



# **policy forum**

***Making Policies Work for People in Tanzania!***

## **Strategic Plan**

**January 2011 to December 2013**

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## Acronyms

<i>BWG</i>	<i>Budget Working Group (of Policy Forum)</i>	
<i>CSA</i>	<i>Centre for Social Accountability</i>	
<i>CSO</i>	<i>Civil Society Organisation</i>	
<i>GBS</i>	<i>General Budget Support</i>	
<i>LGWG</i>	<i>Local Governance Working Group (of Policy Forum)</i>	
<i>MKUKUTA</i> <i>or</i>	<i>Mkakati wa Kukuza Uchumi ne Kupunguza Umaskini</i> <i>(National Strategy for Growth and Reduction of Poverty in</i>	<i>Tanzania</i> <i>Tanzania)</i>
<i>NGO</i>	<i>Non Governmental Organisation</i>	
<i>PBO</i>	<i>Parliamentary Budget Office</i>	
<i>PER</i>	<i>Public Expenditure Review</i>	
<i>PF</i>	<i>Policy Forum</i>	
<i>PWYP-Tanzania</i>	<i>Publish What You Pay – Tanzania Chapter</i>	
<i>SAM</i>	<i>Social Accountability Monitoring</i>	
<i>TEN/MET</i>	<i>Tanzania Education Network/Mtandao wa Elimu Tanzania</i>	

## Acknowledgements

Policy Forum Board, Secretariat and members would like to express gratitude to all those who have taken part in the development of this Strategic Plan. We are particularly grateful to those who assisted and guided us in sharpening our approach to achieving our objectives in line with our vision and mission: the International Budget Partnership and the Centre for Social Accountability for their mentorship and the Swiss Development Corporation for supporting the assessment of the programme. Any shortcomings are those of the Secretariat and we would like welcome readers to send us their observations.

Date: November 11, 2010

## A brief background of Policy Forum

The Policy Forum (PF) is a growing network of civil society organizations brought together in their interest in **poverty reduction, equity** and **democratization**. The network seeks to enhance and augment the voice of ordinary citizens in national policy processes. The primary objective is to make policies work better for the people of Tanzania, especially the poor. When Policy Forum Members met in 2003, they agreed on the following mission and vision:

### **Vision:**

Policy Forum is an independent body that envisages a future where policy processes are participatory and involve the broad-based engagement of all sectors of society, including NGOs and the people they work with, in an accountable, empowered, informed and informing manner, at all stages in the policy process and at all levels of society.

### **Mission:**

Policy Forum will encourage NGOs to work together to open up and influence policy processes that improve the lives of all people, especially those who are socially disadvantaged and impoverished, in order to empower them to self-organize and become part of a social movement for change.

The vision and mission, above, have been the keystone of the work of Policy Forum during its existence thus far and through two preceding Strategic Plans (2003 - 2006 and 2008 - 2010) and will continue to underpin the work of Policy Forum during the current one (2011 – 2013).

However, there has been an evolution of strategic focus over the years, in light of the continuous learning experienced by the network:

1. In its first 3 years of operation (2003-2006), Policy Forum focused on engaging primarily with 3 policy processes, the Poverty Reduction Strategy (now MKUKUTA), the Public Expenditure Review Process, and the Local Government Reform Process.
2. The subsequent strategic plan for 2008 – 2010 underscored **governance and accountability** within the poverty reduction, equity and democratization framework as the underpinning pillar on which all Policy Forum activities were to be based. Within governance and accountability, three areas defined PF's strategic boundaries: 1) Public Money, 2) Local governance and 3) Active Citizen's Voice. It also incorporated more advocacy strategies to achieve greater effectiveness and impact in the work of PF and enhance the quality of policy analysis and engagement. An addendum to the strategic plan was incorporated to adopt of **Social Accountability Monitoring (SAM)** as a way of addressing the reactive, piecemeal and fragmented nature by which the network tackled the issue of governance and accountability. The addendum was also designed to help realign activities from being mostly top-down to becoming more bottom-up and to enhance PF's ability to support work by members based outside of Dar es Salaam. Lastly, the addendum was aimed at improving PF's objective of strategic and selective engagement by helping select the criteria and articulate the issues of which to focus on. It is during this period that the PF Secretariat was expanded to include a Policy Unit aimed at supporting these needs.
3. In light of the lessons learned thus far, particularly with regards to the implementation of the 2008-2010 strategic plan and its addendum which aimed at enabling members to

monitor accountability and the government's use of public money in a more holistic and integrated way, SAM is now appreciated by PF as the most coherent means by which to increase CSO influence in the policy dialogue on issues of accountability. It is also seen as a means by which to achieve genuine bottom-up analysis and enhance CSO understanding of the structures of governance across various tiers of government, which is prerequisite for making policy processes truly participatory. Social Accountability Monitoring, hence, will help further focus PF's new strategic direction for the attainment of Policy Forum's objectives through: holistic and rigorous monitoring and analysis of public resources management; more focused and targeted advocacy messages; strengthened capacity of CSOs outside of Dar es Salaam to monitor, understand, and to influence policy processes and engagement; and more selective and strategic.

