



# policy forum

*Making Policies Work for People in Tanzania!*



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# Acknowledgements

This document represents Policy Forum's fourth strategic plan, prepared on the basis of broad consultations involving the network's members, other civil society organisations, its funders and government bodies.

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 Swiss Development Corporation, Water Aid Tanzania and the Public Service Accountability Monitor (PSAM) for their mentorship. Any shortcomings are those of the Secretariat and we would like welcome readers to send us their observations.

Date: November 25, 2013.

## A brief background of Policy Forum

The Policy Forum (PF) is a 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 three preceding Strategic Plans (2003 – 2006; 2008 – 2010 and 2011 – 2013) and will continue to underpin the work of Policy Forum during the current one (2014-2016). There has, however, been an evolution of strategic focus over the years, in light of the continuous learning experienced by the network:

1. Policy Forum began its first 3 years of operation (2003-2006) engaging with 3 policy processes, the Poverty Reduction Strategy (now MKUKUTA), the Public Expenditure Review Process, and the Local Government Reform Process.
2. Between the years 2008–2010, governance and accountability became the underpinning pillar on which all Policy Forum activities were to be based. Three areas defined PF's strategic boundaries: 1) Public Money, 2) Local governance and 3) Active Citizen's Voice. An addendum to the strategic plan was incorporated to adopt of Social Accountability Monitoring (SAM) as a holistic 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.
3. The years 2011 – 2013 saw Policy Forum begin to draw lessons from its implementation of SAM as a tool to monitor accountability and the government's use of public money in a more holistic and integrated way and as a means by which to achieve genuine bottom-up analysis. This period saw closer dialogue and collaboration with the government, manifesting enhanced CSO understanding of the structures of governance

and strengthened capacity of CSOs outside of Dar es Salaam to influence policy processes. This period also saw Policy Forum deepen its work in the extractives industries.

## Current Country Context & Problem Statement

### Economy

Tanzania is a low-income country with a population of 44.9 million and a per capita Gross Domestic Product (GDP) of US\$ 608.85. The country has seen sound macroeconomic management in the last decade which has contributed to the sustained yearly economic growth of around 7% but the impact of the 2008 global financial crisis saw recent headline inflation reaching almost 20 percent. The country's population is mainly concentrated in rural areas (about 80 per cent). Tanzania's economy is overwhelmingly agricultural, which accounts for 24% of GDP<sup>1</sup> but has recently been being outpaced by services, manufacturing and construction. The natural resource environment is rich and diversified with the share of mining in GDP is still small even though the sector accounts for a significant share of total export earnings.

Despite this, robust macroeconomic performance has not contributed much to reducing income poverty, as evidenced in the Poverty and Human Development Report for 2011, indicating that the country is off-track to meet the Millennium Development Goals target of poverty reduction by 2015. Other poverty reduction targets to be achieved under the country's own MKUKUTA framework are also proving a challenge. Approximately a quarter of the adult population cannot read and although the recent transition rate from primary to secondary schools also rose dramatically from 12% in 2002 to 60% in 2006, it has since fallen to 45% in 2010. The net enrolment rate (NER) in secondary schools has steadily increased from 6% in 2002 to 35% in 2011 – an impressive achievement – but the rate falls short of the MKUKUTA target of 50%. Life expectancy is 58 years and just 14% of the 48 million people have access to electricity.

Two major social surveys undertaken in 2012 seem to support this gap between strong macroeconomic performance and poverty reduction. A survey by REPOA/Afrobarometer interviewed 2,400 Tanzanians during May and June 2012 reveals a significant decline since 2008 in perceptions of state capacity to manage the economy effectively, including keeping inflation under control, creating jobs, improving living standards and narrowing the rich-poor gap.<sup>2</sup> The Views of the People (VOP) survey, which took place in early 2012, 71 percent of 5,136 respondents cited the rich-poor gap as a serious collective problem, and over 60 percent saw inequality getting worse.<sup>3</sup> Over half the sample reported worsening economic circumstances, compared to less than a quarter who reported improvements. The poorest

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<sup>1</sup> Research and Analysis Working Group, United Republic of Tanzania, (2012). 'Poverty and Human Development Report 2011'

<sup>2</sup> REPOA and Afrobarometer 2012. 'Progress on Poverty Indicators', Press Release, no date.

<sup>3</sup> Research and Analysis Working Group 2013 (forthcoming). 'Views of the People', page ix. The 'Views of the People' survey was undertaken in 11 mainland regions in January-February 2012.

respondents were almost four times more likely to report deteriorating economic circumstances than improvements.<sup>4</sup>

## **Governance**

If Tanzania is to make headways not only in sustained economic growth but reducing abject poverty and improving the lives of its people, especially the socially disadvantaged, good governance and accountability in Tanzania at all levels is required, including in both the public and private sectors. Enhanced governance necessitates an increased demand for accountability by citizens, an assertive Parliament and other oversight bodies and free media for accountability from duty-bearers state. Together with enhanced governance structures that are transparent, allow people's participation in decision making and support for the rule of law.

In over a decade, Tanzania has undergone governance reforms. Government at both central and local levels, civil society, the private sector and Development Partners have all played a part in facilitating improved governance structures. Focal areas such as legal and regulatory structures, enhanced integrity of public institutions, and of late, the ongoing constitutional review process, have been identified for reforms. This has helped see improvements in frameworks for human rights protection; gender equity and equality; accountability, transparency, and integrity of institutions.

