) was invited. The idea behind involving PMO-RALG is so that they can have a better understanding of the SAM concept as they work with CSOs to create the enabling environment for civic actors implementing monitoring activities. This includes information provision to CSOs as well as creating spaces for them to engage at the local level. This engagement with PMO-RALG is showing promising signs that indicate increasing spaces for CSOs to influence policy. Recently, the Secretariat was invited to a meeting organized by ALAAT and PMORALG which involved among other things the idea to incorporate the SAM concept in the new Handbook for local government councilors.

Policy Forum was also invited to participate in a forum between President's Office – Public Services Management (PO-PSM) and CSOs on how to improve public ethics and integrity through experience sharing between the two. CSOs were given opportunity to present on the SAM concept, specifically on Public Integrity Management. During that meeting, PF was among the selected CSOs to produce a simplified handbook on public integrity that will be used by different stakeholders for training at local level.

Besides government, we have also made efforts to ensure that other PF members who are not working specifically on monitoring activities at the local level have a chance to grasp the SAM concept. For instance, we conducted training to BWG members on how to produce budget briefs using analysis tools that are available in the SAM approach.

**Two additional partner network/members CSOs/NGOs identified for Social Accountability Monitoring during 2011:** New partner networks were selected by members through the Policy Forum's Annual General Meeting (AGM) whereby TACOSODE and ANSAF were awarded partnerships with PF for the year 2011/2012. MoUs between the two partners have been developed and signed and for this July starting from 18<sup>th</sup> to 26<sup>th</sup> we will be conducting training in Ulanga with ANSAF before data collection and analysis. An implementation schedule for TACOSODE is also underway and activities are scheduled to start in September. We have also amended the selection criteria which were approved during the AGM together with the concept note

for partnership which clarifies the roles of each partner during the course of SAM implementation so as to improve the engagement and partnership.

**Strengthening and monitoring of the 2010/2011 SAM partnership implementation with UNGO & MIICO:** The Backstopping for MIICO & UNGO was done in March & June consecutively; the mentoring was on data analysis and how to read the budget documents. Two preliminary reports findings have been written and on early August we will be doing stakeholders feedback meeting before advocating for change.

**Construct Capacity Enhancement strategy:** Policy Forum has adopted a localized SAM course from CSA which will be used for training as capacity development to its members and partners. From the localized SAM course, Policy Forum has also developed a Facilitators' Guide which will be used by SAM facilitators during training with the aim of maintaining quality amongst those who impart the approach.

**Objective 4: Engagement by Policy Forum in national policy processes particularly on issues pertaining to the implementation of effective accountability systems is systematic, selective and strategic in order to enhance the quality of engagement and to engage where impact is most likely to be achieved.**

**4.1 Strategic and Selective Policy Engagement:** In seeking to influence Tanzania's governance structures and policy spheres, PF continues to coordinate the participation its members in these spaces. This year, we have engaged in the following ways:

- a) *Draft Constitutional Review Bill Public Hearing:* On the 7<sup>th</sup> of April 2011, Policy Forum supported the *Jukwaa la Katiba* to collate inputs from CSOs and present them during the public hearing. The inputs, including a Schedule of Amendments were well received by the the Parliamentary Committee on Constitution, Justice and Good Governance. CSOs asked for more time for the bill to be discussed amongst people. However, the bill was withdrawn from parliament amidst pressure from stakeholders and the public and is expected to be moved to parliament in November 2011.
- b) *MKUKUTA II monitoring platform for CSOs:* One of the outcomes of the 2010 CSO engagement in MKUKUTA II formulation that PF was coordinating, was the formation of a joint platform for engagement by CSOs (CSO-JPE). Policy Forum is part of this platform which aims to facilitate preparations for engagement dialogue in GBS, MKUKUTA, PER and the Aid Effectiveness Agenda amongst CSOs and with other stakeholders. This year Policy Forum has been participating in the activities of CSO-JPE with the view of strengthening CSO engagement in the Annual Policy Dialogue.
- c) *CDCF Litigation:* With technical support from the Legal and Human Rights centre (LHRC) the Litigation documents against the Constituency Development Catalyst Fund of 2009 have been lodged on the 15<sup>th</sup> of March 2011. Policy Forum, The Leadership Forum and LHRC are among the six petitioners who are being represented by Francis Stolla. The case is pending for proceeding before

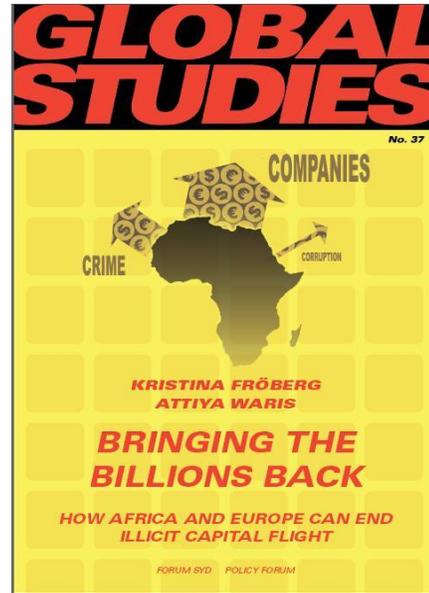
a panel of three judges. Namely, Judges Twaib, Utamwa and Mutungi. The case came for the first mention on the 4<sup>th</sup> of May 2011 of which the Respondent, the Attorney General, was required to file a reply to the petition. It was set for mention again on the 15<sup>th</sup> of June 2011 before judge Utamwa. The matter is coming again for mention before three judges on the 6<sup>th</sup> of October 2011.

