



policy forum

Advocacy & Communication Strategy

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Abbreviations

ANSAF	Agriculture Non-State Actors Forum
APNAC	African Parliamentarian Network Against Corruption
BD	Baseline Data
BRELA	Business Registration Agency
BWG	Budget Working Group
CEO	Chief Executive Officer
CHRAGG	Commission on Human Rights and Good Governance
CSOs	Civil Society Organisations
D by D	Decentralisation by Devolution
EI	Extractive Industries
IFF	Illicit Financial Flows
JUKATA	Jukwa la Katiba Tanzania
LGAs	Local Government Authorities
LGWG	Local Government Working Group
LHRC	Legal and Human Rights Centre
M&E	Monitoring and Evaluation
MDA	Ministerial and Departmental Agencies
MEMART	Memorandum and Articles of Association
MOF	Ministry of Finance
MPs	Members of Parliament
NAO	National Audit Office
PBO	Parliamentary Budget Office
PF	Policy Forum
PMORALG	Prime Minister's Office Regional Administration and Local Government
POPSM	President's Office Public Service Management
SAM	Social Accountability
SMS	Short Messages Service
TEITI	Tanzania Extractive Industries Transparency Initiative
TTCJ	Tanzania Tax Justice Coalition
TV	Television
TZS	Tanzania Shillings
URT	United republic of Tanzania

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1.0 Background and Introduction

1.1 About Policy Forum

The Policy Forum (PF) is a network of over 70 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. Policy Forum envisions an improved quality of life for the Tanzania people. Its mission is to work together to influence policy processes that improve the lives of all Tanzanians through enhanced governance and accountable use of public resources, as well as the effective protection of human rights.

Policy Forum seeks to accomplish its mission by means of strengthening the capacity of CSOs to influence key policy decisions relating to poverty reduction, equity and democratization.

The specific PF objectives are as follows:

Objective 1: The effectiveness of public resource management is analysed.

Objective 2: The body of evidence produced by Policy Forum is widely disseminated.

Objective 3: The capability of civil society organizations to understand public resource management is enhanced.

Objective 4: Engagement by Policy Forum improves national policy processes.

1.2 Introduction to PF Advocacy & Communication Strategy

Current Policy Forum Strategy ends in 2016. This advocacy strategy identifies specific goals and what could be done around the goals, and under the specific PF objectives mentioned in 1.1 above.

The advocacy strategy has been supported under the auspices of Wellspring Advisors.

Herein follows the PF Advocacy Strategy with its respective goals.

2.0 Policy Forum Advocacy & Communication Strategy

2.1 Advocacy Principles

The PF advocacy work is guided by the following principles:

- a) PF believes, advocacy is a continuum of interventions ranging from constructive engagement from one extreme to litigation on the other
- b) PF work will be evidence-based
- c) PF will have long term commitment to issues
- d) Its work is members-led/driven

- e) In its work, PF will be non-partisan
- f) Gender will be mainstreamed in all its work

2.2 Communication

In undertaking its advocacy work, PF will be guided by the following communication strategy for advocacy.

2.2.1 Communication with Boundary Partners

The target audience for Policy Forum's advocacy and communication strategy includes primary and secondary Boundary Partners.¹

Primary Boundary Partners: without the presence of this group PF cannot function properly. There is a strong interdependence between the two groups and hence the network's communications should reflect this by making them the core target group. This group includes:

- Policy Forum members
- Ministry of Finance
- PMORALG
- Members of Parliament
- Local Government Authorities (LGAs)

Secondary Boundary Partners: This group entails all those who influence or shape, or are influenced or shaped by, the network's activities.

- Media
- Councillors
- Development Partners (locally-based and international)
- Ministerial Departments and Agencies (MDAs)

PF communications endeavours will concentrate on outreach to organisations and media outlets that cater for the above audiences (i.e., main conduits of information). Specifically, Policy Forum currently uses a variety of means to target the above listed Boundary Partners and receive feedback from them.

2.2.2 Communication with Primary Boundary Partners

Working Groups

Policy Forum communicates with its members by several means. However, one of the most rigorous mechanisms is through working group activities. Currently, there are two working groups namely the Budget Working Group (BWG) and the Local Government Working Group (LGWG).

The BWG meets on a regular basis and their main focus is analysis on the acquisition, allocation and expenditure of public money at the national level. The BWG meets and works with various stakeholders such as the Ministry of Energy and Minerals (MEM), Ministry of Finance,

¹ These are types of stakeholders individuals, groups, or organisations with whom Policy Forum interacts directly and with whom the network can foresee opportunities to engage with and influence

Parliamentary Budget Committee and Developmental Partners.