These structural reforms, however, have not seen actual significant improvements in financial mismanagement and reduced incidents of corruption and tax evasion, an efficient legal system, and protection of human rights.

Tanzania's internal and external finances continue to raise concern. The 2011/12 budgetary deficit resulted from relatively poor revenue collection performance and growth in public expenditure, including huge bail-outs for TANESCO and a large financial commitment to the Mtwara-Dar es Salaam gas pipeline. Since 2007/08 the deficit has been increasingly financed by commercial borrowing, with aid transfers stagnant or declining. The national debt increased from Shs 14.4 trillion in 2010/11 to Shs 17 trillion at the end of FY 2011/12. The rising public debt reflects large increases in recurrent public expenditure. In turn, the growth in expenditure has led to an increasing level of fiscal deficit, which reached 6.6 percent of GDP in 2010/11, up from 4.6 percent in 2008/09.

On the revenue side, the government granted USD 1.8 billion in tax exemptions during the 2011/12 financial year. The Tax Justice Network characterised East African countries' strategy of offering competitive incentives to foreign investors as an unnecessary 'race to the bottom', echoing an earlier comment by the IMF. Exemptions to companies with privileged elite connections have proven difficult to remove.

The budget process is still not considered open according the Open Budget Index (OBI). CSO in the country, however, continued to promote efforts to make the process more accessible to the public. A CSO Budget Working Group (BWG) led by PF prepared a Citizens Budget (CB) for 2010/11, which is supposed to be prepared by government under the International Budget

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<sup>4</sup> Ibid. Pg 8.

Partnership agreement. After concerted lobbying, the Treasury agreed to endorse the CB for 2011/12.

CAG and PPRA auditors continue to complain that most of their queries are not responded to satisfactorily by audited entities. Both organisations only rarely undertake value for money audits, and it is difficult to square the apparently improved audit results with the anecdotal evidence of systemic manipulation of procurement processes. The PCCB, CAG, Ethics Secretariat, and Commission for Human Rights and Good Governance and the authorities to whom they report, need the political autonomy to successfully prosecute cases in court, but this is not happening. Two-thirds of respondents in a 2012 poll said that accountability was stagnant or getting worse, while only 28 percent saw it improving.

Confirmation that Tanzania has large deposits of offshore natural gas led opposition MPs and private commentators to foresee a 'resource curse' if the government does not improve its performance in regulating the sector. Extractive industry observers hope the GoT will learn from its experience with gold mining to better regulate the emerging, and potentially much larger, natural gas industry. Outstanding issues include the non-transparent allocation of exploration rights, the focus on national power needs rather than exports as the driver of policy, and the future role of TPDC in regulating and servicing the gas industry.

This has resulted in CSOs that had begun to collaborate on monitoring the mining industry to now include oil and gas in their extractives work. Coordinated by Policy Forum, the Extractive Industry Working Group is a coalition of FBOs and non-FBOs. In November, the Tanzania Contract Monitoring Coalition (TCMC) was launched. Inspired by a World Bank initiative, the coalition consists of 22 CSOs from diverse backgrounds, plus the PPRA, and is concerned with monitoring public procurement.

At the local level, spending on social services has had mixed impact on social indicators. While growth of the education system has led to massive examination failure, increased public spending on maternal and child health has had a dramatic effect on infant and child mortality rates, as a result of which Tanzania has surpassed the MDG target for reducing U5 mortality. Between 2004/05 and 2010, mortality rates fell by 23 percent among female 15-49 year olds and by 19 percent for males. But maternal mortality--estimated at 578 deaths per 100,000 live births in 2004/05 and 454 in 2010--remains unacceptably high. Additional resources committed to domestic water supply and rural roads have been relatively ineffective in assuring wider access and better quality.

Though per capita health spending has increased, so has the wage bill, while spending on essential medicines has fallen. Child mortality has been brought down by targeted public health programs on immunisation and malaria control, and to some extent nutrition, and is less affected by inefficiencies in general district services.

To help tackle governance and accountability at the local level, for a number of years CSOs have been involved in SAM. In Morogoro Rural District council the Union of Non-Government Organisations (UNGO) found that all but one of the planned dispensary construction and rehabilitation projects had not been completed, while in Ileje the Mbozi, Ileje and Isangati Consortium (MIIC) of CSOs was frustrated in their attempts to examine health activities by the lack of access to basic documentation in the district council office. MIIC discovered that Shs 54

million had been spent on allowances in 2009/10, representing 69 percent of non-salary recurrent expenditure.



## New Strategic Direction

In light of the current dynamics and quick-changing policy environment in Tanzania, Policy Forum finds itself facing both internal and external pressures to adapt so as to achieve its mission and objectives. The new strategic direction aims at using existing strengths and accomplishments achieved in their current focal areas as well as exploring externally for further opportunities to meet its goals. To this end, the main elements of the strategy are as follows:

