



policy forum

Mid-Year Progress Report

January to July 2009

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>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>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>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>

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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: This year we decided to look at both the systematic issues that affect accountability within the budget process, as well as the content of the budget documents. We also decided to touch on the macro-level by producing an analysis that examines the impact of the systemic and economic reforms in alleviating poverty in Tanzania.

1. *Policy brief 1.09: Growth in Tanzania: Is it reducing poverty?* – This brief examines whether the heralded economic growth in Tanzania has succeeded in improving lives of poor people. It notes that the so-called “successful transition” has failed to bring poverty reduction, most of the progress has occurred in Dar es Salaam and not in rural areas, and Tanzania remains off track to achieving the poverty MDG /MKUKUTA targets.
2. *Policy Brief 2.09: Is it the People’s Budget? Tanzanian’s ranking in the Open Budget survey 2008* - This brief summaries of the findings from an international Open Budget Index (OBI) survey that measured the level of budget transparency in Tanzania in 2008. These findings are important because they provide an indicator of how much information citizens have access to the budget process in Tanzania. They further enable us to assess how we are performing globally.
3. *Policy Brief 3.09: How much Revenue are we losing?* Provides an overview and analysis of Tanzania Government’s Revenue based on the projections for 2009/2010 national budget using the data provided in the budget guideline and budget frame work for 2009/10 - 2011/12 which indicates that the government revenue will decline persistently until the end of 2012. The brief also highlights some of the challenges the government will face in light of reduced tax revenues in the wake of oncoming global economic financial crisis but also gives a vivid insight with regards to how much revenue Tanzania loses through uncollected tax and mispricing.
4. *Policy Brief 4.09: Social Accountability in Local Government in Mwanza City Council and Kibaha Town Council in 2008* – this brief is a situation analysis of social accountability in Mwanza and Kibaha councils. Analysis was conducted by Policy Forum in collaboration with Mwanza Policy Initiatives Network (MPI) and Kibaha Network of Civil Societies (KNC).
5. *Policy Brief 5.09: Can fewer books and less chalk bring quality education?* The brief notes a decrease in the Capitation Grant despite an overall increase in the education budget for 2009/10 budget. It

argues that this reduction in money for vital resources will no doubt affect the quality of primary education and recommends that the government focus on spending that is matched between the forecast of numbers of students and teachers and the education materials and resources required to learn and teach.

6. *Analytical think piece 1.1: Aid Effectiveness and General Budget Support in Tanzania*. Analyses the perspective on increasing knowledge and understanding of aid effectiveness and General budget support as the most preferred aid modality in Tanzania.

- 1.2 **Analytical support to civil society policy engagement:** Analytical support to CSOs has been provided primarily through the working groups. The Policy Forum Working group members with support fund from HakiElimu attended training on budget analysis in July 2009. The purpose was to equip Policy Forum BWG members with the ability to analyze government budget hence improving on their ability to better play their oversight role in the processes of planning, budgeting, monitoring and evaluation of government development initiatives at both national and council levels.

In June, we participated in the Annual CSO exhibition in parliament, led by the Foundation for Civil Society where by CSOs from every region in Tanzania were represented and met with the Parliamentary Social Services Committee. During this event, CSOs presented a proposal to collaborate with Parliament and assist MPs in strengthening and promoting effective oversight mechanisms.

Policy Forum also contributed substantially in policy advocacy initiatives particularly by coordinating CSOs participation in the anti-CDCF campaign in Dodoma during the parliamentary session in July whereby the CDCF bill was read and passed; and by providing inputs in a CSO Statement on the impact of the IMF framework on the economic policies of Tanzania.

- 1.3 **Proactive participation in the budget process:** The Budget Working Group of Policy Forum continued to be active in 2009. The activities were:
 1. Contribution and preparation of the 5 policy briefs mentioned in 1.1 (above),
 2. In May, the BWG prepared and made a presentation at the Regional Parliamentary Accountability Conference organized by the Eastern African Association of Public Accounts Committees and the World Bank.
 3. The BWG continued to work in collaboration with the Local Governance Working Group in implementing a joint project with KNC to monitor the Social Accountability Cycle in Kibaha Town.
- 1.4 **Governance Study 2009/10:** An outline and terms of reference for this study have been finalized and a tendering process is underway. The work is due to begin during the second half of 2009 and should be completed before the second half of 2010.