The LGWG's main activities are geared towards supporting and influencing national level policies on Local Government Reform. It also monitors governance and accountability issues in Local Government, for instance the LGWG has been producing a booklet which is a guide for citizens on good governance at Local Government level, due to great demand the booklet is normally reprinted from time to time. The LGWG to achieve its goals works with Boundary Partners such as PMORALG, parliamentary Committees, Local Councillors, Local Government Authorities, Authorities (LGAs), Association of Local Government Authority (ALAT) etc.

2.2.3 Communication Tools used with Primary Boundary Partners

Email: PF sees communication by email as very effective and affordable means of getting all members informed about its various activities especially on short notice. Some of the members, however, do not read their emails on time and some of them due to financial constraints do not have the facilities such as computers and internet services. This means that with very urgent communication, the telephone still has to be used. In order for members to get information such as invitation to working group meetings, quarterly meetings, breakfast debates and Annual General Meeting on time an SMS software application shall be used to send out text messages so that they receive the information on a timely basis.

Monthly mail outs: In order to effectively engage PF's upcountry members, a system of sending out monthly information packs needs to be enhanced. These information packs will include documents such as relevant policy information and reports. Members will also be encouraged to give their inputs on how to further develop the system so that its relevant and useful, this will be done during the quarterly meetings and questionnaires will be developed and shared with PF's members.

Member Orientation: A system for thorough orientation of new members that is founded upon PF's principles and best practices is required. This will help new members understand how to best use the network and engage and contribute effectively to its activities.

2.2.4 Key Messages

PF Members

- Effective and participatory CSO is important to influencing policy.
- CSO should be selective and strategic and engagement where most likely to achieve impact.

- Evidence-based advocacy is imperative if engagement with policy processes is to be effective.
- It is extremely important that the implications of national policies on gender be identified and advocacy on how they can be mitigated earlier on be undertaken.

Ministry Officials (Ministry of Finance, PMORALG)

- Budget-related documents should be publicly-accessible in timely and user-friendly manner.
- PMORALG should regularly consult with Civil Society and implementing the suggestions that result from those consultations.
- Gender should be mainstreamed in local level planning and budgeting.

Members of Parliament

- Evidence-based interventions by Members of Parliament improves their oversight function of overseeing the executive.
- Strong oversight of MPs towards the executive improves government performance in regulating the gas sector to avoid the 'resource curse'.
- An independent parliamentary budget office in Tanzania can assist members of parliament (MPs) to understand how the budget is put together and the broad fiscal challenges facing the government.
- Enhanced local governance structures that are transparent, allow people's participation in decision making.

LGAs

- Ensure efficient spending on social services to impact social indicators at council level.
- Strong oversight of Councillors towards the executive improves government performance.
- Deepened collaboration and partnerships with domestic stakeholders helps achieve effective impact on policy processes issues.
- Enhanced active citizens' voice helps improve accountability and responsiveness from local authorities.

2.2.5 Role of the PF Secretariat

The PF Secretariat coordinates the activities of the network. As such, its Communications Team which entails the Manager - Communication and Advocacy and Programme Officer - Communication and Advocacy is charged with communications which entails working hand in hand with other departments. The Coordinator (as directed by the Board members) shall work together with the communication team to provide strategic direction for the day-to-day implementation of this strategy. Hence, the team's core functions involve:

1. Linking policy and advocacy information to members and partners who can use it in a relevant and accessible format: This is one of the most valued services that Policy Forum provides according to feedback from members.

2. Coordinating the regular preparation, production and broadest possible dissemination of policy and advocacy documents: This work is mainly done by the communication team targeting policy makers, civil society and PF's boundary partners.
3. Providing administrative support for official PF activities: This includes events like the Annual General Meeting and any other events done by other organisations in collaboration with PF. The communications involved under this include pre-event communication with participants and preparing reports and when required, press releases or media packs being prepared.
4. Monitoring the media for topics of concern to the network: PF collects newspapers and monitors information in the print media on news items that are of concern to the PF network. In order to improve this the secretariat shall also post some of the cuttings with topical issues to the website-biblio section.

