

BOUNCING BACK

SOME GRASS ROOTS RESPONSES TO THE PRSP



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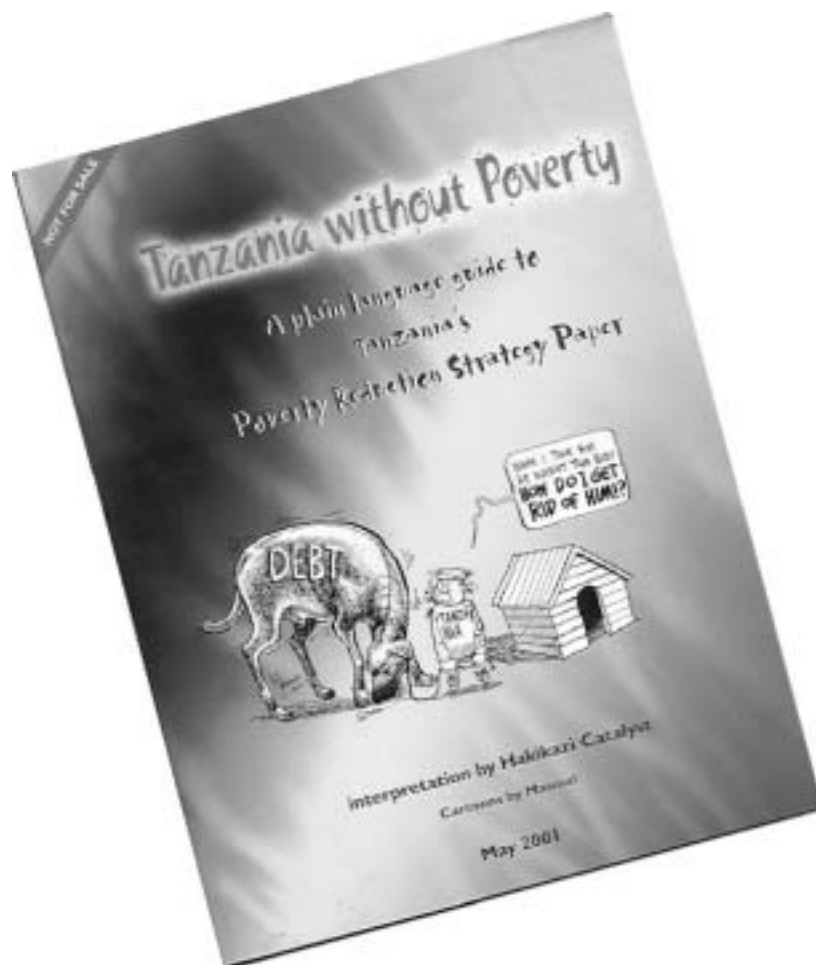
Preface

The Poverty Monitoring Master Plan encourages multi-sectoral stakeholders to give PRSP feedback. This will provide evidence of the impact which poverty eradication efforts are having.

CONCERN WORLDWIDE made some efforts to gather feedback from a sample of its grassroots partners. It used the plain language version of the PRSP that had been produced by Hakikazi Catalyst in 2001.

CONCERN was involved in distributing the booklets and in creating awareness and understanding of what the PRSP involves. This meant organizing workshops and facilitating dialogue and analysis. The ten tough questions at the back of the booklets were used to generate feedback.

This small amount of feedback is a contribution to efforts to develop links between grassroots participation at the micro level and the policy formation processes at the macro level. In this way the many issues raised by the PRSP can be addressed.



Contents

Preface	2
Executive Summary	4
Introduction	5
Purpose	5
Methodology	6
Encouraging Responses	6
Analyzing Responses	6
Findings	7
Relative rates of mention of issues	7
Variations in Response Pattern	8
Location	8
Gender	9
Individuals (Personal Contacts)	9
Lessons Learned	10
Good Governance is needed in all Sectors	10
Poor Communities' should participate	10
There is rampant corruption in public sectors	10
Women are particularly sensitive to poverty issues	10
Gender issues still matter	11
There is widespread ignorance about the impact of taxation	11
The PRSP is inadequately understood	11
Suggested priority areas for action from this sample	12
APPENDICES	
1: PRSP Feedback Analysis Coding Sheet	13
2: PRSP Coding Tables	14
3: Ten Tough Questions to provoke Hard Thinking	15
4: Recommendations for future research into feedback	17
Acknowledgements	19

Executive Summary

This report analyses a small sample of feedback to the Poverty Reduction Strategy Paper (PRSP) as it was explained in *Tanzania bila Umaskini*. This sample was received through CONCERN WORLDWIDE who organized and facilitated discussions and feedback in districts where it is active. The purpose of the report is to disseminate the grassroots perspective on the PRSP to Government policy makers and their development partners. A series of other reports will come later.