## New Strategic Direction

Policy Forum has continued to persistently seek ways of achieving its mission and objectives by constantly deepening its strategic focus. The new strategic direction aims at increasing this focus further so that it effectively supports the Policy Forum network to meet its goals. To this end, the main elements of the strategy are as follows:

1. The key focus will continue to be to make policies work for the people of Tanzania, by opening up and influencing policy processes that improve the lives of all people, particularly those who are socially disadvantaged and impoverished. Appropriately, interest will be directed towards ways in which the enduring gaps between influencing national level policy-making and the improvement of quality of life at the community level can be bridged. More rigorous bottom-up analysis should be at the heart of this.
2. Poverty Reduction, Equity and Democratization, still remain the ideals and the overall framework that brings the network members together. The activities, however, will now be aligned according to our increasingly deepened strategic focus so as to achieve greater impact in influencing key policy decisions relating to this framework by being more coordinated, effective and concrete in our analysis, advocacy and engagement. The lessons learned over the years have been decisive in steering us towards this outlook of achieving maximum influence and sustainable impact through a focused approach that does not spread ourselves thin.
3. Within this Poverty Reduction, Equity and Democratization framework, ***governance and accountability*** will continue as the underpinning pillar on which all Policy Forum activities will be based. With the new acknowledgement that interventions to monitor and assess governance and accountability are best executed with a precise and enhanced understanding of the accountability processes, we have organized our work to effectively influence 'bottom-up' accountability in accordance with the **social accountability cycle**<sup>1</sup>. This involves analyzing its five processes:
  1. resource allocation and strategic planning;
  2. expenditure management;
  3. performance management;
  4. public integrity management; and
  5. accountability to oversight.
4. Social Accountability Monitoring will hence now systematically integrate the 3 areas that previously defined the strategic boundaries within the governance and accountability pillar: 1) **Local Governance:** Using the cycle to monitor accountability at the regional, council and sub-council levels. CSO networks outside of Dar es Salaam will play a crucial role in this area particularly with regards to stimulating citizen involvement in enhancing the accountability and responsiveness of local authorities. 2) **Public Money:** Issues relating to the acquisition, use and monitoring of money used for the activities of government on behalf of citizens are naturally incorporated in the five SAM processes. 3) **Active Citizen Voice:** This will involve activities that aim at to foster a culture of more informed public debate on issues of governance and accountability. All of PF's efforts to

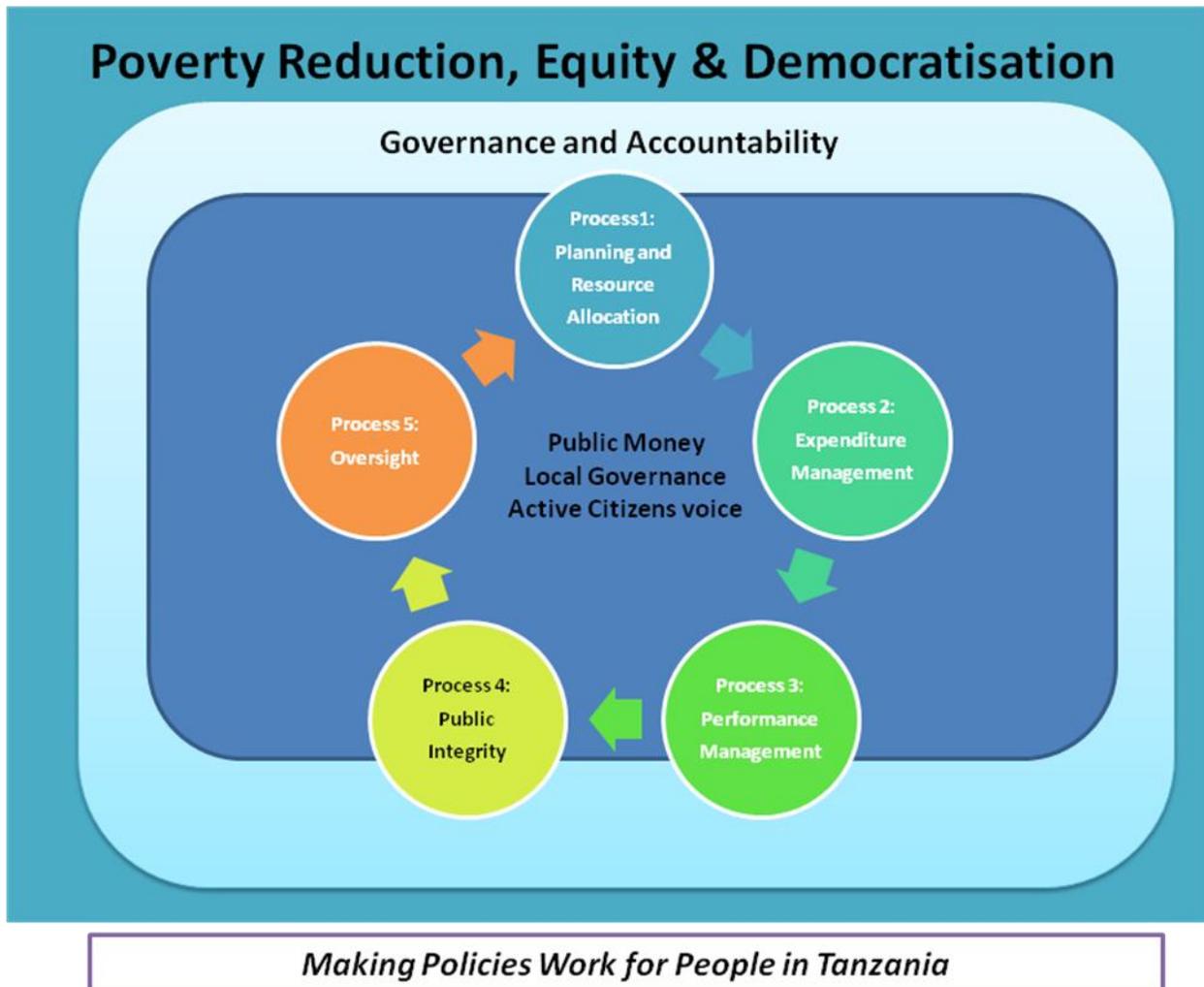
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<sup>1</sup> Tool obtained from Centre for Social Accountability, Rhodes University, Grahamstown SA. (2007) and adapted to suit local environment.

foster public debate will fall in this area. The aim here is to contribute to a social movement for positive change in the lives of all Tanzanians.

5. The basis for this new strategic direction is to empower poor and vulnerable people to emerge from poverty (the progressive realization of human needs) by pushing for the equitable, effective and accountable use of public resources.