2.2.6 Communication with Secondary Boundary Partners

- **Policy Briefs:** These provide analysis of various current policy and budget issues. In recent years, we learnt that most of our boundary partners prefer reading these briefs online (softcopies) than receiving print outs. In order for these policy briefs to be accessed more widely we shall share them in our website and social media platforms.
- **PF Website:** The English and Swahili versions of the website shall be used to share with the general public information on PF's areas of work and its members. PF recognises that the advances made in Information Technology offer exciting new ways of communicating. The Website will continue to be taken seriously as an alternative source of information for those who can access it whatever their backgrounds. Data from google analytics indicate that most of PF website visitors (70%) use android phones to access the website. Due to this, PF will produce a website mobile application for android phone users as a way of getting more people to access PF website. To ensure gender issues are being disseminated the website shall have a section on gender issues, this information shall be gathered from members working on gender issues and from the network activities.
- **Social Media:** PF shall use its facebook, twitter, whatapp, Instagram, Scribd, you-tube accounts and SMS software platform to communicate with its secondary audiences. PF recognizes the effectiveness and usefulness of the social media today. PF shall use

these social media platforms to increase the traffic on its website by posting news from the website to the social media platforms, this will help PF to get feedback from people on various PF issues posted on the website.

- **PF Publications:** Policy Forum through its working groups shall produce publications and disseminate through its members to the relevant audiences and shall seek feedback on how the publications were used. PF will consider consulting peer reviewers in order to bring creativity and help develop new ideas to improve publications. PF Publications will also be distributed to Higher Learning Institutions-Libraries, Community libraries, etc
- **Press Releases:** When there is a topical public issue that requires urgent insight or clarification from the PF network, press releases will be issued in both English and Swahili. Press releases are also used to promote or launch newly-published materials. PF will use the media in this way as it deems necessary (such as organizing press conferences) or any other method it believes if used wisely, can greatly enhance the impact of a programme.
- **Attending conferences, seminars, workshops and external Working Groups:** PF members and the staff at the secretariat shall attend external events as part of keeping abreast of developments occurring in CSOs, LGAs, MDAs, the Donor Community and other stakeholders in national development. This will help PF learn from others and expand the reach of the knowledge gained within its network by showcasing its published materials. It also uses such opportunities to strengthen solidarity within civil society and seek expansion of its network. Once staffs or PF members have attended these events they will share with other staffs during their staff meetings or via email on the things that should be learnt.
- **Monthly Breakfast Debates:** shall undertake informal discussion sessions on various issues that concern development stakeholders over breakfast. Sessions shall be open to all including the public, media, CSO representatives and Development Partners. Hence PF will work to organise the debates by selecting the topic, speakers and facilitator and shall provide the platform to other stakeholders to present their topics (related to the vision and mission of the network). For smooth preparation, a list of topics will be collected well in advance so as to arrange for speakers and facilitation. After the breakfast debate participants shall be invited to bring relevant topics to the secretariat.
- **Broadcast Media:** The broadcast media, especially radio including community radios, is an effective tool for advocacy especially in terms of influencing policymakers and encouraging attitudinal and social

change amongst the citizenry at large. Because radio reaches a large section of the Tanzanian population, it is one of the best ways to gain the attention of decision-makers and their publics at local government and village level. Hence, it is an efficient way to reach our different target audiences and encourage debate on various issues regarding poverty reduction, the use of public money and democratization.

- Messaging Service (SMS): PF will look into the possibility of using SMS in its various campaigns as they can be valuable especially with regards to encouraging feedback from its target audiences. Because it is relatively cheap to send SMS messages, a text message-enabled number can be put alongside our telephone/fax number and email address in our publications for audience feedback. It is also an effective way of instantly notifying upcountry PF members on important messages regarding network activities instead of them having to wait till they next access their email accounts or post office boxes.

2.4 Advocacy Issues to Be Addressed

The issues to be addressed in PF advocacy strategy are:

- 1) Constitutional- Making Process:**
From the perspective of public money accountability issues: extractive industries, local governance & accountability and D by D.
- 2) Extractive Industries:** (transparency in contracting, local content, contribution to national budget)
- 3) Establishment of a Parliamentary Budget Office (PBO)**
- 4) Tax justice** (harmful exemptions, Illicit financial Flows (select sector), Transfer Pricing, Nuisance levies and fees)
- 5) Budget Transparency** (Timely access to budget information, Community participation in budget processes at local level)

2.5 Interventions Areas & Justification for Engagement

2.5.1 Constitution making process

Despite the progress made in the constitution-making process during the previous administration, political wrangling stalled its finalization. The new government has promised to continue with the process but it is yet unclear whether it will continue with the referendum vote. PF, nonetheless, will focus on providing civic education to enable citizens to make informed decisions. The issues will revolve around PF's advocacy areas of public money accountability and local governance.