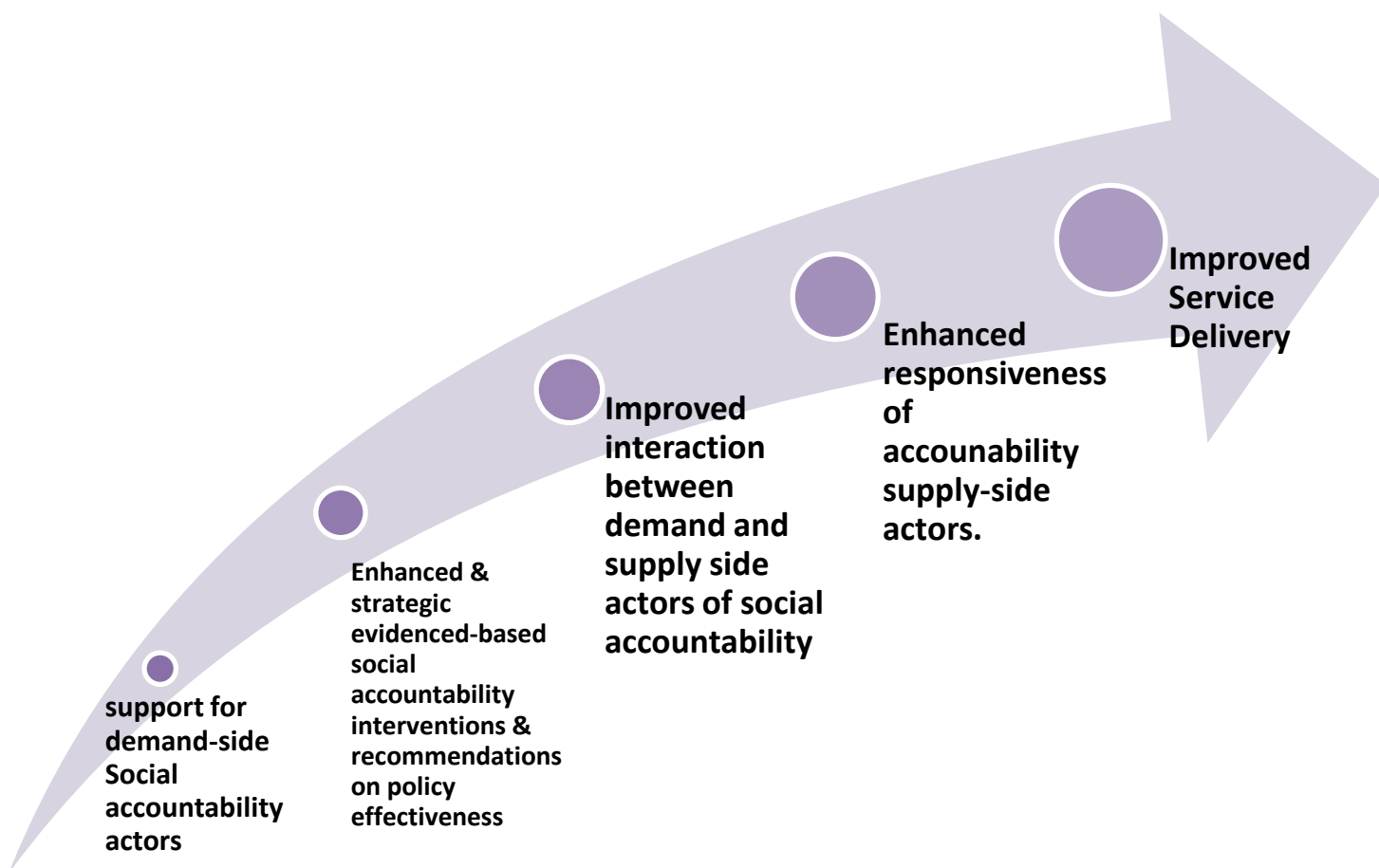
1. Policy Forum continues to believe in making policies work for the people of Tanzania through opening up and influencing policy processes, particularly those who are socially disadvantaged. **Poverty Reduction, Equity** and **Democratization**, still remain the ideals and the overall framework that brings the network members together. **Governance** and **public money accountability** at both central and local levels will continue as the underpinning pillar on which all Policy Forum activities will be based. The 5 Public Resource Management processes will continue to support **social accountability monitoring** interventions. These are:
  - i. resource allocation and strategic planning;
  - ii. expenditure management;
  - iii. performance management;
  - iv. public integrity management; and
  - v. accountability to oversight.
2. CSO networks outside of Dar es Salaam will continue to play a crucial role in the activities of the network with the recognition that it is they are crucial in stimulating **active citizens' voice** in demanding accountability and responsiveness from local authorities. This will involve activities that aim at to foster a culture of more informed public debate on issues of governance and accountability. The aim here is to continue to contribute the empowerment of 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.
3. Tax justice is an area Policy Forum, with help from its global partners, has gradually been building capacity to its member organisations and there are now more groups at the national level integrating tax work in their advocacy. However, in recognition that the issue is still possibly one of the most overlooked development aspects in Tanzania, the network will begin to intensify work in the area so as to increase the awareness of tax justice issues in the country.
4. Another area Policy Forum has been working at the national level is on revenues from the extractive industries, particularly from the mining sector. With recent discoveries of large deposits of natural gas in Tanzania and the forecasts for the country becoming a major exporter of the resource by the end of the decade expected, so is the likelihood of huge revenues for the government. Civil society organisations have a major role to play in ensuring the successful management of this wealth. Policy Forum as a member of the

CSO Extractives Industries Working Group will engage in policy processes and relevant institutions on this crucial matter.