One hundred of over 1,400 written responses from different individuals and locations were randomly selected for analysis. Each response was coded for the number of mentions of 20 pre-determined PRSP and 12 non-PRSP issues. Response variations with respect to individuals, location and sex were noted.

The issues of **good governance** and **community participation** account for 53% of the responses. This result suggest that, if poverty is to be eradicated in Tanzania, the Government must provide high quality services in all the sectors, using a highly participatory approach.

A further 27% of the responses are covered by the issues of **Tax Reform, Education, Agriculture** and **Gender**. This demonstrates that priorities amongst particular groups in particular parts of the country may not always align with overall national priorities.

Responses from **individuals** tend to be more detailed, focusing on a few specific PRSP issues. Regarding **location**, responses from southern regions (Lindi and Mtwara) gave a more insightful perspective on PRSP than the other regions.

Response variations with respect to **gender** showed that women tend to give more constructive ideas on PRSP (especially gender) when they are in their own group than when they are grouped together with men.

Based on the understanding of its great complexity, poverty in Tanzania needs more intensive research to test the effectiveness of the Poverty Reduction Strategy Process.



Introduction

This report forms part of Hakikazi Catalyst's ongoing efforts to popularize policy and thus increase the level of participatory democracy in the country. The report records a sample of feedback from local people who used *Tanzania bila Umaskini*¹ as a stimulus for discussion about Tanzania's Poverty Reduction Strategy Paper (PRSP).

Purpose

The purpose of this report is to be part of a process of identifying grassroots perspectives on the PRSP and feeding these up to policy makers in the Government and to those who influence policy makers. The Government can best *learn about* poor communities by *learning from* them. This learning process will positively influence both the PRSP content and the level of consultation in future PRSP reviews.



¹ Hakikazi Catalyst's (May 2001) plain language guide to the PRSP

Methodology

Although there was always the intention to gather feedback on the PRSP it happened spontaneously in a manner that caught us by surprise. Attempts to gather it were thus more ad hoc than would have been ideal. Recommendations on how the process might be improved in future are included in Appendix 4

Encouraging Responses

Following the production of the simple language version of the Poverty Reduction Strategy Paper (PRSP) by Hakikazi Catalyst in 2001, copies of the Kiswahili booklet (*Tanzania bila Umaskini*) were distributed to ordinary people, Government officials and individuals in different districts in Tanzania, including Mtwara, Masasi, Newala, Lindi, Iringa, Morogoro, Singida and Kigoma.

Hakikazi Catalyst and various of its partners (NGO's & CBO's) encouraged and facilitated feedback sessions, both in a written and verbal form. CONCERN WORLDWIDE played a key role in facilitating responses from Mtwara, Masasi, Newala, Lindi, Iringa and Kigoma. As a result, more than 1400 people responded, mostly in the form of answers to the questions posed at the back of the booklet (see Appendix 3) but also in terms of open comments and recommendations

Analyzing Responses

Out of 1400 written responses received by Hakikazi Catalyst, one hundred (100) responses from different individuals and locations that CONCERN WORLDWIDE facilitated, were randomly selected for detailed analysis.

Each written response was analyzed using a standard coding sheet (see Appendices 1 and 2) which, where possible, recorded the geographic source, the age and sex of the respondent and the issues that were raised. Of the issues raised 20 were recognized as being rooted in the PRSP and a further 12 emerged which were not specifically mentioned in the PRSP (see the next section for listings)

The results from the coding sheets were tabulated. This allowed a rank ordering of issues in terms of number of mentions and also indicated some variations in terms of geographic location and gender. Differences were also noted between responses generated in a workshop setting and those coming from personal contacts.