The Petitioners request that the Court declare that the CDCF Act of 2009 contradicts the democratic principles and elements of constitutionalism under the Constitution of Tanzania, which uphold the rule of law and principles of accountability and good governance and provides for the principle of separation of powers amongst the three state organs under article 4 (2) of the said Constitution.

- d) *General Budget Support Day:* In May, we attended General budget support day in Dodoma at which we witnessed the signing of the Memorandum of Understanding (MoU) between Government and development partners. CSO's were not given space to air their opinions regarding the MoU and progress of various government commitments. A few opportunities were chanced informally with government officials and donors at the end of the GBS day meeting. BWG members will otherwise continue engaging in the Public Expenditure Review (PRE)/General Budget Support (GBS) Annual Review, which impact on the Budget Process in Tanzania, whenever we are invited.
- e) *Parliamentary Budget Office Advocacy:* A brief on entitled "Strengthening Parliament's Budget Oversight function: The case for a Parliamentary Budget Office" was produced with the view of advocating for the establishment of a Parliamentary Budget Office (PBO) in supporting Parliament's Budgetary Oversight function. A presentation based on this brief was made to parliamentarians at a meeting in Dodoma on 6<sup>th</sup> June. The presentations was well received in view of the fact that the members of Parliament were aware of the importance of having a PBO established and had even gone further to prepare a draft bill in support of establishment of the office. At the end of the meeting it was agreed that the members get fellow members of parliament in support of the bill to sign it after which it be submitted to the speaker as a private members bill. They thanked the Policy Forum for the good work done and urged us to make a similar presentation to a larger parliamentarians workshop including the Chairmen of all committees of parliament and other interested parliamentarians – stressing the importance of the presence of committee responsible for finance and economic affairs. We await submission of the Bill and look forward to pushing this activity through.

**4.2 Collaboration with others:** In continuing to build constructive alliances and relationships that help further our advocacy objectives, Policy Forum collaborated with the following:

- Tax Justice Network (TJN)*: In February, Policy Forum participated in the Annual Meeting of the TJN which was held during World Social Forum in Dakar, Senegal. The meeting involved a Pan Africa Seminar on Tax Justice where Policy Forum presented its work on advocacy in the extractive industries particularly its intervention during the 2010 legislation of the new Mining Act. During the TJN meeting Policy Forum, in collaboration with Forum Syd launched a report on how Civil Society and decision-makers in Europe and Africa can reduce or end illicit capital flight. Entitled "*Bringing the Billions Back*", the report explains the problem of illicit capital flight, how it happens, its magnitude, consequences for the poor, and measures needed to end it. It also presents illustrative case studies from Kenya, South Africa and Tanzania. The Tanzania case study comes from the work of the Budget Working Group (BWG) of Policy Forum.
- International Budget Partnership (IBP)*: Policy Forum is continuing its collaboration with the IBP. This year, together with SIKIKA and HakiElimu, we plan to work closely with IBP to co-host the launch of a global movement for budget transparency in Dar es Salaam in October. The launch will bring together activists from all over the world working on budget transparency and advocacy and draft a declaration of principles for budget transparency.
- Centre for Social Accountability (CSA)*: PF continues to work with the CSA based at Rhodes University in South Africa on building the capacity of CSOs in Tanzania to implement a rights-based approach to public accountability tracking at the local government level. This year, 10 CSO representatives including will be trained. In May, PF took part in CSA's strategic planning process, as part of helping them aligning their learning programme with the work of their stakeholders.



## Financial Issues

The total approved annual budget for 2011 is Tsh. **1,221,840,589/=**. The expectation was that fundraising would be completed and funds received during the first half of this year. However delays in finalizing our 3-year strategic plan (approved at the AGM on 06 May 2011) and in finalizing our audit for 2010 have forced us to delay. We began the year with a balance brought forward from previous year of **Tsh. 324,046,920**.