5. Policy Forum will firmly work towards mainstreaming gender and other crosscutting issues. After a successful gender auditing for the organisation towards the end of the 2011-2013 Strategic Plan, it became clear that to effectively address issues affecting the socially disadvantaged according to the network's objectives, 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. To this end, PF Secretariat and members will progressively work to become equipped with the necessary skills and knowledge on gender programming, focusing on PF's priority areas. The programming process will include preparing a gender action plan and gender monitoring and evaluation indicators (see Annex 3: Summary Gender Action Plan).
6. Capacity enhancement of members is still acknowledged as crucial for both collective and individual action in advocacy and increasingly, those within the network and other CSOs accept that the use of evidence is imperative if engagement with policy processes is to be effective. For capacity enhancement efforts in evidence-based advocacy to be sustainable in the PF network, however, trainings will need to adopt a more participatory approach so that interventions are aimed at CSOs' strengths and they gather a high sense of ownership. There will also need to be a greater emphasis on needs assessment prior to efforts being carried out.
7. After spending the last year of the 2011-2013 Strategic Plan experimenting with Outcome Mapping (OM) as a Monitoring and Evaluation approach, PF will use a fusion that integrates both OM and the RBM Logframe approach. In recognition that policy advocacy is complex and involves a host of different of actors and factors, and that there is a limit to PF's influence in impacting policy, this fusion of approaches will allow for members doing advocacy to focus on changes in behaviour of those 'change agents' they wish to influence and on contribution of the their interventions rather than attribution. Together with the increasing acceptance within the network that there are many factors that bring about change, this approach will also facilitate enhanced organizational learning. For further details on the rationale for combining the two and on PF's new M&E approach, see the section on monitoring, evaluation and reporting on page 20.
8. Members will continue to decide on an annual basis the primary areas of focus based on the agreed strategic parameters and how they best contribute to attainment of PF's strategic. The Secretariat will continue to offer support and advice on such matters.
9. Flexibility will be vital as whereas strategic focus is important, the network will maintain room to accommodate any changes in the policy environment as they emerge, particularly if they threaten progress towards the realization of PF objectives. 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.

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



In view of the above the vision and mission of Policy Forum has been slightly revised and reads as follows:

**Vision:**

Policy Forum envisions improved quality of life for the Tanzania people.

**Mission:**

Policy Forum will work together to influence policy processes that improve the lives of all Tanzanians through enhanced governance and accountable use of public resources and effective protection for human rights.

Subsequently, the overall objective will be:

**Overall Objective:** Policy Forum seeks improved quality of life of the Tanzanian people through **enhanced governance and accountable use of public resources**, as well as the effective protection for human rights, by means of strengthening the capacity of CSOs 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 public resource management is analyzed.**

- The resulting evidence is used by civil society.
- The quality of their advocacy improves.

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

- The information is widely accessible, relevant and useful.
- The public, policy makers, the media, civil society and academia use it.

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

- CSOs engage more effectively in local and national processes through evidence-based advocacy.

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

- Selective and strategic engagement focusing on areas where impact is most achieved.
- Improved public resource management.

# Activity Description

## **Objective 1: The effectiveness of public resource management is analyzed.**

- 1.1 *Policy Briefs:* PF will publish policy briefs on current and relevant policy issues from a civil society perspective, on demand and as brought by PF members, targeting policy-makers and stakeholders who have an interest in policy dialogue. The aim of these briefs is for PF members to use to reinforce their advocacy and by other interested stakeholders in deepening their policy dialogue.
- 1.2 *Analytical Support to Members:* Production of preliminary analysis and commentaries for major stakeholder consultations on demand to assist members with analysis to inform their advocacy. The Policy Unit within the Secretariat will continue to provide members with analytical support on critical issues of interest to them and to inform their advocacy work.
- 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 Governance Review:* Policy Forum will work to produce a high-quality, authoritative and informative review that will constitute a major source on trends in governance in Tanzania for the public, CSOs and stakeholders in government, donor agencies and the academic and research community. The aim of this publication is to raise PF's profile as a coordinator of civil society efforts to improve governance in Tanzania through networking and information sharing.

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

- 2.1 *Maintenance of PF website:* During the 2011-2013 Strategic Plan, feedback from users indicated that there was relatively abundant and easily accessible information, studies and analysis of government.<sup>5</sup> It is imperative that Policy Forum continues to maintain this reputation for not only information quality, but also system quality and service quality in relation to its target audiences such as 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 development partners.
- 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:* 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.
- 2.5 *Strategic use of the media:* Policy Forum PF will continue to look for innovative ways to use broadcast and print media more effectively by incorporating policy issues into their programming for example sponsoring radio or TV Talk Shows that discuss policy issues and producing and airing radio and TV spots.

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<sup>5</sup> For example, a report for the UN on CSO participation in the SADC Regional poverty Observatory and National Poverty Observatories commended Policy Forum's posting of MKUKUTA-related documents online: "it is worth noting the profusion of documents produced and made available by the Tanzanian CSO's sites, by far the best example of all the countries studied in this research [CASE STUDIES: Mozambique, Tanzania, Democratic Republic of Congo, Angola, South Africa & Mauritius]. The Policy Forum and the Foundation for Civil Society have been doing a remarkable job on the coordination of CSO towards MKUKUTA. It must also be noticed the relatively abundant and easily accessible information, studies and analysis of government structures on poverty alleviation policies, especially MKUKUTA I and II. It is also by far the best government information stock and flux of information provided in the context of the cases studied in this research."