Findings

Relative rates of mention of issues

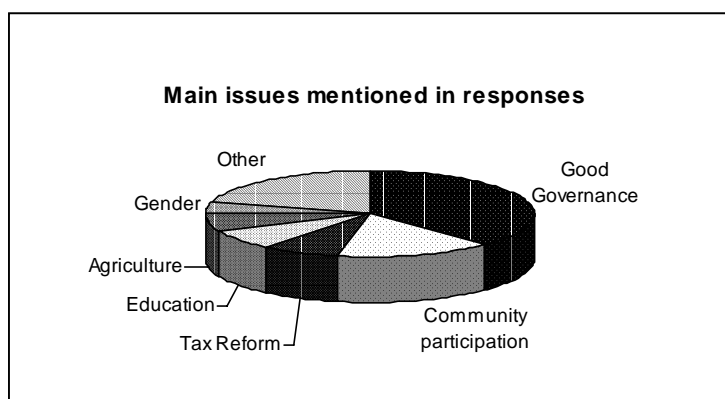
CC = Cross Cutting Issue; EI = Emerging Issues & Supplementary Programmes;
 ME = Macroeconomic Stability and Structural Reforms; NP = Non-PRSP;
 PS = Priority Sector

code	issue	No. of mentions	% mention
ME	Good Governance	545	37.9
NP	Community participation and self-help	218	15.1
ME	Tax Reform	114	7.9
PS	Education	109	7.6
PS	Agriculture	99	6.9
EI	Gender	60	4.2
PS	Legal System	39	2.7
PS	Health	30	2.1
NP	Small businesses	30	2.1
ME	Safety Nets for the Vulnerable	25	1.7
NP	Need for research on PRSP issues	25	1.7
NP	Local Industries	19	1.3
NP	Media reporting on PRSP	14	1.0
CC	Rural Development	13	0.9
NP	Contributions from donors & civil society	13	0.9
PS	Roads	10	0.7
EI	Employment	9	0.6
NP	Involvement of children	9	0.6
NP	Accountability	9	0.6
CC	Poverty Monitoring and Evaluation	8	0.6
NP	Informal sector	7	0.5
PS	Water	5	0.3
ME	Private Sector Development	4	0.3
CC	HIV/AIDS	4	0.3
CC	Local Government Reform	4	0.3
ME	Export Growth	3	0.2
EI	Urban Poverty	3	0.2
EI	Child Labour and out-of-school Children	3	0.2
NP	Mining	3	0.2
NP	Livestock improvement	2	0.1
NP	Gifts in cash and kind	2	0.1
EI	Environment	1	0.1
	Totals	1439	99.9

Variations in Response Pattern

Response pattern variations have been noted in terms of location and gender and whether the responses were from personal contact from individuals or from workshop settings.

Figure 1. Main issues mentioned in responses

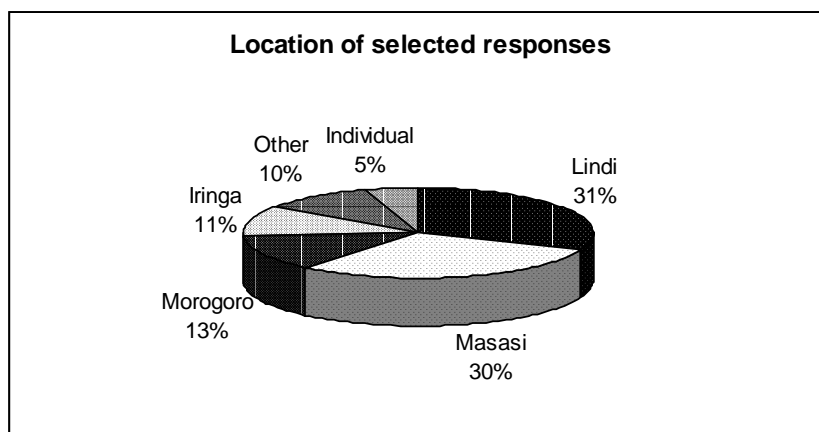


Location

Facilitation of the PRSP feedback for the Lindi location was the most thorough, fulsome and systematic. Participants were carefully selected for having had a wide exposure to the PRSP. Responses were submitted in summary form.

All the respondents from Iringa were Village Executive Officers (VEO). Their responses were particularly detailed and touched on many of the PRSP and non PRSP issues.

Figure 2: Location of selected responses



31 of 185 responses were analysed)

The responses from Morogoro were not as thorough and systematic as from the other locations suggesting that the facilitation process had been different.

In general, responses from the southern regions demonstrated a better understanding of the PRSP than the other regions. This suggests that the problems of poverty are more keenly felt in the southern regions than in the other regions of Tanzania mainland.

Gender

When in their own group, women gave more constructive ideas and comments on the PRSP than when they were in the same group with men.