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: Data continues to show that there is a tremendous increase in the number of people visiting our website. According to Google Analytics data, about 1000 people visits the website on a monthly basis. The data also shows that the majority browsing our website are from within Tanzania. We, also continue to update and upload various documents, news items and alerts regularly on the website as a way of diversifying our dissemination. This year, we decided our branding should include the Annual Report for 2008 and we hence produced it in the form of a colour booklet for our various stakeholders. We have also printed colour brochures carrying general information on what PF is and what it does so that the general public can have a better grasp of our activities.

2.2 Evaluation of Policy Forum Publications: This activity will take place during the second half of 2008

2.3 Popularization of Policy Documents: We plan to produce popular versions of 4 policy documents by the end of the year. So far the agreed documents for popularization so far are:

1. A simplified analysis of the findings of the Household Budget Survey (HBS) in Kiswahili will be printed and disseminated widely.
2. A popular version of the Anti-Corruption legislation as it pertains to elections. This is being produced for use during the Local Government Elections in October 2009 – the draft is ready and will be printed shortly.
3. A simplified version of Constituency Development Catalyst Fund (CDCF) bill. The analysis has been done and we expect to produce a simplified document.
4. A popular version of the new proposed mining law. This is scheduled to be passed before the end of the year and PF intends to simplify it for general public consumption.

2.4. Breakfast Debates: Policy Forum continues to hold policy debates on the last Friday of every month, covering diverse topical policy issues. From January to July 2009 the topics discussed were:

- 1) **January 2009:** Who is not corrupt in Tanzania? Corruption Perceptions of Ordinary Citizens.
- 2) **February 2009:** The Impact of IMF Policies on the Macro economy in Tanzania.
- 3) **March 2009:** How much information can citizens know about their budget? Findings of the Open Budget Survey 2008
- 4) **April 2009:** How HIV/ AIDS services are provided within the health system in Tanzania? Report on Primary Health Care and Access to HIV/ AIDS Services 2008.
- 5) **May 2009:** Biofuels, Land tenure and rural livelihoods: is the emerging Biofuels industry a threat or an opportunity for rural economic growth?
- 6) **June 2009:** The Tanzania national Budget 2008/2009: What did it not say?

7) **July 2009:** Does Gender Matter?: An assessment of Sex – Disaggregation in MKUKUTA Monitoring Reports.

From January till July 2009, on average, the attendance has been ranging between 60-80 people monthly and drawing in participants from the public sector, academia, civil society, donor agencies and the private sector. The format of the debate is interactive with two speakers introducing a topic then allowing participants to air their views on the issue.

2.5 Communication with Members: The communication strategy adopted in 2008 has continued to be a tool and guideline for Policy Forum to keep close bond with its members and other stakeholders. For seven months, we have continued sending weekly electronic news briefs which are selected carefully and edited to suit our objectives and hence more relevant to members. Also, Short Messaging Services (SMS) are currently being used to send alerts and reminders to members. This tool continues to prove an effective way of instantly notifying PF's members of the network's activities. We, also, continue to mail out information packs on a monthly basis to help our members whose access to internet connectivity and mobile phones is limited. Other tools have been through holding monthly and quarterly monthly meetings drawing some participants from outside Dar es Salaam. We continue to organize meetings for both the Budget Working Group (BWG) and the Local Government Working Group (LGWG) which are held on the first Thursday of the month.

2.6 Strategic use of the Media: the media are an effective advocacy tool that enables PF's governance and accountability messages reach vast audiences in the country. Thus, we have continued to working closely with radio, TV and the print media in the following ways:

- 1) *Pilika Pilika Soap Opera:* Policy Forum continues to sponsor Pilika Pilka Soap Opera radio program. By the end of July 2009, 28 radio programs focusing on good governance were already aired. Also, as part of the orientation of new PF members during the 2009 AGM, participants were shown various elements of the Soap Opera's production process and were presented with an independent study of the show's impact.
- 2) *Radio & TV Spots:* Since the start of the year, the major advocacy issue that members wished to focus on was the sizzling debate on the suitability of establishing the Constituency Development Catalyst Fund (CDCF). Hence, we decided to air a series of 8 TV spots in January as well as hold TV panel discussions and audience phone-ins on the topic in anticipation of its bill coming to mention in parliament in early 2009. Since the bill was not read at the time and rescheduled to the July budget session, we re-ran the spots for two weeks culminating on the day it was passed (July 30th). We also continued with TV panel discussions and audience phone-ins in July allowing citizens to air their views on the bill.
- 3) *Monitoring and Evaluation:* PF has continued to look for ways of improving its monitoring and evaluation in the use of media tools. For instance, after consultations with the producers of Pilika Pilika Soap Opera it was agreed that an independent survey of the show's impact would be necessary. A survey presented in April 2009 during the Annual General Meeting showed that 85.0% of the respondents who listen to Pilika Pilika radio drama have implemented or undergone various changes in their lives as a result of knowledge gained from the radio programme.