An illustration of Policy Forum’s new strategic focus can be seen in the diagram below:



6. Policy Forum will continue to strive for enhanced capacity of its member to be more effective so that the impact of their analysis and monitoring can make tangible contributions to the policy-making process. The Policy Unit will continue to learn new ways of improving the facilitation of this capacity-building to enable them to become more relevant as they undertake both collective and individual action in advocacy.
7. Individually, PF members will continue to lead on specific advocacy issues. However, the Secretariat will proactively liaise with members to identify what issues can strengthen accountability monitoring that is being carried out by the network at both local and national level for the purpose of enhancing our evidence-based policy engagement.
8. Members will continue to decide on an annual basis the primary areas of focus described in sections 2 and 3 above. The Secretariat will continue to offer support and advice so that the focal areas remain within agreed parameters and are prioritized according to how they best contribute to attainment of PF's strategic goals.
9. Whilst appreciative of the importance of remaining within PF's strategic goals, the network will maintain room to accommodate any changes in the policy environment as they emerge. However, for this to be manageable in light of the limited time and resources at the Secretariat's disposal, better preparedness to take on emerging pressing issues will be paramount. Hence, it should be noted that the strength to deal with surfacing issues is obtained through longer-term consistency of building a base of knowledge and expertise and making use of it when the need arises. PF will continue, therefore, to rely on the evolutionary nature of building CSO capacity to deal with both immediate and long-term problems. Moreover, since adopting SAM, PF has moved towards examining the systems and their integrity rather than isolated events or actions in order to identify weaknesses in the system and to advocate for their being addressed.
10. Lastly, PF will set itself annual milestones and continuously develop and monitor Impact Plans as part of evaluating the outcomes and influence our work. The milestones are outlined in [Annex 1](#) and an example of an Impact Plan is outlines in [Annex 2](#).

In view of the above, the overall objective of Policy Forum has been slightly revised and reads as follows:

**Overall Objective:** Policy Forum seeks improved quality of life of the Tanzanian people through **accountable governance**, including the effective protection for human rights, by means of strengthening the capacity of NGOs to influence key policy decisions relating to poverty reduction, equity and democratization.

To support the new overall objective, the four objectives of Policy Forum will also slightly change in line with its new strategic direction. The new objectives will be as follows:

**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 quality of their advocacy.

**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.

**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.

**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.

## Activity Description

**Objective 1:** The effectiveness of the accountability system including planning, expenditure and 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 quality of their advocacy.

- 1.1 *Policy Briefs:* PF will continue to produce and publish 4 to 5 policy briefs annually in both English and Kiswahili. The purpose of these briefs will be to provide analysis of the planning, expenditure and performance with regards to the use public resources for service delivery at both national and local level. The briefs will also from time to time cater for current and relevant policy issues from a civil society perspective, as raised by PF members, and targeting policy-makers and stakeholders who have an interest in policy dialogue. The aim of these briefs is to be used by PF members to strengthen their advocacy and by other interested stakeholders to strengthen the knowledge base for key policy issues and deepen policy dialogue.
- 1.2 *Production of preliminary analysis and commentaries on demand to assist members or groups of members with analysis to inform their advocacy:* Analytical work is central to Policy Forum's advocacy. The Policy Unit within the Secretariat will continue to provide members with some analytical support on critical issues of interest to them and to inform their advocacy work. This analytical work will not be primarily for publication but to contribute to the general contribution of civil society to policy formulation, analysis, implementation, monitoring and evaluation. Criteria for choosing which activities the Secretariat is able to support in this way will be developed in and agreed with PF members. However, some examples of the type of support provided in this way would be:
  - Contributing to the preparation of commentaries for annual sector or policy reviews.
  - Initiating and/or contributing to preparation for major stakeholder consultations.
  - Proactively preparing analysis and briefings aimed at improving the quality of civil society's contribution to policy dialogue from a community perspective
- 1.3 *Proactive Participation in the budget process:* The Budget working Group of Policy Forum will continue to support its members' participation in the budget process. The aim of this participation will be to enhance budget transparency, to initiate and encourage public debate on budgetary allocations, to highlight issues of integrity within the budget process, and to participate proactively in key accountability mechanisms within the budget process, such as the annual Public Expenditure Review (PER) and General Budget Support (GBS).
- 1.4 *Major Social Accountability-related study:* Policy Forum members will collaborate to conduct a major Social Accountability-related study per year. The nature of this study will be determined by interested members. However, some possible topics could be:
  - A study that examines the use of public resources in several local councils and identifies what works, what does not and why; in implementing the 5 processes of social accountability.
  - A study that focuses on the actual implementation of the five processes making up the social accountability system at the central level.

- A study that examines the supply-side's ability to provide satisfactory justifications and explanations for the ways in which available public resources are being used.

**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 *Maintenance of PF website:* Policy Forum will continue to maintain grow its website and keep the content fresh so that remains relevant for visitors. Primary target audiences for use of the website will be Policy Forum members, the media, other members of civil society, Government officials and their technical advisers, universities and research institutions, students of higher learning institutions, individual researchers and consultants in the field of public policy.
- 2.2 *Popularization of policy documents:* Policy Forum will, either solely or in collaboration with others, continue to produce popular versions of up to 2 key policy documents during each year of this strategy. This will take the form of simplified booklets in plain Swahili language and will be convened and taken forward by members and/or groups of members with support from the Secretariat.
- 2.3 *Monthly Breakfast Debates:* We will continue to conduct monthly Policy Breakfast Debates on the last Friday of each month. Efforts will be made to encourage attendance by stakeholders from academic institutions (both students and academic staff), different parts of Government, relevant private sector associations, trade unions and faith-based groups. To do this we may wish to consider varying the nature of these debates from month to month in order to experiment with different ways of enhancing quality constructive debate among different stakeholder groups.
- 2.4 *Regular communication with members:* Regular communication with members will continue and will be improved in the following ways:
  - 2.4.1 The Secretariat will continue to send out monthly information packs to all up-country members and quarterly information packs to members in Dar es Salaam, containing relevant policy information and reports, minutes of PF meetings and feedback questionnaires.
  - 2.4.2 Quarterly Meetings of Policy Forum members will continue with the primary intention of reaching out to up-country members and providing them with the opportunity to contribute to our policy and advocacy work. In between the Quarterly Meetings, what were formerly referred to as monthly meetings will be held occasionally depending on necessity.
- 2.5 *Strategic use of the media:* Policy Forum views media engagement as fundamental to effective advocacy and key to policy issues being taken seriously by building overall public awareness and influencing the actions of public officials and policy makers. Hence, PF will continue to look for innovative ways to use broadcast and print media more effectively so as to further the understanding of governance and accountability issues amongst the public. Our media work will focus on the objectives that Policy Forum would like achieve and all engagement with the media by Policy Forum will adhere to strict media ethics and care will be taken to safeguard, support and enhance

the independence of the media at all times. Below are some suggested ways to do this.