2.5.2 Extractive Industries (transparency in contracting and contribution to national budget)

Tanzania is a country well-endowed with hydrocarbon and solid minerals among other natural resources. In the last five years alone Tanzania has exported more than US\$2.5 billion worth of gold (being the 4th largest producer in the African continent) and Natural Gas discovered so far is in excess of 53 Trillion Cubic Feet (Tcf) estimated to generate government revenue of about \$ 3-6 billion per year (TZS 5-10 trillion), hence has a huge transformative potential if well managed.

Therefore, despite the recent reforms, the extractive industry policy and regulatory frameworks may see more improvements given a new regime is in place and stakeholders are dissatisfied with the laws that were passed in 2015. Should the spaces emanate, PF will seek to impact these processes, policies and laws given there is a clear need for robust policies in the extractives like a local content policy that creates opportunities for local participation in extractives value chain and policies to enhance transparency in gas and mining contracts and on revenue spending.

2.5.3 A functioning Parliamentary Budget Office

PF was enormously encouraged in 2015 when the enacted Budget Act included provisions for the establishment of the Parliamentary Budget Office. Although this law has not been assented yet, the BWG hopes to engage in this area so that the Budget Act is gazetted and the body can become fully operational. PF believes that evidence-based interventions by Members of Parliament improves their oversight of the executive through a well-functioning PBO which can provide them with independent analysis.

2.5.4 Tax justice: ending harmful tax exemptions and curbing Illicit Financial Flows (focus on transfer mispricing).

On February 1st 2015, Tanzania together with other Heads of State of African Union Member States committed to the recommendations presented in the Report by the High Level Panel (HLP) on Illicit Financial Flows from Africa, chaired by former South African President Thabo Mbeki (Published in 2015, the report concludes that Africa loses more than \$50 billion every year to IFFs). In 2016 PF and other partners plan to launch a campaign on illicit financial flows in Dodoma in collaboration with Members of Parliament including 'first-time parliamentarians' so as to augment the quantity and quality of illicit finance discussions the national assembly. Specifically, PF will request MPs to advocate the executive to support the establishment of an intergovernmental tax body; end harmful tax incentives; end harmful tax treaties; increase the transparency of the international and national tax systems; increase the resources of the revenue authorities to oversee and collect revenue from multinational companies and review regressive tax policies.

2.5.5 Local Level Budget Transparency

PF would like to see enhanced timely access to budget information and community participation in budget processes at the LG level. Together with this, PF will work towards seeing local government officials appreciative and supportive of CSO activities in the areas where network members undertake SAM. This will involve members sharing SAM findings with PMORALG and NAO.

3.0 Advocacy Strategy Matrix of PF

SUMMARY OF POLICY FORUM ADVOCACY STRATEGY	
Overall Advocacy Goal & Impact	<p>OVERALL GOAL OF PF ADVOCACY WORK To work together to influence policy processes that improve the lives of all Tanzanians through enhanced governance and accountable use of public resources, as well as the effective protection of human rights.</p> <p>Advocacy Specific Goal Areas:</p> <ol style="list-style-type: none"> 1) Constitutional- Making Process from the perspective of: Public money accountability (Revenue from the Extractive Industries, local governance & accountability and D by D). 2) Extractive Industries: (transparency in contracting, local content, contribution to national budget). 3) Establishment of a Parliamentary Budget Office (PBO). 4) Tax justice (harmful exemptions, Illicit financial Flows (select sector), Transfer Pricing, Nuisance levies and fees) 5) Budget Transparency (Timely access to budget information, Community participation in budget processes at LG level). <p>Overall Impact of PF Advocacy Work:</p> <ol style="list-style-type: none"> i). Government level: <ol style="list-style-type: none"> a) The management of revenue from the extractives is open to public scrutiny through TEITI. b) Tax exemptions reduced to 1.2% of GDP a) There is a functioning PBO. ii). CSO level <ol style="list-style-type: none"> a) The CSOs are pro-actively engaging in governance issues and demanding accountability b) CSOs have enhanced capacity to effectively impact policies and governance processes. iii). Community level: <ol style="list-style-type: none"> a) The citizens are engaging and demanding accountability from their local governments. b) The community is benefitting from progressively realising their socio-economic rights through better resource utilisation.