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 More effective inclusion of PF members based outside of Dar es Salaam:

PF continues to facilitate the attendance of members based outside of Dar es Salaam. The first of these meetings was held at the time of the Annual General Meeting and the second was timed to coincide with our advocacy around the CDCF bill in July which took place in Dodoma. The latter was an opportunity for upcountry members who do not regularly participate in Policy Forum's activities to see first-hand how the network does its advocacy and for new members to see how the network engages in policy issues.

3.2 Social Accountability Monitoring: The Secretariat has now completed its monitoring visits and active learning sessions with the two initial regional partner networks and communities (MPI and KNC) and Mwanza and Kibaha draft reports have already been presented to members for comment. The 2008/09 Annual SAM report is scheduled to be published end of September and publicly launched. First training sessions with Manyara CSO's network and Kiteto CSOs KCS, the two additional partner networks, have taken place.

3.3 Systematic documentation of advocacy experience: PF is constantly improving the way it evaluates its work so that it can monitor whether its strategies are working as expected. To achieve better outcomes, this year PF is working to build on its performance monitoring framework so as to better identify weaknesses in the strategy while it is still underway and make adjustments accordingly. Like last year, however, not enough time was set aside for documenting experience during the first half of 2009. This should be an area of priority during the second half of the year.

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 recognition of the fact that seeking solutions to complex policy problems facing Tanzanians today requires concerted efforts from various stakeholders, PF continues to coordinate the engagement of its members in national policy processes. This year, we have engaged in the following ways:

1. *Eastern Africa Association of Public Accounts Committees (EAAPAC) Parliamentary Accountability Conference:* At this event that took place in May 2009, Policy Forum's BWG prepared a presentation on budget transparency in Tanzania. The aim of the presentation was to show to the government and other stakeholders that it was relatively undemanding for government to put in place mechanisms that would enhance budget openness. Stakeholders were informed that the type of information that the government should release in order to have a transparent budget include pre-budget statement, executive budget

proposals, citizen's budget, enacted budget, in year budget, year end reports and audit reviews.

2. *Dialogue with International Monetary Fund:* In Collaboration with the Human Development Trust (HDT), PF coordinated CSO views on the impact of IMF policies and the financial crisis on Africa and presented them during a dialogue with the Director of IMF's African Department and Director of the External Relations Department. Also present during the event, were representatives from other African civil society organizations. The IMF heard from the CSOs that although Tanzania had recorded economic growth, the growth had been insignificant in changing the lives of many Tanzanians. Moreover, most of the progress has occurred in Dar es Salaam and not in rural areas.
3. *Dialogue on Local Democracy:* Policy Forum's Local Government Working Group (LGWG) together with KEPA and the Embassy of Finland, organised a dialogue on fostering local democracy. This was an opportunity to gather parliamentarians, civil society organisations, officials and development partners to discuss ways to deepen mutual understanding of each actor's role in building democracy and governance at the local level.

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:

1. *Tax Justice Network – Africa Chapter (TJN-A):* After the BWG had agreed to give the revenue side of budget analysis as much importance as the allocation and expenditure elements of it, PF entered into a collaboration with TJN-A to organize training on tax issues for its members. Held in May 2009, the seminar brought in participants from Eastern Africa so that organizations in the region could also share experiences and learn how to build research and advocacy capacity on tax issues. The seminar was also an opportunity to develop a collective platform for engagement at country and regional levels through common advocacy agendas and strategies.
2. *Annual CSO exhibition at Parliament:* Policy Forum also contributed substantively to the CSO Proposal to Members of parliament during the Annual CSO exhibition at Parliament in June 2009. The dialogue organised by the Foundation of Civil Society, brought together delegates representing 83 Civil Society Organisations.
3. *Parallel meeting for CSOs ahead of the IMF Conference in Tanzania:* In collaboration with HDT, Policy Forum hosted a one-day workshop for Tanzanian CSOs on the impact of the IMF framework on the economic policies of Tanzania.
4. *Constituency Development Catalyst Fund (CDCF):* In collaboration with Foundation for Civil Society, PF coordinated CSO views on the impending CDCF bill and facilitated CSO attendance to a Public Hearing in Dodoma to present those views.