- 2.5.1 Policy Forum realizes that using the electronic media can be an important means to promote public debate on policy issues. We will continue to use radio and television programmes by incorporating policy issues into their programming. Hence, PF may wish to sponsor radio or TV programmes such as Talk Shows that discuss policy issues that are of strategic importance to the network. The Talk Shows will also provide a platform to share key findings of SAM so as to build public understanding of and interest in this type of monitoring at local level.
- 2.5.2 Having experienced how TV and radio spots can be a highly effective way of reaching a target audience and building public awareness, PF will continue to develop these in manner that is interesting to register strongly with the audience as well as in a way that generates a balanced public debate on a policy issue that is of significance to the network.
- 2.5.3 In collaboration with our upcountry members, PF will look into the possibility of using local FM radio to raise awareness of and promote SAM in an interesting way throughout the community.

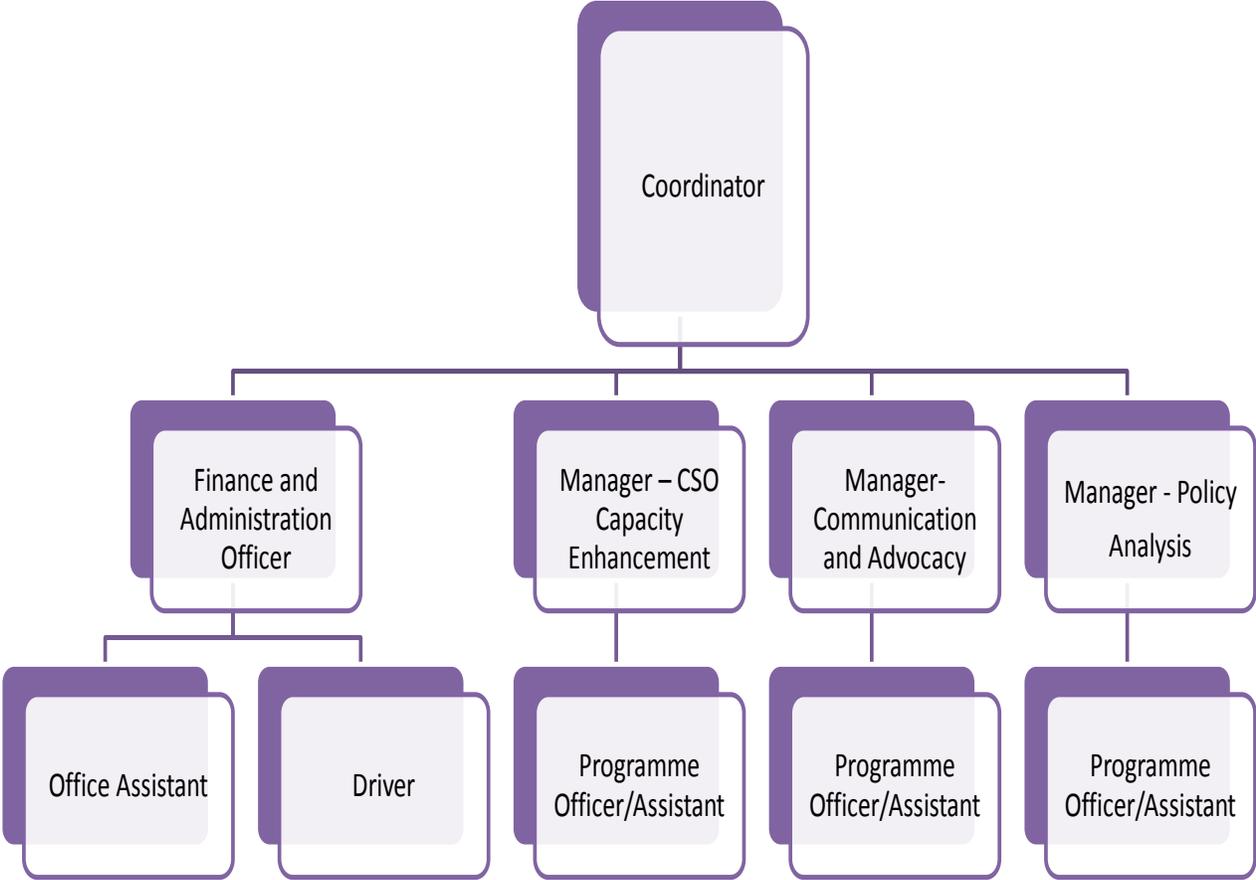
**Objective 3: The capability of civil society organizations to understand and systematically monitor the accountability system is progressively enhanced, and the ability to engage more effectively in governance processes at both local and national level through evidence-based advocacy, is improved.**