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

- 3.1 *Enhanced participation of non-Dar based Members:* To enhance civil society engagement in national policy dialogues with government, PF will convene Quarterly meetings. These will provide an opportunity for upcountry members to not only convene for PF strategic meetings, but as well participate in the in at least one other PF activity such as a Breakfast Debate, a national policy engagement or capacity enhancement session.
- 3.2 *Support for partner networks at local level to implement SAM:* Supporting civil society at the local level to better monitor the local government as it delivers services will continue under PF's social accountability monitoring. Provision of resource material to partners, supporting the formulation of their advocacy messages, using their experiences to input into the annual PF Governance Reviews, and learning and sharing of lessons locally and internationally.
- 3.3 *Strengthening advocacy through systematic documenting of experiences:* 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 improves national policy processes.**

- 4.1 *Policy engagement:* Selective and strategic policy engagement can help civil society organisations make a difference by impacting on public resource management processes. The impact, scope, scale and sustainability will be minimal, however, if the CSOs act alone. With increasing spaces for engagements with policy makers, there is potential for progressive collaborations between CSOs and government. PF, hence, needs to ensure that the engagements are strategized in a manner that the evidence they carry to policymakers is difficult for the work of CSOs to be ignored or dismissed. This will require the network to identify critical policy stages like agenda-setting and the engagement mechanisms that are most appropriate for each stage in the course of their engagement. Examples of focus areas for engagement are: tax justice issues, extractive industries policy dialogues and the budget process.
- 4.2 *Collaboration and networking with others:* PF believes in deepened collaboration and partnerships as a means of achieving effective impact on policy processes issues. Evidence for policy advocacy can be collected by individual networks but it is helpful if these are amplified, the pool of knowledge enlarged and resources for advocacy are marshaled through partnerships to maximize synergies. Hence, the Secretariat will continue to participate in the activities of its members and like-minded partners including other networks (eg. The Extractive Industries Working Group, TNRF, Jukwaa la Katiba, and faith-based organizations) so as to join forces with others to advance the objectives of Policy Forum. Civil Society Organisations and academic institutions so often conduct their work in parallel, sometimes duplicating efforts particularly in the area of building evidence for policy change. Policy Forum will strive to forge stronger links with academia and make best use of promising synergies.
- 4.3 *Local and international networking:* During the 2011-2013 Strategic Plan implementation, PF sustained existing alliances with organisations and formed new ones that greatly assisted in building the capacity of members on issues such as advocacy on revenues from the extractives (Revenue Watch Institute), tax justice issues (Tax Justice Network – Africa), illicit capital flight (Forum Syd and Financial Transparency Coalition), budget work (International Budget Partnership) and SAM (PSAM). PF will continue sustaining these strategic alliances 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.



# Risk Management

As part of its strategic planning process, Policy Forum Secretariat and Board of Directors identify risks that could impact the network's ability to achieve its objectives. The risks are categorized as mobilization of resources, continued mentorship support from old SAM partners and risk to reputation.

**Risk 1: We might not be able to mobilize the resources to support the new strategic plan (medium).**

*Mitigation Strategy*

Several donors have already shown interest to continue funding our work on revenues from the extractives industries, tax justice issues and social accountability monitoring. We will begin to have conversations with potential development partners as soon as the board agrees with the proposed budget for 2014-2016 that corresponds this strategic plan.

**Risk 2: Previous SAM partners will require continued mentorship support from PF hindering the secretariat's ability to expand to new partnerships (high).**

*Mitigation Strategy*

Policy Forum and PSAM have trained 22 Trainer of Trainers from the Secretariat and membership who are equipped with the tools to impart the fundamentals of SAM to other organisations. Provided previous partners have the financial resources to continue to implement SAM, they can draw support from the growing number of SAM mentors in Tanzania. Moreover, each year, PF will assess the needs of the previous partners who want to deepen their SAM work before it commits to new ones (i.e declining expansion to a new geographical area).

**Risk 3: The reputation that stakeholders and the public hold towards Policy Forum might reduce should staff or network members engage in unethical behaviour (low).**

*Mitigation Strategy*

PF members and the network have signed up to a Code of Ethics that promotes high standards of transparency and accountability amongst CSOs in Tanzania. PF will take all measures to progressively attain these standards and take all necessary corrective steps should any staff or staff of member organization risk the reputation of the organization.

# 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.

## **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 Board of Directors is 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)

The Secretariat shall coordinate activities of the working groups. For the Secretariat structure, see Annex 2.

# Monitoring, Evaluation and Reporting

As highlighted in the new strategic direction section on page 11, Policy Forum will integrate both the OM and the RBM Logframe approach to M & E. During the implementation Strategic Plan for 2011 – 2013, one of the most deeply discussed and problematic issues within the network, amongst Secretariat staff and with Development Partners supporting PF was how to demonstrate impact of policy advocacy work and to establish that there is sustainable change on the side of beneficiaries. Eventually, it came to be appreciated that any observed impact is most likely a result of many agents and factors at play and that it would be unrealistic for one network such as PF to declare complete acclaim over it.

To this end, PF opted to look closely at alternative ways of measuring impact<sup>6</sup> that does not carry immense “burden of proof” of attribution and would enable those in policy advocacy take a more realistic path towards influencing one’s ‘change agents’.<sup>7</sup> As an approach, Outcome Mapping acknowledges that development is fundamentally about individuals associating with one another and with organizations, helping advocates become explicit about their target audiences and the changes they wish to see in them.<sup>8</sup> Inversely, the RBM Logframe approach was seen amongst members and staff alike as placing much weight on assessing success or failure rather than encouraging feedback for learning and enhancement, emphasis on assessing fixed goals rather than letting goals evolve, reliance on external evaluations for objectivity instead of supporting internal mechanisms that are cohesive and interpretive, and the way it is prone to generate the fear of failure rather than supply the appetite for learning.

