



# policy forum

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## Mid-Year Progress Report

January to July 2010

# Abbreviations

<i>AGM</i>	<i>Annual General Meeting</i>
<i>BWG</i>	<i>Budget Working Group (of Policy Forum)</i>
<i>CAN</i>	<i>Canadian</i>
<i>CDF</i>	<i>Constituency Development Fund</i>
<i>CDCF</i>	<i>Constituency Development Catalyst Fund</i>
<i>CIDA</i>	<i>Canadian International Development Agency</i>
<i>CSA</i>	<i>Centre for Social Accountability</i>
<i>CSO</i>	<i>Civil Society Organisation</i>
<i>EITI</i>	<i>Extractive Industries Transparency Initiative</i>
<i>FY</i>	<i>Financial Year</i>
<i>GBS</i>	<i>General Budget Support</i>
<i>HDT</i>	<i>Human Development Trust</i>
<i>IBP</i>	<i>International Budget Project</i>
<i>KNC</i>	<i>Kibaha Network of Civil Society Organisations</i>
<i>LGA</i>	<i>Local Government Authority</i>
<i>LGWG</i>	<i>Local Governance Working Group (of Policy Forum)</i>
<i>MKUKUTA</i>	<i>Mkakati wa Kukuza Uchumi ne Kupunguza Umaskini Tanzania or (National Strategy for Growth and Reduction of Poverty in Tanzania)</i>
<i>MoFEA</i>	<i>Ministry of Finance and economic Affairs</i>
<i>MOU</i>	<i>Memorandum of Understanding</i>
<i>MP</i>	<i>Member of Parliament</i>
<i>MPI</i>	<i>Mwanza Policy Initiative</i>
<i>NGO</i>	<i>Non Governmental Organisation</i>
<i>PER</i>	<i>Public Expenditure Review</i>
<i>PF</i>	<i>Policy Forum</i>
<i>RWI</i>	<i>Revenue Watch Institute</i>
<i>SAM</i>	<i>Social Accountability Monitoring</i>
<i>SDC</i>	<i>Swiss Development Agency</i>
<i>TJN- A</i>	<i>Tax Justice Network – Africa Chapter</i>

# Policy Forum Progress Report – January to July 2010

**Objective 1:** The implications and impact of policies and their implementation are analyzed, monitored independently, and the resulting information is used by a broad base of civil society and advocacy groups to improve the effectiveness and quality of their advocacy.

**1.1 Analytical Think-pieces and Policy Briefs:** For the second half of this year, we intend to produce 4 policy briefs and two analytical think-pieces:

- *Policy brief 1.10:* A look at the 'Kilimo Kwanza' inspired Agriculture budget for financial Year 2010/11 and the implications of the tax exemptions.
- *Policy brief 2.10:* on Revenue (the angle being developed)
- *Policy brief 3.10:* Education (the angle being developed by members Hakielimu)
- *Policy brief 4.10:* Health (the angle being developed)
- *Policy brief 5.10:* Good Governance (the angle being developed)
  
- *Analytical Think-piece 1.10:* Looking at the equity/efficiency of the tax system specifically VAT through examination of the consumption patterns with reference to the household budget survey. In progress.
- *Analytical Think-Piece 2.10:* Looking at the governments effort to refocus expenditures entitled 'Unnecessary Expenditures' (English version printed)

PF also produced the Citizens Budget. This is a simplified digest of the 2010/11 national budget for Tanzania produced in a format that makes it easy for ordinary citizen to understand the main features of what the government has planned for the financial year. A Citizens' Budget mentions in brief where the government is going to get its money and how it has planned to spend it.

**1.2 Analytical support to civil society policy engagement:** Policy Forum continues to offer analytical support to civil society to inform their advocacy work. This year analytical support was provided in the areas of the mining legislation reform, the CDCF litigation process, engaging with government in evaluating the previous MKUKUTA.

## ***Mining***

In collaboration with the Revenue Watch Institute (RWI), we provided CSOs and media professionals with the baseline knowledge and resources on the extractive sectors through a capacity-building fellowship which included models of success in transforming natural resource wealth into economic prosperity as well as promoting alliances with legislators.