- 3.1 *Enhanced participation of non-Dar based Members:* Policy Forum will continue to increase the role of up-country members in the activities of the network. In the previous Strategic Plan, we funded the attendance of representatives of member organizations based outside Dar es Salaam to quarterly meetings (20 members per quarterly meeting). We aim to gradually increase their participation in numbers provided the funding situation allows. These meetings will provide an opportunity to report on progress during the previous quarter, allow members to participate in at least one other PF activity such as Breakfast Debates or Policy Engagement and permit new and potential members to be given orientation sessions. The secretariat will lead in convening and organizing these meetings.
- 3.2 *Support for partner networks at local level to implement SAM:* Policy Forum will continue to collaborate with networks at local level doing accountability work by supporting them in implementing comprehensive social accountability monitoring. The primary aim of Policy Forum support will be to help civil society better monitor the local government in performing its role. These collaborations will involve but will not be limited to: PF providing resource material to the networks, supporting the formulation of their advocacy messages, using their experiences to input into the Annual PF Governance Reports, and learning and sharing of lessons locally and internationally.
- 3.3 *Systematic documentation of advocacy experience:* In recognition of the importance of documenting the PF advocacy experience for institutional learning, the PF Secretariat will produce a series of short journals that portray real civil society advocacy experience at least twice a year. The descriptive journals will play the purpose of evaluating the effectiveness our approaches by illustrating the experience, narrating the successes and/or failures, as well as exploring causation so as to find underlying patterns that can help draw lessons and direct our future joint and individual advocacy.

**Objective 4: Engagement by Policy Forum in national policy processes particularly on issues pertaining to the monitoring of 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:* Policy Forum has always engaged in policy processes with the aim of interfacing with those who make decisions in the hope of influencing them towards our agenda. Realising, however, that the issue of accountability needs to be approached and monitored in a systematic manner, PF will continue with this engagement with emphasis on focusing on selective and strategic entry points so as to influence better the processes of resource allocation and strategic planning; expenditure management; performance management; public integrity management; and accountability to oversight. Solid, independent information during these engagements will be crucial to achieving impact. PF, therefore will also ensure that the engagements are strategized in a manner that makes it difficult for our work to be ignored or dismissed.
- 4.2 *Collaboration with others:* PF believes that to be more efficient and effective in addressing policy issues and influencing for sustainable change, civil society has to find ways of maximizing synergies, enlarging the pool of knowledge gained through analysis, monitoring and advocacy work and building coalitions to further our common objectives. Hence, the Secretariat will continue to participate in the activities of its members and like-minded partners including other networks (eg. TNRF, Jukwaa la Katiba, TEN/MET, PWYP-Tanzania) so as to advance the strategic objectives of Policy Forum. PF will also explore opportunities to work in partnership with academic institutions and faith-based organizations.
- 4.3 *Local and international networking:* PF will continue forming strategic alliances with organizations that may assist us in meeting our objectives, particularly in areas where we feel the benefits from the alliance will be greater than if we pursue the issue on our own. Alliances will include those within the country (such as the donor community, international institutions, the private sector) and those outside the country. So as to increase our access to knowledge and expertise, PF members and the Secretariat will also take advantage of opportunities for international lesson-learning and information sharing through collaborative links with like-minded institutions and strategic exchange visits.

# New Secretariat Structure



# Risk Management and Opportunities

The following risks were identified and the expected outputs have been modified to try to mitigate/address these risks:

**Risk 1: The new deepened focus to mainstream Social Accountability Monitoring in all our work might alienate members not working on accountability.**

*Mitigation Strategy*

- a. PF will have to be flexible and compromise with the members not working directly on accountability so that issues that are of importance to them are seriously considered and evaluated as they arise during the year. It will also be important to continue with the PF practice of agreeing with members on the key priority areas of focus at the beginning of each year.
- b. Policy Forum uses its quarterly meetings to assess the viability of interventions suggested by members that are not the core focus of PF. This is done with consideration of time, financial and human resources required in relation to the anticipated impact.

**Risk 2: The demand for SAM from PF members will exceed the Secretariat's ability to supply.**

*Mitigation Strategy*

- a. Policy Forum has piloted a SAM Trainer of Trainers programme in a bid to initiate a local (Tanzanian) SAM training programme. With technical assistance from CSA, 5 Trainers from both the Secretariat and membership have been equipped with the tools to impart the fundamentals of SAM and have already conducted one training course for members and other partners. The hope is that the localized SAM course will eventually be more relevant to the Tanzanian context and hence more useful for those working on accountability work at both the national and local levels.

**Risk 3: We might not be able to mobilize the resources to support the new strategic plan.**

*Mitigation Strategy*

The social accountability focus was first introduced as an addendum to the previous strategic plan which was well received and was core-funded by several donors. Several donors have already shown interest to continue funding social accountability after an assessment of the SAM implementation has revealed encouraging results. We will begin to have conversations with potential development partners as soon as the board agrees with the proposed budget that corresponds the strategic plan.

# Organizational Aspects

## Legal Status

Policy Forum was registered under the Companies Ordinance as a Company Limited by Guarantee and not having a Share Capital in October 2006. The mandate of the organization and its governance structure are spelled out in its Memorandum and Articles of Association.

The secretariat is the first point of contact for PF. Its revised purpose and role is articulated in the section entitled 'Amendments to the Policy Forum Structure' beginning on page 13 of this document. Prior to registration the financial and, to a certain extent, the administration aspects of Policy Forum were administered by HakiElimu through a contractual agreement between HakiElimu and the Policy Forum Steering Committee. This Agreement came to an end in December 2006 and with effect from January 2007, the Policy Forum secretariat is performing these functions.

## Governance

Policy Forum is open to national and international NGOs (including NGO networks) operating in Tanzania that have an interest in and commitment to influencing policy from a pro-poor and human rights perspective. Membership requires active participation in PF activities. For the platform to remain effective, members are convinced that a wide base of actively involved NGOs is a pre-condition. This principle is reflected in the value that is given to the Annual General meeting, a meeting of the General Assembly (or all members of PF) that takes place once a year and is the highest decision-making body of the Forum. Members also meet on a monthly basis. This meeting is more informal and is used by members to plan, strategize and update each other of current activities, to share relevant information and to plan the way forward.