The reason for integration of the Logframe and Outcome mapping approaches lies in the context of Policy Forum’s work. Although the network has many organisations that use a multitude of different M & E approaches, the Logframe approach is the most familiar one and commonly used as a visual aid for discussion and obtaining agreement amongst members. The other reason is it is the accepted standard used by bilateral donors and hence satisfies a reporting requirement.<sup>9</sup>

Apart from this new approach for planning and monitoring, PF will issue annual and semi-annual narrative reports 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.

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<sup>6</sup> Eight staff from the secretariat participated in an in-house course on Outcome Mapping (OM) in 2012.

<sup>7</sup> In OM theory, these are referred to as ‘Boundary Partners’, the people or groups that the advocacy intervention is designed to interrelate directly with and intends to influence.

<sup>8</sup> Sarah Earl, Fred Carden and Terry Smutylo, (2001): Outcome Mapping: Building Learning and Reflection into Development Programs, International Development Research Centre (IDRC)

<sup>9</sup> More detail on how a synthesis model can integrate important aspects of both RBM Logframe and OM approaches, see: Logical Framework Approach and Outcome Mapping: A constructive attempt of synthesis: A Discussion Paper by Daniel Roduner and Walter Schläppi, AGRIDEA Walter Egli, NADEL (ETH Zurich), 2008.

# 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.

Policy Forum will continue to contract an internal audit firm to help with supporting rigorous and functioning systems for financial and administrative management and control. This includes testing the systems for weaknesses on a quarterly basis to prepare the Secretariat prior to and during the external audit. The said firm will also be responsible for providing 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 November 2013

	Name	Position
1	Aida Kiangi, Actionaid Tanzania	Chairperson
2	Nemence Iriya, MACSNET, (Babati)	Vice Chairperson
3	Israel Ilunde, Youth Partnership Countrywide (Kibaha)	Member
4	Martina M. Kabisama-SAHRINGON (DSM)	Member
5	Betty Missokia / Godfrey Boniventura – Hakielimu (DSM)	Member
6	Godfrey Wawa- Forum Syd (Mwanza)	Member
7	Hellen Kijo-Bisimba – Legal and Human Rights Centre (DSM)	Member
8	Semkae Kilonzo, Coordinator PF	Secretary

## Annex 1: Strategic Plan Summary Matrix

<p><b>Objective 1:</b> The effectiveness of public resource management at both central and local level is systematically analyzed and the resulting evidence is used by a broad base of civil society to improve the quality of their advocacy.</p>			
Targeted Partners	BP One: PF Members	BP Two: Ministry of Finance, PMORALG	BP Three: Members of Parliament
Outcome Challenge	PF members use PF analytical materials used by to improve the quality of their advocacy	Ministry of Finance/PMORALG makes budget-related documents publicly-accessible in timely and user-friendly manner	Members of Parliament use PF materials in their oversight function (overseeing the executive)
Progress markers	<ul style="list-style-type: none"> <li>PF Members use PF materials in their advocacy work, meetings and events</li> <li>PF Members issue statements</li> </ul>	<ul style="list-style-type: none"> <li>Ministry of Finance meets PF BWG to discuss documents that CSOs need to be published (including meeting to prepare CB for 2014/15)</li> <li>BWG members meet GoT officials from the Public Finance Management Reform Programme (PFMRP) to discuss fiscal transparency</li> </ul>	Members of Parliament/Parliamentary Committees meet PF members to discuss content of policy briefs.
Verifiable indicators	<p>Record of meetings of between PF members (or BWG) and other stakeholders.</p> <p>Feedback from members on the use of PF materials.</p> <p>CSO statements</p>	<p>Record of meetings of between PF members (or BWG) and MoF; PFMRP.</p> <p>Production of CB CB published on MoF website</p>	<p>Record of meetings of between PF members and MPs.</p> <p>Hansards, newspaper articles.</p>