Two of the three fellowship sessions were held in October 2009 and January 2010. The sessions helped the participating civil society organization prepare to swiftly mobilize to effectively input the legislative process for the new Mining Act in April 2010. The technical knowhow from RWI made it possible to thoroughly assess and propose changes in the proposed Bill in two days and attain support from the media which helped to disseminate the message to a larger audience. Working in coalition with Members of Parliament was very successful and the unexpected support from cabinet Ministers made it easier to have the recommendations accepted and integrated in the new law. Policy Forum is at the moment documenting a 'lessons learned' success story on the engagement.

### ***CDCF litigation process***

With financial support from its member, ActionAid Tanzania, PF kick-started the process of litigation against the CDCF. Another member, the Legal and Human Rights centre (LHRC), is offering the technical support including constitutional analysis and leading the rest of the network in this matter. Litigation documents have been finalized and but a date of lodging them has not been decided upon.

### ***Engaging with government on MKUKUTA***

In January 2010, CSO s' National Consultative Meeting on Mkakati wa Kuuina Uchumi na Kupunguza Umaskini Tanzania (MKUKUTA Assessment) was held in Dar-es-Salaam, from 18th to 19th January, 2010. The main goal of the workshop was to consult and provide feedback to CSOs actors in on the MKUKUTA review studies results that will be used to inform on the next drafting of MKUKUTA II. The objectives of the workshop aimed at enabling CSOs representatives attending the workshop to:

- 1.3 **Proactive participation in the budget process:** The Budget Working Group of Policy Forum continued to be active in 2010:

***Citizens' Budget:*** Seeing the need for a Tanzanian 'Citizens' Budget' which simplifies information contained in the national budget, with the assistance of IBP, Policy Forum's Budget Working Group (BWG) organized a two day technical support workshop to develop a template for the publication. The Citizens' Budget has been printed and will be launched jointly with the Ministry of Finance in September 2010.

***Analysis of 2010/11 National Budget:*** In June, the BWG prepared and analysis and made a presentation on the national budget for financial year 2010/2011 at the regular monthly PF breakfast debate.

***PER/GBS Process:*** The BWG also has continued engaging in the PER/General Budget Support Annual Review so as to impact on the Budget Process in Tanzania. We had initially sought to impact the process by advocating for streamlining of the heavily structured dialogue process which was affecting the delivery of timely decisions by policy makers, tackling the exclusionary nature of the process which was limiting quality participation by all stakeholders and advocating for the timely provision of information so that the PER can feed into the budget guidelines.

However, our work during the year in review gradually moved towards focusing more on advocacy in budget transparency. Whilst the other problem areas that we envisioned we would address during the engagement in the PER/GBS process remain crucial, it became apparent that the general lack of budgetary transparency was the primary and overriding impediment to impacting on the budget process in a meaningful manner. The problem also means that generally as it stands, citizens as a whole do not have wide access to information on decisions their government takes with regards to execution of public funds. Moreover, this focus is in keeping up with Policy Forum's objective to become increasingly selective in our engagement so that we concentrate in areas we feel we can achieve the most impact.

To this end, we have approached the government through the PER/GBS to advocate for budget transparency through the following actions: 1) we presented findings of the 2008 Open Budget Index and recommended steps the government could take at a relative low cost to increase budget transparency. 2) we agreed with government and donors that the key documents relating to the budget process (budget guidelines, MTEFs, quarterly execution reports, annual implementation and audit reports) be made publicly available (including Government websites) in a timely and systematic manner by October 2010. 3) we discussed with government the possibility of jointly producing a citizens budget with PF (This was not done jointly as the Government said in the FY 2010/11 it would be tied up with elections. The Citizens' Budget has been printed by PF and copies were presented to government during one of the PER/GBS review meetings).