PF activities are overseen by a Board of Directors, currently made up of seven officials elected by the General Assembly to serve for 2-year terms. A Chairperson who is elected from among the members of the committee heads the Steering Committee supported by a Vice Chairperson. In line with the organizing principle that Policy Forum is a Tanzanian initiative, and both inspired and led by Tanzanians, the majority of the Board of Directors represent Tanzanian NGOs, as does the chairperson.

Members of PF may organize themselves into Working Groups around key policy issues or key sectors of interest to the group. This allows for further specialization and targeted action. There are currently 2 working groups that are specifically convened and led by Policy Forum and these are:

- A Local Governance Working Group (LGWG)
- A Budget Working Group (BWG)

Several options were considered including contracting out financial services to an external company. In the end, the most cost-effective option is to hire someone to perform this role with the support of the other 2 support staff within the Secretariat. It is yet to be determined whether this is a full time or a part time post and the option of possibly sharing this resource with another organization is being considered.

# Monitoring, Evaluation and Reporting

Monitoring activities will be done regularly to ensure that activity implementation and expected outputs are delivered in a timely manner and at acceptable standards. Policy Forum will develop a monitoring and evaluation plan, based on the targets listed in **Annex 1**, to set up specific tools with monitoring indicators and data collection plans. Apart from regular monitoring, annual and semi-annual narrative reports will be developed and accompanied by financial reports. These will be shared with Policy Forum members, partners and donors and will be available on demand from the Secretariat. At the end of the funding period an evaluation of the strategy will take place. Policy Forum accounts will be audited externally on an annual basis by a reputable auditing firm.

## Financial Management

Consistent with Tanzanian Law, Policy Forum accounts will be managed in accordance with International Financial Reporting Standards. Our accounts have been audited by an internationally recognized audit firm for the last three years and have consistently received a clean report. In the spirit of transparency, our audit reports are publicly accessible to members and partners and can be obtained on request from the Secretariat Office.

While financial management support is required at a higher level now that we no longer have access to financial support from HakiElimu, the number of transactions within Policy Forum does not warrant a full time additional post. Several options have been considered to address this issue, including employing a part time Finance Officer to be shared with another organization. It was eventually agreed that Policy Forum would enter into a contract with a local accounting firm on a long term basis to help to set up rigorous and functioning systems for financial and administrative management and control, to act as internal auditor and test the systems for weaknesses on a quarterly basis, to provide extra support to the Coordinator and Finance and Administration Officer prior to and during the external audit and to provide strategic advice to the coordinator relating to financial and administration management throughout the year on an as needed basis.

## Composition of PF Steering Committee as at 30 September 2010

	Name	Position
1	Moses Kulaba, Agenda Participation 2000 (DSM)	Chairperson
2	Esther Mongi, World Vision (DSM)	Vice Chairperson
3	Israel Ilunde, Youth Partnership Countrywide (Kibaha)	Member
4	Emmanuel Kallonga, HAKIKAZI (Arusha)	Member
5	Kellen Mngoya, HAFOTA (DSM)	Member
6	Julie Adkins, SNV Tanzania (DSM)	Member
7	Fransisca Matay, TAWIF (DSM)	Member
8	Semkae Kilonzo, Coordinator PF	Secretary

## Annex 1: Annual Targets

	Outputs	Outcomes
First Year Milestones December 31, 2011	<ul style="list-style-type: none"> <li>• 4 to 5 Short policy briefs</li> <li>• One major Social Accountability-related study</li> <li>• 2 to 3 simplified versions of policy and accountability-related documents (including a citizen's budget)</li> <li>• Monthly policy debates on key relevant policy topics for 11 months</li> <li>• Development and dissemination of a social accountability monitoring tool for monitoring social accountability systems.</li> <li>• At least 6 learn-by-doing sessions for each working group.</li> <li>• 2 joint workshops with parliamentary committee on revenue monitoring.</li> </ul>	<ul style="list-style-type: none"> <li>• At least 2 unsolicited newspaper articles citing PF briefs</li> <li>• Use of study findings by MKUKUTA Monitoring Working Groups in monitoring of MKUKUTA governance outcomes,</li> <li>• Improved understanding of the accountability-related policy issues by PF members and partners demonstrated by their effective use of the information provided in their advocacy.</li> <li>• Increased understanding by the general public of their rights in relation to the use of public resources and access to quality public services. Proactive demand for these rights increases.</li> <li>• Improved awareness of policy-makers of the issues of concern to the general public and marginalized groups.</li> <li>• Rigorous monitoring of social accountability systems by at least 1 CSO network outside of Dar es Salaam</li> <li>• .</li> <li>• Analysis produced is used to successfully further advocacy of members in at least 2 instances.</li> <li>• Greater familiarity of parliamentary committee revenue analysis and analysis of public contracts and its use to hold the executive to account.</li> </ul>
Second Year Milestones December 31, 2012	<ul style="list-style-type: none"> <li>• 4 to 5 Short policy briefs</li> <li>• Second edition of major Social Accountability-related study</li> <li>• 2 to 3 simplified versions of policy and accountability-related documents (including a citizen's guide to the budget process)</li> <li>• Monthly policy debates on key relevant policy topics for 11 months</li> <li>• Expand the use of social accountability monitoring tool to a further 2 networks.</li> </ul>	<ul style="list-style-type: none"> <li>• Use of briefs as learning and discussion tools within institutions of higher learning</li> <li>• Assessment of progress against findings of year 1 by Mkukuta Monitoring Working Groups in monitoring of MKUKUTA governance outcomes,</li> <li>• A Further 2 networks use the information to implement rigorous accountability monitoring outside of Dar es Salaam.</li> <li>• Public sector at local level increasingly forced to take seriously the need to develop mechanisms to improve responsiveness to public demand for accountability. Proactive demand for these rights increases.</li> </ul>