For example participants in Namupa and Nahukahuka workshops in Lindi were all women. The women here were very free to express their ideas. In the Nyengedi and Navanga workshops, which had male and female participants, the women were quiet most of the time – afraid of talking in the presence of men! This is a cultural barrier!

Out of all the respondents, the issues of gender and sexual abuse were only mentioned in groups whose participants were all women – i.e. in Namupa and Nahukahuka. Here they even reported that some women are “corrupted” into having sex with men just because they (the women) do not have money to bribe the men for such services as Mama Lishe licenses and transfer of female teachers. The Government should know that corruption is not only in monetary terms; and should therefore find out how to deal with this problem more effectively. When in their own group, women talked more freely about the medical rights of pregnant women and children.



Individuals (Personal Contacts)

Responses from individuals (personal contacts) tend to be more focused and detailed, and can often be very personal.

Respondent PFC–2 wrote a very detailed confidential letter to Hakikazi Catalyst after reading the PRSP booklet. He touched on most of the PRSP issues, especially weaknesses of the Government. He freely described cases of corruption in Newala, on which the Government (courts of law) is silent!

Respondent PFC–3, after reading the PRSP booklet, wrote to Hakikazi Catalyst seeking financial support for his timber and bar businesses in Sengerema (Private Sector Devt.), which would ultimately enable him to escape from poverty.

Lessons Learned

A number of lessons have been learnt during the analysis of PRSP feedback from the communities and individuals. These lessons can be helpful to policy makers and their influencers when implementing the PRSP. The main lessons learnt include:

Good Governance is needed in all Sectors

Good governance aims at delivering public services more effectively and making everyone know how Government money is being spent. The focus is on limiting corruption, strengthening financial management, and controlling and strengthening the legal system. Good governance is, therefore, a cross-cutting program because it involves all the sectors. The PRSP feedback analysis confirms the importance of this issue. Good Governance is the most frequently mentioned issue (545 out of 1,439 responses).

Poor Communities' should participate

The nature, type and extent of participation of the poor communities in the Poverty Reduction Strategy Process will significantly influence the ownership and sustainability of the process. Involvement of the poor communities in the PRSP is key towards realizing poverty reduction in Tanzania. It is worth noting, in fact, that community involvement (though not a PRSP issue) has scored the second highest count in the PRSP feedback analysis (218 out of 1,439 responses)



There is rampant corruption in public sectors

Most of the responses to Question 2 (issues of corruption) have indicated that the poor people are the major victims of corruption. Corruption has been reported to be rampant in the courts of law, Government hospitals, Ministries of Home Affairs, Works and Education & Culture; Attorney General's Chambers and Tanzania Revenue Authority.

Another form of corruption involves sexual abuse. If they do not have money, women are prompted to engage in illicit sexual relations with the corrupt officials. This calls for the Government to design methods of dealing with the various forms of corruption.

Women are particularly sensitive to poverty issues

In this PRSP feedback analysis, women from Lindi in particular displayed great concern and commitment in answering the questions at the back of the PRSP booklet. They answered all the questions in great detail, showing that they are more sensitive to poverty-related issues than men. This is not surprising since in most of our cultures, women have been the victims of false and outdated beliefs, values and attitudes which deny them their rights, entitlements and interests.

Gender issues still matter

Gender is one of the emerging issues whose aim is to enable the Government to tackle concerns regarding the economic, social and political empowerment of women. Going back again to the Lindi women of Nyengedi, Navanga, Namupa and Nahukahuka reported above, one may conclude that women can give more constructive ideas on gender when they in their own groups than when they are grouped with men. When grouped with men, women tend to be quiet and reserve their comments on gender issues.

There is widespread doubt about the impact of taxation

Many people in the grassroots poor communities have no idea on the impact of tax on poverty reduction in this country. One respondent from Masasi, for instance, thinks that poverty can only be reduced by enabling people to earn more money. Others think that, even if more taxes were collected, that would still have no significant impact on poverty reduction. Still others think that taxation would make them poorer, when they are already poor anyway. This calls for the Government to intensify education on taxation to the public. In addition, transparency on how the Government spends the taxes collected is of prime importance, particularly to the grassroots poor communities. The goal is to help ordinary people advocate for a more efficient and just system of taxation.



The PRSP is inadequately understood

Despite the fact that the simplified “Tanzania bila Umaskini” booklet has been sent to them, few respondents had an in depth understanding of the contents of PRSP. Many of the questions either were very briefly answered or not answered at all. e.g. respondent PFMg-12 from Morogoro answered Questions 4 and 9 by writing “Sijui” (I don’t know).