These actions have received mixed results. The government had expressed intention to look further into the OBI as a research methodology and perhaps 'institutionalize' it as a way of measuring transparency within its ranks. This has not been taken forward beyond the initial expression of interest, however. The challenge now is to determine how we can be more proactive once the 2009 OBI is ready and advocate more profoundly on the need for more budget transparency using other channels at our disposal like the media and through public debates.

Some key documents relating to the budget process were made publicly available online and in hard copy on request before the October 2009 deadline. For example, the CAG reports for 07/08 were available and uploaded online. Budget Books for 09/10 are not available online. According to government, the files are too large to upload (though two volumes were uploaded in FY06/07) but the books can be accessed in hard copy from MoFEA. However, efforts by PF to test this assertion and the general accessibility of the books at the Ministry resulted in either refusals or provision of some volumes. On an occasion, our motives were treated with suspicion by officials. The PF Budget Working Group believes this is not satisfactory.

The Citizens Budget initiative was not further discussed or followed up on until November 2009, despite the offer of technical assistance. The Ministry has expressed interest in developing this for the FY11/12 budget. However, PF with the technical assistance from IBP, has published 30,000 copies of its own version of Tanzania's first Citizens Budget for FY 10/11. It is our hope that this can reignite these discussions to work with the Ministry on this.

- 1.4 **Governance Study 2009/10:** An outline and terms of reference for this study has been agreed and a consultant has been assigned the work. Thinking is underway on how we can utilize this report in time to inform voters during the general elections.

**Objective 2:** Analysis and monitoring information produced by Policy Forum is widely disseminated to policy makers, civil society 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:** According to Google Analytical data, the Policy Forum website continues registering an increase in number of people visiting the website. Data shows, at least 1500 people visit our website on the monthly basis and greater part of users are within Tanzania. 79% of those visits are new visitors which is a 10% increase from last year. 8% of our visitors are referred to us by other sites (last year it was at around 6.5%), and increase of 21%, indicating that more websites have our link.

**2.2 Evaluation of Policy Forum Publications:** Towards the end of the year, Policy Forum will commission an independent consultant to do this activity. The purpose of the evaluation is to assess the usefulness of PF publications such as policy briefs and popularized policy documents, by evaluating the feedback from users. The 2009 evaluation shows that many responses rated PF publications as effective and relevant to users. "It is now easier for us to follow up and understand the budget process and policy debates, especially during the parliamentary sessions," said one of the respondents. Nonetheless, some have suggested that there is a need to simplify the language further for ordinary citizens, especially those living in the rural areas.

**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 version of the analysis Constituency Development Catalyst Fund (CDCF) Act. This publication, which outlines 20 faults within the CDCF law, has been already been printed (20,000 copies).
2. A popular version of the Anti-Corruption legislation as it pertains to elections. 10,000 copies have been printed so far with an additional 30,000 intended for the Elections slated in October 2010.
3. The Citizens' Budget (a popular version of the National Budget 2010/11) has been printed (30,000 copies) and will be launched jointly with the Ministry of Finance in September 2010.
4. A simplified and abridged version of the MKUKUTA II – The final document is not public yet as at the end of June 2010. However, popularization is still planned once the strategy paper is released to the public.

**2.4 Breakfast Debates:** Breakfast debates have continued to take place on the last Friday of each month. During the first half of 2010, the topics discussed have been:

1. **January:** *China- Africa Trade & Investment Trends: Development and Environment Footprint in Tanzania.*
2. **February:** *50%-50%: Equal Re-presentation of Women in Parliament?*
3. **March:** *Oil and Petroleum Exploration in Tanzani: A Baseline Survey Report, 2009.*
4. **April:** *Tanzania Human Rights Report 2009: What does it say?*
5. **May:** *MKUKUTA II: More of the same?*
6. **June:** *A Mystic Hope?: A CSOs Perspective on the Tanzania Budget 2010/2011 2011.*
7. **July:** *Ensuring Integrity in Elections: Meeting Voters' Needs in 2010*

Generally, the attendance has been good, with people ranging between 60-80 attending monthly and drawing in participants from the public sector, academia, civil society, donor agencies and the private sector. Also, an additional breakfast debate was held in Arusha on the 16<sup>th</sup> June 2010 to discuss the recent mineral sector policy and legislative developments. This was done with Haki Madini as way of encouraging others from upcountry to conduct such policy debates for audiences at the regional level.