	<ul style="list-style-type: none"> <li>• At least 6 learning-by-doing sessions for each working group.</li> </ul>	<ul style="list-style-type: none"> <li>• Improved awareness of policy-makers of the issues of concern to the general public and marginalized groups.</li> <li>• Rigorous monitoring of social accountability systems by at least 2 additional CSO networks outside of Dar es Salaam</li> <li>• Rigorous analysis within civil society cited and used more readily by policy-makers.</li> </ul>
<p>Upon completion December 31, 2013</p>	<ul style="list-style-type: none"> <li>• 4 to 5 Short policy briefs</li> <li>• One major Social Accountability-related study</li> <li>• 2 to 3 simplified versions of policy and accountability-related documents (including a citizen's budget)</li> <li>• Monthly policy debates on key relevant policy topics for 11 months</li> <li>• Dissemination of a social accountability monitoring tool for monitoring social accountability systems.</li> <li>• At least 6 learning-by-doing sessions for each working group.</li> <li>• 2 joint workshops with key parliamentary committees on revenue monitoring.</li> </ul>	<ul style="list-style-type: none"> <li>• Briefs increase in demand and institutions willing to pay for the information provided</li> <li>• Assessment of progress against findings of years 1 and 2 by Mkukuta Monitoring Working Groups in monitoring of MKUKUTA governance outcomes. Study findings incorporated in Poverty and Human Development Report.</li> <li>• A Further 2 networks use the information to implement rigorous accountability monitoring outside of Dar es Salaam. Network supported in year one now training groups at district and village level to monitor in a similar manner.</li> <li>• Public sector at local level increasingly forced to take seriously the need to develop mechanisms to improve responsiveness to public demand for accountability. Proactive demand for these rights increases.</li> <li>• Improved synergy between at least 1 key policy initiative and issue(s) of concern to the general public and marginalized groups.</li> <li>• Rigorous monitoring of social accountability systems by at least 2 additional CSO networks outside of Dar es Salaam</li> <li>• Civil society develops an alternative budget for 2010/11 that benefits from rigorous analysis and bottom-up prioritization.</li> <li>• In recognition of the usefulness of strong analysis in performing their duties, Parliamentary committees lobby for a strengthened research unit within parliament to support the clerks.</li> </ul>

## Annex 2: Impact Plan Parliamentary Budget Office

### **Policy Forum's Theory of Change for Strengthening Parliament's Budgetary Oversight Function.**

#### **1. Background**

The Policy Forum (PF) is a growing network of civil society organizations brought together in their interest in poverty reduction, equity and democratization. The network seeks to enhance and augment the voice of ordinary citizens in national policy processes in Tanzania. The main focus is to make policies work for people, especially the poor, and for policy processes to be opened up and be made more transparent, democratic, participatory and accountable. Governance and Accountability is the underpinning pillar on which all Policy Forum activities are based.

From its inception in 2003, PF has persistently sought ways of achieving its objectives by constantly deepening its strategic focus. Through 2011 – 2013, PF's strategic focus will be directed at the adoption of Social Accountability Monitoring (SAM), which is now appreciated as the most coherent means by which to increase CSO influence in policy dialogue on issues of accountability. SAM is also seen as a means by which to achieve genuine bottom-up analysis and enhance CSO understanding of the structures of governance across various tiers of government, - a prerequisite for making policy processes truly participatory.

In light of the change in strategic direction, PF's activities will now be organized to effectively influence 'bottom-up' accountability in accordance with the social accountability cycle. This involves analyzing its five processes namely:

1. Resource allocation and strategic planning;
2. Expenditure management;
3. Performance management;
4. Public integrity management; and
5. Accountability to oversight.

PF will systematically integrate the three areas that previously defined the strategic boundaries within the governance and accountability pillar across the social accountability cycle in the following ways:

- a) **Local Governance:** Using the cycle to monitor accountability at the regional, council and sub-council levels. CSO networks outside of Dar es Salaam will play a crucial role in this area particularly with regards to stimulating citizen involvement in enhancing the accountability and responsiveness of local authorities.
- b) **Public Money:** Issues relating to the acquisition, use and monitoring of money used for the activities of government on behalf of citizens are naturally incorporated in the five SAM processes.

- c) **Active Citizen Voice:** This will involve activities that aim to foster a culture of more informed public debate on issues of governance and accountability. All of PF's efforts to foster public debate will fall in this area.

The aim here is to contribute to a social movement for positive change in the lives of all Tanzanians.

## **2. Policy Forum Theory of Change**

### ***Long-term goal:***

*To improve the lives of all people in Tanzania, especially the socially disadvantaged and impoverished, by means of strengthening the capacity of NGOs to advocate for the equitable, effective and accountable use of public resources.*

### ***Intermediate goals:***

To bring about equitable and accountable use of public resources in Tanzania through advocating for the strengthening of the parliament's budgetary oversight function by the establishment of a Parliamentary Budget Office (PBO) that will examine the draft annual budget proposed by the executive and provide analytical support to parliamentarians to be able to question budget proposals and enable them to propose alternative proposals. Its key role is to produce objective budgetary, fiscal and programmatic information for legislators to be able to contribute, interpret, review and make concrete judgments regarding budget proposals – hence effectively exercising their oversight functions.

### ***Assumption:***

PF's ToC is based on the assumptions that:

Legislators need this source of information and analysis that is independent from the executive to effectively execute its budgetary oversight functions.

The establishment of this unit within the parliament will assist members or parliament in understanding the budget process, the broad fiscal challenges facing government, and expenditure control and budgetary tradeoffs that affect present and future spending.

### ***Policy changing Key players***

To effectively advocate for the establishment of a parliamentary a budget office, we plan to engage mainly Parliamentarians and Parliamentary committee members to influence the desired change. This is because they are at the fore front as far as leading the role in influencing the change necessary for the establishment of the budget office. We believe that strategic engagement with these players will create and spread the benefits of establishing a budget office.

The opportunity for strategic engagement with these players is during their private time during which time they could be educated on how a Parliamentary Budget Office would help support their oversight role among others.

### ***Interventions:***

For our work to effectively influence the change required for establishment of the office, interest will be directed towards ways in which parliamentarians could be enlightened about the benefits that come with the establishment of the budget office. Interventions in this regard include:

1. Identifying and meeting with individual parliamentarians who we envisage will support our advocacy for establishment of the office; and
2. Requesting the Parliamentary Clerk for audience with parliamentarians which we could use to enlighten parliamentarians around the benefits of establishing the office.