4.3 Local and International Networking: The Secretariat this year has continued to collaborate with various local and international bodies with the aim of strengthening the impact of its work:

1. *Government of Mozambique & World Bank:* PF continues to look for ways to network with various international bodies in the area of management of revenues from resource industries. In March 2009, PF linked up with other Pan-African CSOs to attend an international

workshop on enhancing the development impact of resource industries through the effective use of revenues and corporate social responsibility investments. Organised by the Government of Mozambique, it was an opportunity for PF to interact with other international stakeholders and learn from peers issues surrounding transparency and accountability in the resource industries including revenues generated by the industry and the key role that CSOs have to play in this regard. It was also a platform for PF to grasp the discussions around model guidelines and practices to enhance the impact of corporate social responsibility investments and governments' use of resource revenues.

2. *Revenue Watch Institute (RWI)*: PF now has a MoU with RWI which aims to build on the two parties' previous work on collaborating with parliament to improve oversight in the extractive industries in Tanzania. The coming of the MoU is well-timed since the new mining policy has already been drafted and is due for discussion in parliament in the later part of 2009, and Tanzania applied and has now been accepted as a candidate country in the Extractive Industries Transparency Initiative (EITI). Through a series of capacity-building events, it is anticipated that the collaboration will help equip legislators, parliamentary staff and CSOs, with the baseline knowledge, intellectual resources, and training to effectively oversee the executive's management of the extractive sectors and to them models of success in transforming natural resource wealth into economic success. So far, a PF Secretariat member has already attended a RWI Summer School on Extractive Industries in Ghana to learn about governance of revenues from the oil, gas and mineral sectors.
3. *International Budget Partnership (IBP)*: Policy Forum has also entered into a collaborative relationship with IBP to enhance its budget advocacy work on governance through peer networking with CSOs in other countries doing similar work. One such group is MUHURI who for the second year we have collaborated with to build the capacity of Tanzanian CSOs to do Social Audit exercises in the area of devolved funds at the constituency level. These participatory learn-by-doing exercises of monitoring accountability of public institutions through the verification of public service delivery projects are particularly apt for our CSOs at a time when Tanzanian MPs have just passed a law enabling the execution CDCF in this country. Our partnership with IBP also aims at augmenting the involvement of civil society in policy and budget processes whilst also assisting PF to play a role in enhancing the collective global understanding of effective budget work.
4. *Centre for Social Accountability (CSA)*: Based at Rhodes University in South Africa, CSA have now worked with PF for the third year in building the capacity of CSOs in Tanzania to implement a rights-based approach to public accountability tracking at the local government level. As a result, PF has helped its members incorporate the SAM methodology into their policy and advocacy strategies. We anticipate to see this collaboration will continue to add to mutual learning and will enable us to share lessons to improve our mutual effectiveness in this area.

Challenges

Although PF persists in learning new ways of effectively managing relationships with different parts of government, 2009 saw the network face continued challenges in this regard. Because of its opposition to the CDCF bill that MPs passed in July, the warm relationship PF enjoyed with both parliamentarians and the Office of Parliament fell to low levels threatening to derail our continued collaborative work on oversight in the extractive industries and erasing previous gains made in this regard. It is hoped, however, that both MPs and CSOs can learn how best to disagree in one area without necessarily hampering the constructive gains they worked to foster together in another as part of their mutual coexistence in a fledgling democracy. Already, signs are showing that progressive sectors of the Tanzania parliament are still eager to work with PF. For instance, at a recent dialogue for fostering local democracy co-organised by PF, the chair of the Parliamentary Public Accounts Committee and a member of the Local Government Accounts Committee both attended and expressed appreciation that such policy dialogues were in place to share experiences and urged PF to continue sharing its analysis with MPs.

The demand for SAM courses exceeds the ability of the Secretariat to supply. Requests to build the capacity of civil society actors in this area both within and outside of the network are enormous. Whilst it is accepted that the Secretariat does not have both financial and human resources to scale up its SAM programme beyond the agreed two additional networks each year, we are working with CSA to have more CSOs trained locally in the Fundamentals of Social Accountability Monitoring in addition to the 10 spaces provided to PF each year to have its members attend the course in South Africa. The other initiative is working with CSA to establish a Training of SAM Trainers (TOT) programme in Tanzania. The target of the TOT programme would be those competent individuals who have already attended the Fundamentals of Social Accountability Monitoring course in South Africa with the intention of equipping them to conduct SAM training for others.