SUMMARY OF POLICY FORUM ADVOCACY STRATEGY	
1. Advocacy Area and Goal	<p>Constitutional-Making Process: Constitutional- Making Process from the perspective of: Public money accountability (Revenue from the Extractive Industries, local governance & accountability and D by D).</p> <p>Goal 1: The citizens’ and CSOs’ views (views on selected issues Revenue from the Extractive Industries, local governance & accountability and D by D) are integrated in the constitutional-making process in anticipation of attaining a truly people-formulated constitution as opposed to the current parliamentary-led process.</p>
Outcomes	<p>Goal 1 Outcomes:</p> <ul style="list-style-type: none"> i). Pitfalls and gaps in the Draft Constitution awaiting Presidential assent are analysed and brought to bear. ii). The reviewed and effective D&D structures and process are embedded in the Constitutional-making process.
Key Activities	<ul style="list-style-type: none"> 1.1 Engaging in national processes on selected themes of the constitutional-making process. 1.2 Present the views of PF members to MPs.
2.	<p>Extractive Industries: (transparency in contracting, local content, contribution to national budget, etc)</p> <p>Goal 2: There is transparency in contracting, favourable local content, that is contributing positively to the national budget.</p>
Outcomes	<p>Goal 2 Outcomes:</p> <ul style="list-style-type: none"> i). There is favourable contracts and local content that are open for public scrutiny. ii). Local content benefits are trickling down to the beneficiaries with considerable dignity.
Key Activities	<ul style="list-style-type: none"> 2.1 Generate evidence and campaign for reviewing the Oil and Gas Revenue Management Act 2.2 Popularize oil and gas policies and laws amongst the citizens. 2.3 Create forum (formalising HakiRaslimali) and engaging in existing fora to discuss issues related to extractive industries 2.4 Raise awareness on extractive industries through the use of media platforms such as community radios targeting. 2.5 Conduct meetings with members of Parliament (APNAC and Energy and Minerals Committee)
3.	<p>Complete Establishment of a Parliamentary Budget Office: (follow-up the signing of the Budget Act and lobby for the implementation of the necessary structures to be in place and operational etc.)</p> <p>Goal 3: PBO is fully established, functional and is providing parliamentary oversight effectively.</p>

Outcomes	<p>Goal 3 Outcomes:</p> <ul style="list-style-type: none"> i). PBO is functional to its full mandate and fulfilling public demands. ii). PBO structural and institutional frameworks are designed and effectively implemented
Key Activities	<p>3.1 Engage to influence (through briefings, sharing best practices- PBO, Study tour for MPs) with APNAC, Parliamentary Budget Committee and Office of Parliament.</p> <p>3.2 Monitor progress towards Presidential assent of the Budget Act of 2015 so that office is established.</p> <p>3.3 Organize breakfast debate on PBO and write articles on the importance of PBO</p> <p>3.4 Analyse, Package and disseminate relevant information on the importance of PBO and share with MPs who are influential to the parliament.</p>
4	<p>Tax Justice: (ending harmful exemptions and curbing Illicit Financial Flows).</p> <p>Goal 4: There is reduced tax incentives and harmful tax treaties; an increase in the transparency of the international and national tax systems; increase the resources of the revenue authorities to oversee and collect revenue from multinational companies and review regressive tax policies.</p> <p>Outcome Goal 4:</p> <ul style="list-style-type: none"> i). Tax exemptions, transfer mispricing, are significantly reduced.
Key Activities	<p>4.1 Join forces with likeminded international networks for coalition on i.e. IFF etc.</p> <p>4.2 Popularize the High Level Panel Report (Mbeki report) amongst MPs</p> <p>4.3 Conducting studies on selected issue Tax exemption, double taxation agreements.</p> <p>4.4 Launch Tanzania campaign to end Illicit Financial Flows (IFFs) with MPs (APNAC).</p>
5	<p>Local Level Budget Transparency: (Timely access to budget information and community participation in budget processes at local level)</p> <p>Objective 5: There is enhanced community participation in budget processes at local level along with timely access to budget information.</p> <p>Outcomes Objective 5:</p> <ul style="list-style-type: none"> i). Local Government officials are appreciative and supportive of SAM activities in the district councils where PF members operate. ii). CSOs are applying SAM including gender budgeting tools monitoring work.
Key Activities	<p>5.1 Continue to capacitate CSOs on the tools of public resource management i.e. SAM, gender- perspective in budget analysis, etc</p> <p>5.2 Engage LGA officials and councillors in SAM initiatives.</p> <p>5.3 Sharing SAM findings with PMORALG and NAO.</p>