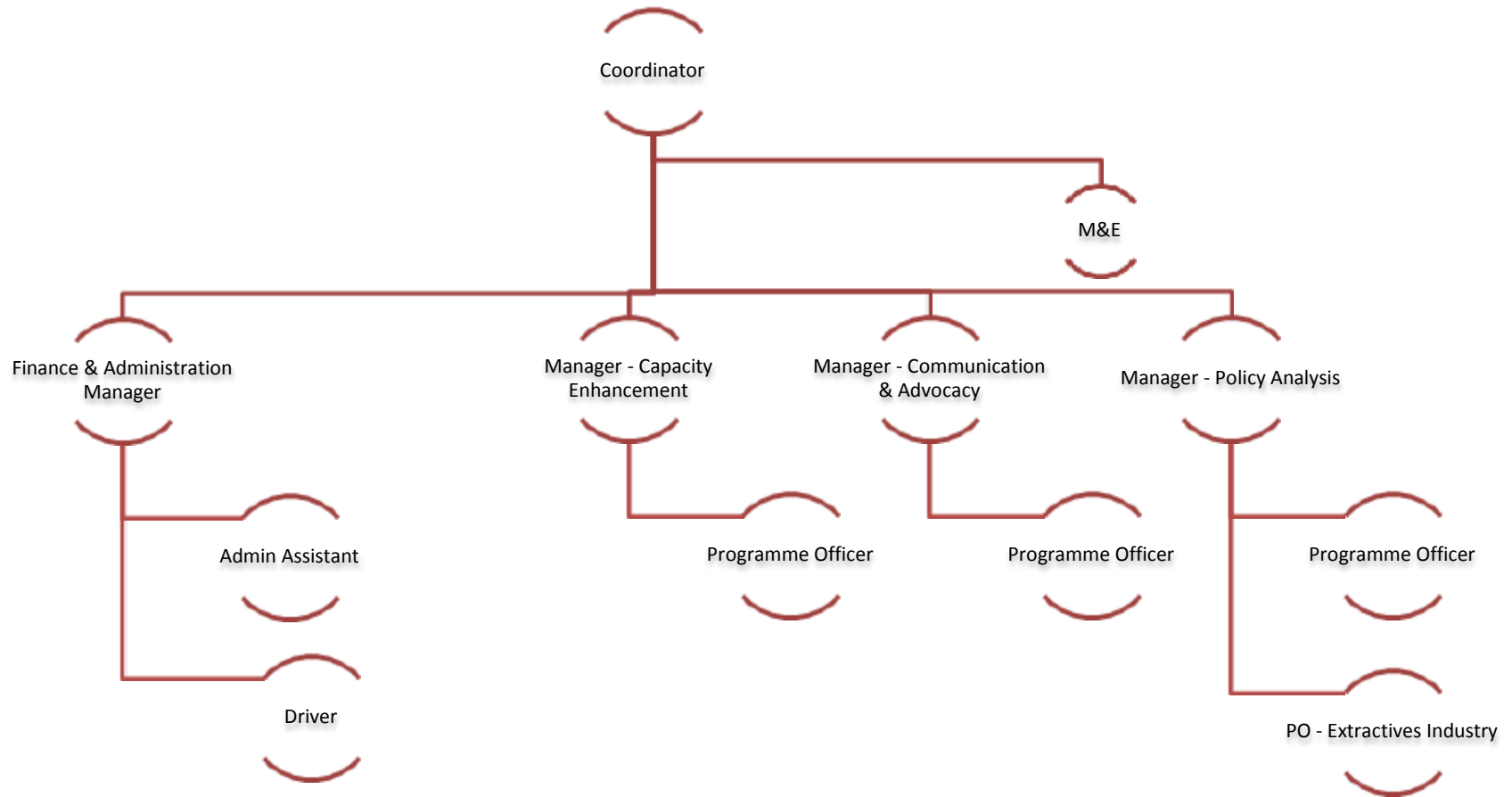
<p><b>Objective 2:</b> The body of evidence produced by Policy Forum through analyzing public resource management is widely used in targeted advocacy strategies to the public, policy makers, the media, civil society and academia in a manner that is accessible, relevant and useful to the intended target audience.</p>			
<b>Targeted Partners</b>	<b>BP One: PF Members</b>	<b>BP Two: Ministry Officials</b>	
<b>Outcome Challenge</b>	PF Members share their specific documentation needs for advocacy and so that PF's Information, Education and Communication (IEC) materials are packaged according to those needs.	The number of participants from Government ministries, departments and agencies attending Policy Forum Breakfast Debates increases so as to improve the quality and balance of policy debates.	
<b>Progress markers</b>	<ul style="list-style-type: none"> <li>- Evaluation of effectiveness and usefulness of PF publications is undertaken.</li> <li>- Working group members feedback sessions on publications take place.</li> <li>- Review of communication strategy undertaken.</li> <li>- PF internal M&amp;E report</li> </ul>	<ul style="list-style-type: none"> <li>- PF BD mailing list improved to include more MDA contacts (target a total of 5,000 BD contacts – from 2,000).</li> <li>- Phone book of PF improved to include strategic government mobile phone numbers</li> </ul>	
<b>Verifiable indicators</b>	Evaluation report and recommendations on how to improve, Record of emails/letters from members on how they have used PF materials	BD Registration forms/records, BD mailing list, phonebook entry list, request for BD space, publications, etc.	

<p><b>Objective 3:</b> The capability of civil society organizations to understand public resource management is progressively enhanced, and the ability to engage more effectively in local and national processes through evidence-based advocacy, is improved.</p>			
<b>Targeted Partners</b>	<b>BP One: PF Members</b>	<b>BP Two: LGAs</b>	<b>BP Three:</b>
<b>Outcome Challenge</b>	PF members have an improved understanding of social accountability monitoring (SAM) and are systematically monitoring the accountability system using SAM tools.	LGAs create space for communities to participate in planning at the local level	
<b>Progress markers</b>	<ol style="list-style-type: none"> <li>1. Two new SAM partnerships with PF members established</li> <li>2. PF members meet with PMO-RALG</li> <li>3. Civic pressure groups developed at local level</li> <li>4. SAM learning sessions with partners held</li> <li>5. Two new members begin to use SAM tools</li> </ol>	<ul style="list-style-type: none"> <li>• Strategic meeting with PMORALG, POPSM &amp; Councillors to share findings emanating from SAM interventions conducted</li> <li>• CIT teams working with councillors to improve their oversight role</li> </ul>	
<b>Verifiable indicators</b>	<ul style="list-style-type: none"> <li>• Number of PF members partners involved in SAM intervention</li> <li>• Reports &amp; case studies</li> <li>• SAM documentary</li> <li>• Upcountry members registration forms</li> <li>• Quarterly meeting reports</li> </ul>	<ul style="list-style-type: none"> <li>• Meeting minutes</li> <li>• Report findings shared</li> <li>• Feedback from the councilors on the use of SAM for their oversight role</li> </ul>	