Although the participation of members is the essence of networking, PF continues to grapple with the issue of getting them to attend meetings consistently due to competing priorities. The secretariat, however, is persisting in working closely with members to see how their involvement in the network's activities can better support them in achieving their organisational objectives. This, with improved communications within the network, should see better dynamism and commitment from members.

Financial Issues

The total approved annual budget for 2009 was Tshs 1,099,879,210.56. PF started the year with grant agreements in place from 3 donors to contribute towards the 2009 budget. Moreover, four partners have made commitments this year to support the implementation of PF strategic plan for 2009. The funding profile is as follows:

Funding Agency	Amount agreed for 2009 (in currency of grant agreement)	Status as at 30 July 2009
Canadian International Development Agency (CIDA)	CAN \$ 112,500	CAN \$ 112,500 disbursed (Tshs 115,218,432/-)

HIVOS	€75,000	€50,000 disbursed (Tshs 84,500,000/-)
Google.org	US\$170,000.00	US\$170,000.00 disbursed (Tshs 224,400,000/-)
Swiss Development Cooperation (SDC)	CHF 230'000	Approved (awaiting contract)
Partners, Member Contributions & other sources	US\$148,500.91 (estimate)	US\$78,000.00 disbursed (Tshs 111,034,840/-)

As the accompanying financial report demonstrates, as of July 30th 2009, PF had received disbursements from donors CIDA, Google.org, HIVOS; from partners RWI, the Tax Justice Network, and the Foundation for Civil Society and from its members, all totaling Tshs. 526,169,622/-. SDC and IBP (partner) have now approved funding for CHF 230,000 (US\$ 216,429 or Tshs. 281,357,700/-) and US\$ 70,000 respectively, though agreements with both are yet to be signed. As a result, the total amount obtained and pledged, including what was carried forward from 2008 (Tshs. 57,548,000/-), is Tshs. 1,002,814,502/-.

As you will see in the attached financial report, expenditure during the first half of this year totals about 24% of the total annual budget. However, this represents 51% of the actual money received. Since due to bureaucratic delays we had unfulfilled pledges from 2 sources who had pledged funding, we have sought to be prudent in our expenditure to avoid spending too much until it is clearer how much money we shall be able to raise.

Summary of financial shortfall

Year	In Tanzania shillings		
	Amount budgeted	Amount obtained and pledged	Deficit
2009	1,099,879,210.56	1,002,814,502	97,064,708.56

Monitoring and Evaluation

Policy Forum 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 or whether there are any identified weaknesses that require adjustments to achieve better outcomes.

Governance Issues

Policy Forum held its AGM on 3 April 2009. During the AGM, it was agreed that Howarth Tanzania will continue as Policy Forum's auditor financial year ending 31st of December 2009 on the condition that during next AGM, the secretariat will come up with a shortlist and profiles from different auditing companies so as to enable

members to appoint the next auditor. The AGM also elected a new Board of Directors. The chart below details the composition of the Board.

Organization (location if outside Dar es Salaam)	Individual(s)	Designation
Actionaid	Rose Mushi	Chairperson
Agenda Participation 2000	Moses Kulaba	Vice Chairperson
TAWIF	Fransisca Matay	Member
TEN/MET	Joseph Kisanji	Member
YPC (Kibaha)	Israel Ilunde	Member
Concern Tanzania	James Davey	Member
Kivulini (Mwanza)	Maimuna Kanyamala	Member

Conclusion

It is commonly agreed that vibrant and active civil society networks are an essential ingredient in creating policy spaces where domestic stakeholders can partake in promoting equity and democratisation as well as engage in poverty reduction processes. However, PF as a network is still learning how to make use of these spaces in a manner that can trigger off better governance and accountability, increased ownership and improved effectiveness. Greater member-driven demand for participation and more focus on what is achievable within these spaces should see PF bear fruit of such participatory processes. PF will continue to learn how to better manage relationships with different arms of the state and we believe that the government is beginning to grasp the value of cooperation between the two sectors.

However, we will persevere in our engagement in policy processes that we feel help us to achieve our objectives, particularly in terms of our contribution to development. We will also persist to representing the voice of the marginalized in policy decisions and to achieve results in impacting on government policy formulation. We will also continue to be actively involved in monitoring budget processes which we feel helps achieve better governance. Although there is still a lot to be done in sustaining the impacts we have achieved, it is also true to say that PF has come a long way.