The objective of these interventions would be to educate parliamentarians about the Parliamentary Budget Office, its set-up and operationalisation as well as the benefits to parliamentarians that it comes with, so that the concept is well understood and that some level of demand for this office is seen to come from the parliamentarians themselves. The “push” from outside of the parliament will act to supplement the demand that will have been created within Parliament.

**Potential obstacles to achieving the desired change:**

The following are intrinsic barriers that we envisage facing in the course of undertaking our work:

- a) Getting ample audience with parliamentarians in good time.
- b) How efficient the Bunge Foundation will be operationalised. The Bunge Foundation is a research institution that is planned to be established to play a slightly similar role only that it will have a wide scope of research work - not dwelling on the national budget – as well as the fact that it will not be established by law to support Parliamentarians – unlike the budget office.

**Activities:**

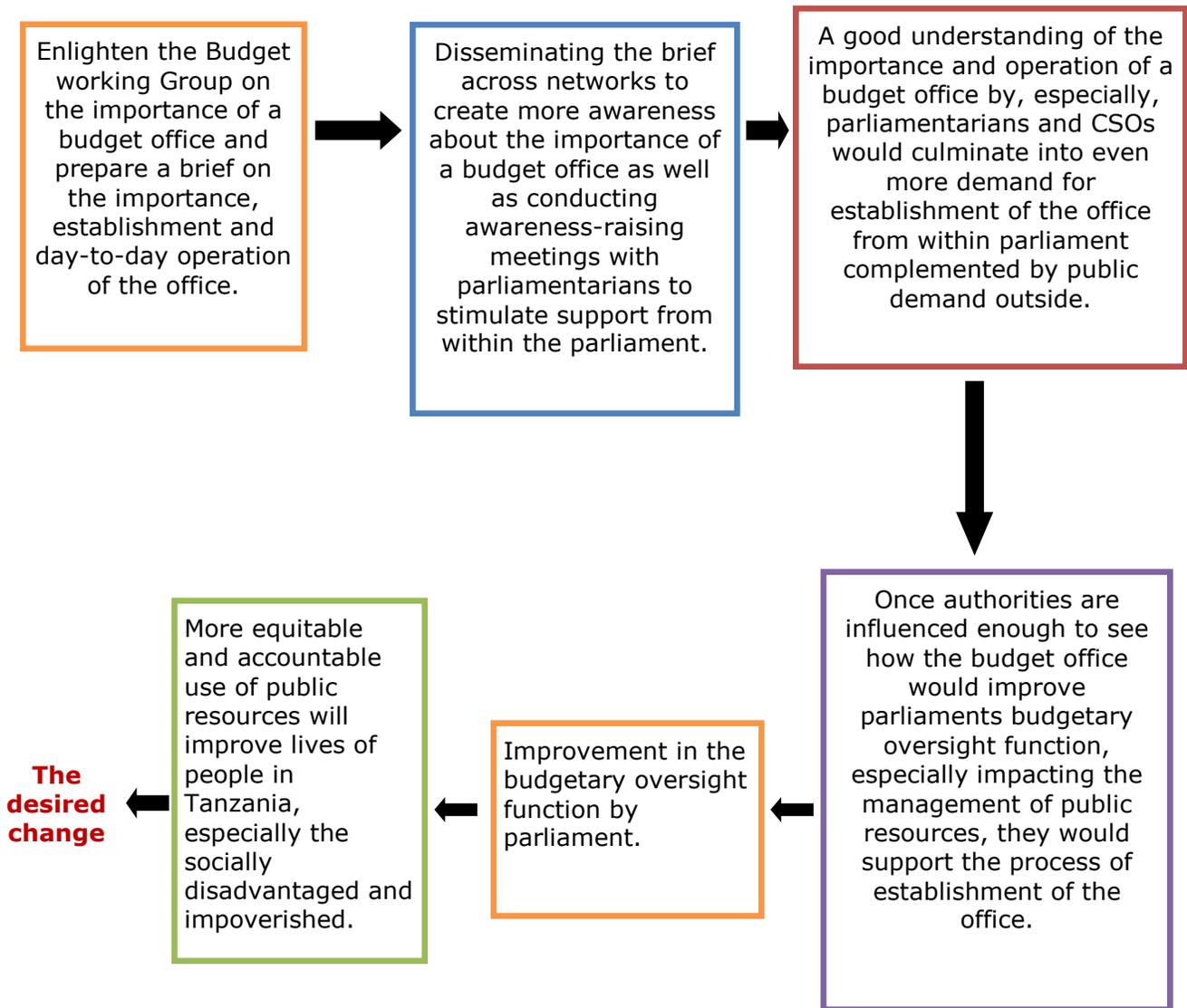
This initiative will be advanced by the Budget working Group and will involve the following activities:

- Preparing a brief on how to strengthen Parliament’s budgetary oversight function by way of establishing a budget office,
- Requesting for audience with Parliamentarians from the Parliamentary clerk,
- Meeting with Parliamentarians informally,
- Liaising with officials of an already established Parliamentary Budget Office for learning about lessons in establishing a similar office as well as exploring the possibility of a study visit.

**Other Stakeholders:**

PF will also work with the media and donors to support this activity. We envisage that the media will play a great role in spreading our advocacy messages to raise awareness around the benefits of having this office and how it will foster accountability. Donors will also add on this pressure by raising this agenda at donor-government meetings and other dialogues.

**PF ToC Diagram**



**Indicators**

<b>Indicators</b>	<b>Citizens</b>	<b>CSOs</b>	<b>Media</b>	<b>Legislatures</b>	<b>Executive</b>	<b>Donors</b>
# Budget Office briefs demanded.						
# Meetings and awareness sessions on the Budget Office						
# Media coverage around the budget office						
# Forums at which the budget office is debated.						