**2.5 Communication with Members:** We have continued sending information packs with key documents to members on a monthly basis. This method has been effective as it enables our members with limited access to email can also receive information in hard copy. Member meetings have also continued to be held regularly as well as meetings for members of both the Budget Working Group (BWG) and Local Government Working Group (LGWG).

**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. *Pilika Pilika Soap Opera:* We continue to sponsor governance messages in Pilika Pilika Soap Opera radio program which is aired once in a week on TBC radio. Selected PF members are involved during the production.
2. *Radio and TV spots:* Since the start of the year, the major advocacy issues were mining bill and coordinating MKUKUTA II. We issued two press releases (in English and Kiswahili language) calling for transparent parliamentary debate before the passing of the mining bill and 6 TV discussion programs appealing for wide consultation and public engagement in the debate while keeping normal approval process for the bill. On MKUKUTA II, PF ran numerous TV and Radio programs to sensitize public and inputs for the forthcoming MKUKUTA II.
3. *Monitoring and Evaluation:* An audience survey conducted last year 2009, suggested that an independent survey should be conducted to measure impact from the programs that PF have been sponsoring to media. Our department is looking forward to commission an independent company and commission it for the research.

**Objective 3: The ability of civil society organizations to understand, to monitor, and to strategically, proactively and effectively engage with and influence national and local policy processes is enhanced.**

- 3.1 **Enhanced participation of non-Dar based Members:** Policy Forum has facilitated the attendance of its upcountry members to two quarterly meetings so far (20 members in April at the AGM and 20 in June).
- 3.2 **SAM:** For the past six months Policy Forum's Social Accountability Monitoring programme continued to work with the 2009 regional partners in monitoring the planning, allocation and expenditure processes within their LGAs. Results from Babati, Kiteto and Handeni have been documented and a report is soon to be prepared by the secretariat.

New partner networks were also selected by members through the Policy Forum's Annual General Meeting (AGM) in which the Union for Non-Governmental Organizations (UNGO) of Morogoro and the Mbozi-Ileje-Isangati Consortium (MIICO) were awarded partnerships with PF for the year 2010. Highlights of this year's activities with regards to the partnerships formed in 2009 include:

1. MACSNET and KCS Forum's SAM Program in Babati and Kiteto in March this year involved engaging Government officials, officials from the LGAs, selected representatives from FBOs and the SAM teams from Babati and Kiteto (the Government and LGA officials came from all the five districts of Manyara. Some LGA Councilors were also in attendance including the Council chairs of Babati and Kiteto). The engagement helped raise awareness and understanding amongst LGA officials on SAM issues and findings.
2. On TAWIF's SAM Program in Handeni, data analysis was conducted early in March and findings were presented to LGA officials and stakeholders in a meeting organized specifically for this. The engagement revealed that there was a poor sense of understanding and confusion amongst LGA officials and Councilors who were amazed that citizens' groups could have an understanding of local planning processes and take up issues that they have analysed. TAWIF, hence, was accused by authorities of some politically-motivated agenda. However, the secretariat is working with TAWIF to see how we can work on these challenges, including how to also equip LGAs with information on the rights of the citizens they serve.

*The SAM's 2010 Programme:* After a successful selection of UNGO and MIICO by the AGM early in March, the two underwent SAM Training. UNGO was trained in May and MIICO in June. SAM Council implementation teams for Morogoro and Mvomero were formed. CITs in Mbeya are yet to be formed. The CITs in Morogoro have started data collection.