Poor facilitation of the feedback workshops and a low level of understanding of the participants might have also contributed to this problem. Inadequate understanding of the PRSP contents further explains why the relative rate of mention for more than half of the PRSP issues was very low (less than 2%).

To make matters worse, MPs discussed the PRSP draft for only two hours (Ref. Qn. 9 in the PRSP booklet – English version). This raises the question of whether MPs themselves have understood the PRSP well enough to achieve the necessary political consensus on the way forward regarding poverty reduction in Tanzania.

Suggested priority areas for action from this sample

The message emerging from this particular study is that if poverty is to be reduced in Tanzania, the following issues must be addressed:-

- The Government must develop practical, enabling policies to ensure the provision of high quality services in all the sectors to all the people all the time.
- Grassroots poor communities must participate in the planning, implementation, management and decision making of poverty alleviation initiatives.
- Payment of taxes is acceptable, but the methods of collection should be reviewed drastically to take into consideration the size of income of all the tax payers, or else unprecedented corruption will flourish indefinitely.
- In addition to eliminating illiteracy, grassroots poor communities must be educated on their basic rights and these must be protected
- Improvement of agriculture, which is the backbone of Tanzania's economy, will lead to significant reduction of poverty. Ordinary people should be aware of what is being suggested in the Agriculture Sector Development Strategy (ASDS)
- Social, economic and political empowerment of women must be given due consideration by the Government.
- In addition to efforts being made to increase life expectancy, people must be healthy all the time, or else they will not be able to fight against poverty.
- Development of small enterprises must be given financial, material and moral support.
- The poorest of the poor, including marginalized persons, need support in order to reduce poverty and build self reliance.
- Research on poverty must be better coordinated and conducted to test the hypothesis which states that "Poverty among many Tanzanians is always growing".



Appendix 1

PRSP Feedback Analysis Coding Sheet

Put entries in the grey boxes as appropriate

1. Feedback item number & source	PR	<input type="text"/>
2. Geographic location	Refer to Coding Table 1: Location	<input type="text"/>
3. Rural/Urban (tick)	Rural Urban	
3.b If urban then which city?	Refer to Coding Table 2: Cities	<input type="text"/>
4. Date of delivery	(eg 020321)	<input type="text"/>
5. Sex of respondent (tick)	male female	
6. Age of respondent (tick)	child youth adult elder	
7. PRSP issues mentioned (Circle all that apply)	Refer to Coding Table 3: PRSP Issues	
	1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20	

The next three boxes are for open entry

8. Other issues mentioned (open entry – use the back of this sheet if necessary)
9. Interesting and original comments (open entry – use the back of this sheet if necessary) If possible record the name of the respondent so that we can use it in quotations.
10. Analyser's comment on this particular response (General observations and comments should be recorded in your notebook)

Appendix 2

PRSP Feedback Analysis Coding Tables

Coding Table 1: Location

1. Arusha	8. Mbeya	15. Shinyanga
2. Dar es Salaam	9. Morogoro	16. Singida
3. Dodoma	10. Moshi	17. Songea
4. Iringa	11. Mtwara	18. Sumbawanga
5. Kagera	12. Mara	19. Tabora
6. Kigoma	13. Mwanza	20. Tanga
7. Lindi	14. Pwani	21. Zanzibar

Coding Table 2: Cities

1. Arusha	13. Mafinga	25. Shinyanga
2. Bagamoyo	14. Masasi	26. Singida
3. Bukoba	15. Mbeya	27. Songea
4. Chakechake	16. Mkoani	28. Sumbawanga
5. Dar es Salaam	17. Morogoro	29. Tabora
6. Dodoma	18. Moshi	30. Tanga
7. Iringa	19. Musoma	31. Tarime
8. Kibaha	20. Mtwara	32. Tukuyu
9. Kigoma	21. Mwanza	33. Wete
10. Kia	22. Newala	34. Zanzibar
11. Kisarawe	23. Njombe	
12. Lindi	24. Nzega	

Coding Table 3: PRSP Issues

Macroeconomic stability and structural reforms	Priority Sectors	Cross cutting Programmes	Emerging issues & supplementary programmes
1. Private sector development	6. Education	12. HIV/AIDS	16. Gender
2. Tax reform	7. Health	13. Local Government Reform	17. Environment
3. Export Growth	8. Water	14. Rural Development	18. Employment
4. Safety nets for the vulnerable	9. Agriculture	15. Poverty Monitoring and evaluation	19. Urban Poverty
5. Good Governance	10. Roads		20. Child labour and out-of-school children
	11. Legal System		