<b>Objective 4:</b> Engagement by Policy Forum in national policy processes particularly on issues pertaining to public resource management is selective and strategic in order to enhance the quality of engagement			
<b>Targeted Partners</b>	<b>BP One: Office of Parliament (PBO)</b>	<b>BP Two: PMORALG</b>	<b>BP Three: Members of Parliament</b>
<b>Outcome Challenge</b>	Officials of the Office of Parliament are working together with MPs, government officials and Civil society to establish a Parliamentary Budget Office.	Prime Minister’s Office – Regional Administration and Local Government (PMORALG) is regularly consulting with Civil Society and implementing the suggestions that result from those consultations.	Members of Parliament who are part of the Energy and Minerals Committee invite CSOs to give input during the review of EITI and Gas draft legislations
<b>Progress markers</b>	- A task force of various stakeholders is formed to chart the process of establishing a PBO and PF BWG is invited to participate.	- Meeting between PMORALG and CSOs is held  - CSO position papers presented to PMO-RALG	- Meeting between E&M committee and CSOs is held  - CSO position papers presented to E&M committee
<b>Verifiable indicators</b>	Minutes of meetings, emails and letters of invitations.	Minutes of meetings, emails and letters of invitations, PF mid-year reports and records of CSO/PMORALG meeting attendees.	



## Annex 2: New Secretariat Structure



## Annex 3: Summary Gender Action Plan

*Done in 2013*

<b>Activity</b>	<b>Person Responsible</b>
Preparing gender focal person on gender audit	Consultant, Gender Focal Person
Preparation of meeting with Secretariat and board	Consultant, Gender Focal Person and Secretariat
Meeting with Board	Management and Board
Development of documents for staff introduction to gender audit	Consultant and Gender Focal Person
Surveying staff perceptions	Consultant, Gender Focal Person
Presentation of survey results	All Staff

*2014 - 2016*

<b>Activities</b>	<b>Outputs (Reporting by Activity)</b>	<b>Obj</b>	<b>Short-term Results (Immediate Outcomes)</b>	<b>Indicators</b>	<b>Assumptions/Risk Indicators</b>	<b>Lead</b>	<b>Timeframe</b>
<b>Gender sensitive budget analysis</b>		<b>1.6</b>	<b>Relevant staff trained</b>				
	Training on the topic Policy briefs to reflect gender budgeting analysis	1.6		-Training report -Policy brief produced	Government produces gender sensitive budgets Availability of budget documents	Manager GFP	Training: Quarter 2 Policy briefs: Quarter 4

<b>Gender mainstreaming training</b>		<b>1.7</b>	<b>All staff trained</b>				
	Staff skills in gender analysis, gender planning, budgeting gender in M&E; including appropriate tools	1.7		Relevant skills and tools available	Gender to be mainstreamed throughout all programmes and M&E  All gender mainstreaming activities to be included in corresponding budget	All programme managers and officers	Training: Quarter 1  Mainstreaming: throughout the year
<b>Mainstream gender in PF communications and media</b>		<b>2.9</b>	<b>Relevant staff has skills and tools</b>				
	Gender briefing document (gender awareness in PF.	2.9.1		Training report  Skills and tools available	PF member mainstream gender in their communications strategy  Gender disaggregated data is available for communications	Manager	Mainstreaming: throughout the year
<b>Gender is mainstreamed in the SAM manual</b>		<b>3.7</b>	<b>Reviewed manual</b>				

	<b>Review of SAM manual to integrate gender budgeting tool</b>	<b>3.7.1</b>		<b>Gender budgeting tool integrated in the manual</b>	<b>LGAs produces gender sensitive budgets</b>	<b>Manager/ Consultant</b>	<b>Quarter 4</b>
<b>PF makes use of gender mainstreaming skills and expertise of members</b>		<b>4.4</b>	<b>Identification of members to collaborate with on gender</b>				
	Mapping of gender mainstreaming skills and expertise of members	4.4.1		ToR and concept note for collaboration	There are members/ partners with overlapping interests in gender and the core areas of PF  Continuity of member/ partner collaboration	Manager	Mapping: End of Quarter 2  Engagement: strategically
<b>Gender mainstreaming is included in external evaluation/ review (ToR)</b>	<b>Review programme and budget</b>	<b>5</b>		<b>External evaluation/ review report</b>  <b>Sex-disaggregated data</b>  <b>Gender sensitive indicators</b>	<b>There is sufficient progress to be able to measure gender mainstreaming in PF</b>  <b>Sex-disaggregated data, gender sensitive indicators and gender analysis data are available</b>	<b>M&amp;E Officer</b>	<b>Quarter 4 2014</b>

Gender awareness included in job descriptions and job performance criteria	Job description reviewed  Gender aware job performance criteria included	7		job description  gender aware job performance criteria	Senior management promotes, supports and takes responsibility for gender equality	Coordinator	Quarter 2
Written policy to affirm commitment to gender	staff policy reviewed	7.1		Staff policy or separate gender policy	Senior management promotes, supports and takes responsibility for gender equality	Coordinator GFP	Quarter 2
Male and female staff are given equal opportunities for trainings	Equal opportunities to attend trainings (e.g workshops, short and long term courses)	7.3	Female and male staff have a more positive perception on gender equality in the organization	Staff perceptions  Distribution of organizational development budget	Staff proactively look for training opportunities  Coordinator proactively promotes training	Coordinator	Throughout the year