**Challenges:** The main hurdle here is that the demand for social accountability now exceeds the secretariat's ability to supply. Since the two initial networks we partnered with have begun to show inspiring successes in their work, more similar networks are expressing they be equipped with similar tools to track accountability at the local level (e.g. in Mwanza, the

Mwaloni Fish Market under MPI would have had limited means analyzing planning, budgeting and expenditure problems of their city council on their own. Through their alliance with MPI and Policy Forum, they managed to engage in evidence-based advocacy and push for changes in the way their fish market was being run). Policy Forum is now piloting a 'trainer of trainers in social accountability' initiative so that more people can be equipped with the SAM tools and are able to participate in participatory planning and budgeting processes so as to solve local problems. Currently there are 5 trainer of trainers who conducted a SAM course early this year for about 20 CSO representatives. The idea in the long run is to have a locally-designed course on SAM similar to the one being conducted by CSA at Rhodes University in South Africa, but which is more relevant to the Tanzania context.

**Objective 4: Active participation by Policy Forum as a network in national policy processes is 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) *MKUKUTA II formulation process:* After a meeting in late 2009 organised by the MKUKUTA Secretariat and the UN Civil Society Advisory Committee to discuss CSO participation in the MKUKUTA review, it was agreed a CSO Steering Committee be formed to develop a CSOs participation framework in the review of MKUKUTA I and formulation of MKUKUTA II. Policy Forum was nominated to both lead and host the CSO Steering Committee.

Since January 2010, the MKUKUTA CSO Steering Committee in collaboration with MoFEA has involved over 300 CSOs through various consultations aimed at discussing and building consensus on the draft MKUKUTA II Document. So far, a synthesized CSOs document articulating civil society recommendations has been submitted to the MKUKUTA II drafting team. We are now waiting for the final document from MoFEA so that we can render simple for the public. The CSO Steering Committee obtained funding from the EU to carry out this activity.

- b) *Annual PETS Conference:* In June this year, the LGWG, together with PACT Tanzania, organized a PETS conference aimed at to unify public expenditure tracking activities implemented by CSOs and maintain the quality of PETS.

**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 – Africa Chapter (TJN-A):* In March, Policy Forum participated in the facilitation of a Pan-African conference on 'Taxation and Development' in Nairobi, Kenya. This conference featured academic and professional experts, policy makers and civil society campaigners from

across Africa and beyond. We discussed challenges facing African countries in their efforts to mobilize domestic resources and elaborated on how the offshore haven system works and its impact on African countries. Proposals on what civil society, nations and international bodies can do to combat illicit resources outflows from Africa were also presented.

- *Revenue Watch Institute (RWI)*: In April 2010, PF hosted a 'Regional Conference on Africa's Oil, Gas and Mineral Resources for Development: The Role of Legislators, Civil Society and Media' in collaboration with RWI, the African Institute for Energy Governance, the National Advocacy Coalition on Extractives, and the Parliamentary Center of Ghana. The organizers have been supporting capacity building pilot projects in Ghana, Tanzania, Uganda and Sierra Leone for Legislators, Civil Society and Media, with the aim to strengthen their monitoring and policy engagement capacities in the areas of oil, gas and mineral governance as well as the Extractive Industry Transparency Initiative (EITI). The aim of the conference was to complement ongoing country efforts and will be an opportunity for MPs, civil society and media from Ghana, Sierra Leone, Tanzania and Uganda to share knowledge and experience from their engagement in the oil, gas and mining industries.
- *International Budget Partnership (IBP)*: Policy Forum is currently benefiting from Technical Assistance on budget analysis and impact planning to enhance its advocacy work. In June, we attended the IBP annual meeting for its international partners which was aimed at fostering horizontal learning and reflection on how to achieve impact at country and international levels. IBP's partners discussed achievements made so far, how their individual projects have evolved and what partners plan to do in terms of international advocacy campaigns.
- *Foundation for Civil Society*: Assisted the MKUKUTA CSO Steering Committee chaired and hosted by Policy Forum by funding the regional consultations for CSOs. For each regional dialogue, about 100-150 participants attended. PF then went onwards to conduct zonal consultations which brought together around 70-90 CSO representatives, as well as the national consultation which brought together 150 participants.
- *Centre for Social Accountability (CSA)*: Based at Rhodes University in South Africa, CSA have now worked with PF for the fourth year in 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 two from the PF Secretariat have been trained.