During the first seven months of the year, we have received disbursement amounting to **Tsh. 564,297,968.25** from **HIVOS, CIDA, American Jewish and PF member KEPA**. Of the total disbursement **US\$ 112,827 (Tsh. 169,579,282)** and **US\$ 35,500 (Tsh. 53,498,500)** from **CIDA** and **HIVOS** respectively were disbursements

relating to previous Strategic Plan. As at 31<sup>st</sup> July, Policy Forum had an equivalent bank and cash balance of **Tsh. 319,589,074.94**

### **Disbursements only**

<i>In Tanzanian shillings</i>			
<b>Year</b>	<b>Amount Budgeted</b>	<b>Amount disbursed</b>	<b>Amount spent</b>
<b>2011</b>	1,221,840,589	564,297,968	378,605,277

### **Budgeted Disbursements and pledges**

These are total of outstanding pledges that are expected to be realized in the current financial year and new pledges for new strategic plan. As shown in the table below the total budget is equivalent to **US\$ 814,560,393** compare to **US\$ 1,052,343** of amount obtained and budgeted for the year 2011

<i>In Tanzanian shillings</i>			
<b>Year</b>	<b>Amount Budgeted</b>	<b>Amount obtained and pledged for year 2011</b>	<b>Budgeted Surplus/ Deficit</b>
<b>2011</b>	1,221,840,589	1,574,963,325	353,122,736

Of the total amount pledged and obtained only 35% are total realized disbursements; this is equivalent to 46% of the total budget for the year 2011.

Furthermore the pledges for this year are summarized in the table below. The disbursement from American Jewish for this year (2011) was received at the end of last year (2010) and reported as a deferred income (other payable) in 2010 Financial Statements.

### **Summary of Disbursement Status for year 2011**

<b>Funding Agency</b>	<b>Amount Agreed in 2011 (in currency of agreement)</b>	<b>Status of Pledges for year 2011</b>
<b>Canadian International Development Agency</b>	CAN\$ 225,000	CAN\$ 112,500 disbursed (Tsh 173,704,787)
<b>HIVOS</b>	None	€25,000 (USD 35,500) disbursed
<b>Swiss Development Cooperation</b>	Tsh. 570,000,000	Tsh. 570,000,000 (also 18 million outstanding for year 2010)
<b>American Jewish World Service</b>	US \$ 100,000	\$ 100,000 disbursed (Tsh 146,200,000)
<b>European Union (Partner)</b>	Tsh. 144,527,600	Tsh 144,527,600 Outstanding

<b>IBP</b>	US\$ 135,000	US\$ 135,000
<b>Revenue Watch</b>	US\$ 46,667	US\$ 46,667
<b>Kepa (PF Member)</b>	Tsh. 21,315,400	Tsh. 21,315,400 disbursed
<b>Total disbursed for 2011 Tsh. 341,220,186</b>		

Policy Forum has contracted INNOVEX as a new Internal Auditing and Financial Accounting Support firm for year 2011.

## Monitoring and Evaluation

Although PF continues to conduct detailed evaluation of its work, it is now looking to bolster how it does this. Subsequent to assessments of the previous strategic plan, in June 2011 we sent a staff member to a one-month course to the International Program for Development Evaluation Training (IPDET) in Ottawa, Canada. This was done with sponsorship from our donors, the Swiss Development Cooperation (SDC). We had no one from the secretariat with formal knowledge in this area. The staff in question has now initiated regular training to other members of the Secretariat since his return.

We are also working towards engaging a consultant with expertise in documentation, research and learning processes to draft a proposal or develop a framework that would enable us to systematically generate empirical evidence on accountability outcomes.

## Governance Issues

Policy Forum held its AGM in May 2011. Among other things, the AGM selected the auditor for the financial year ending 31st of December 2011 and elected a new Board of Directors. The list below details the composition of the new Board:

- i. **Audax Rukonge** – Chairperson (Director, Agricultural Non-State Actors forum (ANSAF))
- ii. **Esther Mongi** – Vice Chairperson (Policy Analyst, World Vision Tanzania)
- iii. **Semkae Kilonzo** – Secretary (Coordinator - POLICY FORUM)
- iv. **Julie Adkins** – Member (Senior Advisor – Local Govanance, SNV Tanzania)
- v. **Ben Taylor** – Member (Director, Daraja)
- vi. **Emmanuel Kallonga** – Member (HAKIKAZI Catalyst)
- vii. **Kellen Mngoya** – Member (Director, HAFOTA)
- viii. **Sr. Rita Toutant** – Member (Director, The Tanzania Network of Community Health Funds - TNCHF)

## Conclusion

PF is continuing to make headways as a CSO network working towards influencing policy processes. The engagement in the draft Constitutional Review Bill public hearing and subsequent popular guide on how the process should be conducted shows that PF intends to remain relevant not only to its members but other stakeholders at large. The publication launched at the World Social Forum with a Tanzania case study emanating from the work of the Budget Working Group (BWG) of Policy Forum shows the appreciation of our work outside Tanzania and our commitment to work with like-minded partners internationally. The work on Parliamentary Budget Office advocacy reflects our intention to work with other arms of the state and recognition that independent analysis is needed to help oversight bodies better oversee the executive as it carries out its duties. There is still a long way to go and many challenges lie ahead. For instance, PF needs to come up with better strategies to document impact as part of a broader objective to improve on long-term and continuous organisational learning. These are issues the Secretariat and the Board will be strategizing in the years ahead.