## Financial Issues

The total approved annual budget for 2010 was Tshs 1,595,245,617. PF started the year with grant agreements in place from 8 funders and other PF members to contribute towards the 2010 budget. The funding profile is as follows:

Funding Agency	Amount Agreed in 2010 (in currency of agreement)	Status
Canadian International Development Agency	CAN\$ 225,000	CAN\$ 112,500 disbursed (Tshs 144,326,718)
HIVOS	€ 75,000	€ 50,000 (Tshs 86,255,000)
Swiss Development Cooperation	CHF 81,200	Disbursed Tshs 120,000,000
American Jewish World Service	US \$ 100,000	\$ 100,000 disbursed (Tshs 132,700,000)
Revenue Watch Institute (RWI)	US \$ 114,570	\$ 114,570 disbursed (Tshs 154,669,500)
International Budget Partnership (CBPP)	US \$ 70,000	\$ 69,970 disbursed (Tshs 103,625,766)
European Union	Tshs 361,294,000	Disbursed Tshs 216,766,400
Google.org	US \$ 170,000	Disbursed Tshs 225,590,000
PF Members	Tshs 27,565,250	Disbursed Tshs 27,565,250
	<b>Total disbursed 2010</b>	<b>1,211,498,634</b>

As the above chart illustrates, as of September 30<sup>th</sup> 2010, PF had received disbursements from CIDA, Google.org, HIVOS, SDC, RWI, CBPP, EU, and its members totaling 1,211,498,634/-. As a result, the total amount obtained and pledged, including what was carried forward from 2009 (Tshs 301,202,000/-) is 1,657,228,234/-. Hence, the summary of financial surplus based on disbursements and pledges is as such:

### Disbursements and pledges

<i>In Tanzanian shillings</i>			
Year	Amount Budgeted	Amount obtained and pledged	Surplus
2010	1,595,245,617	1,657,228,234	61,982,617

**Disbursements only**

<i>In Tanzanian shillings</i>			
<b>Year</b>	Amount Budgeted	Amount disbursed	<b>Deficit</b>
<b>2010</b>	1,595,245,617	1,512,700,634	81,982,617

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## Monitoring and Evaluation

PF continues to conduct detailed evaluation of its strategic plan. It is currently using its performance monitoring framework developed with technical assistance from CIDA to track whether the strategy is effective as anticipated. Recently with consultants identified by SDC, we carried out an assessment of our results based on the monitoring framework including the elaboration of case studies. We are also currently working with CSA to finalise an assessment of the impact of the implementation of SAM.

## Governance Issues

Policy Forum held its AGM in April 2010. During the AGM, it was agreed that the board be given the mandate to select a new auditor for the financial year ending 31st of December 2010 as not enough suitable candidates had come forwards. The AGM also elected a new Board of Directors. The list below details the composition of the new Board:

- i. **Moses Kulaba** – Chairperson (Executive Secretary, AGENDA PARTICIPATION 2000)
- 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. **Israel Ilunde** – Member (Director, Youth Partnership Countrywide – YPC KIBAHA)
- vi. **Fransisca Matay** – Member (Executive Director, Tanzania Women of Impact Foundation - TAWIF)
- vii. **Emmanuel Kallonga/Adam Lingson** – Member (HAKIKAZI Catalyst)
- viii. **Kellen Mngoya** – Member (Director, HAFOTA)

## Conclusion

PF is gradually moving towards becoming a notable and influential player in the policy processes of Tanzania. Our successful intervention during the mining bill debate and our coordination of CSO inputs in the new MKUKUTA are testament to this. However, many challenges lie ahead. For instance, PF needs to come up with better strategies to impact on budget transparency including reigniting the now-dormant process to enact a Freedom of Information law, improve the unpredictable relationship we have with Members of Parliament and meeting the demand for social accountability which now exceeds the PF secretariat's ability to supply. We are in the process of identifying some of these challenges as we think of the next strategic plan.