Coding Table 4: Issues that emerged from the Feedback

1 Mining	7 Local Industries
2 Small businesses/ internal markets	8 Livestock improvement
3 Involvement of children	9 Contributions from donors & civil society
4 Informal sector	10 Gifts in cash and kind
5 Media reporting on PRSP	11 Accountability
6 Community participation and self-help	12 Need for research on PRSP issues

Appendix 3

Ten tough questions to promote hard thinking

“Data and the need for better data is now in the limelight. Never before has the Treasury been demanding so much information from us. Not since the social dimensions of the adjustment programme has there been so much interest in the need for timely poverty data and good quality analysis.” [Director, National Bureau of Statistics].

How much time and money should we spend on gathering information?

“The churches ecumenically are trying to work with the government on how to tackle corruption, including workshops on how to promote transparency. This is important so that the people and the donors can see that aid and debt relief are reaching the poor.” [Archbishop Donald Metetemela].

How else might issues of corruption which affect poor people be addressed?

“A major evaluation of the World Bank’s work in Africa (commissioned by Norway) concluded that the design and implementation of the liberalisation packages (in Malawi, Zambia and Zimbabwe) have at best had a limited impact on current poverty and at worst contributed to an increase in poverty.” [TGNP]

What assurance do we have that the recommendations for Tanzania will have a more positive impact?

“Raising taxes is seldom popular and some kinds of tax are harder on poor people than on rich people.”

Should the Government gather more taxes from people to ensure poverty reduction?

“The IMF and World Bank have not yet met their commitments to assess the impact of proposed reforms in their programmes before undertaking them. Due to this lack of information on impacts, in most countries, there is still no discussion of realistic policy choices and trade offs.” [OXFAM]

Does the Tanzania PRSP make the best choice of priority sectors and of items within them?

“A dual system of education and health has emerged in Tanzania. The rich and their children use high cost private schools and medical facilities leaving the poor to use the under-financed public social service system.” [TGNP]

How is the PRSP to address this problem of dual systems?

“Crop prices are falling, farm input prices are rising, and many vital inputs are often not delivered at all, or not on time. The food security of the nation is now at risk as a result of liberalisation and its negative impact on food producers. The impact is worse for small holder farmers, especially those in the south and west of the country that used to be the breadbasket of Tanzania. In addition, pastoralist livestock-keepers have been completely neglected by these policies.” [TNGP]

Does the PRSP as it presently stands tackle this food security problem?

“The financial implications indicated in the PRSP shows that there is a financing gap. Financial requirements and proposed allocation of other charges and development expenditures for six priority sectors (education, health, water, judiciary, agriculture and roads) shows that they will only be covered by 54% in 1999/2000, 69% in 2000/2001, 75% in 2001/2002 and 86% in 2002/2003. Therefore there is no 100% financial coverage for PRSP for the next three years.” [TASOET]

How is this financial gap to be covered?

“Discussion by parliament of the PRSP draft took place in a 2 hour session. Given the potential significance of the Paper in reworking targets and actions set out in the approved NPES, it is questionable whether this was sufficient to achieve the necessary political consensus on the way forward.” [Evans, Nglawea & Semboja, Nov 2000]

What should we do about building the political consensus?

“An aspect of ownership of the PRSP which needs to come out very clearly is the activities or areas showing the role of the communities in the PRSP.” [TASOET]

How can we link what the government can do to what the people can do as this is very important in fostering the ownership concept?

Appendix 4

Recommendations for future research into feedback

Although there was always the intention to gather feedback on the PRSP it happened spontaneously in a manner that caught many people by surprise. Attempts to gather it were thus more ad hoc than would have been ideal. Comments on the process and recommendations on how the process might be improved in future are given here

Sampling:

Apart from the personal contacts, the community feedback on PRSP in this study came only from 10 of 21 possible locations - i.e. Iringa, Kigoma, Lindi, Morogoro, Shinyanga, Arusha, Dar es Salaam, Pemba, Mtwara and Singida. Community feedback on PRSP should be received from the other 15 locations so as to give a more realistic picture of poverty in Tanzania. Respondents should be carefully selected such that the majority of them come from the grassroots poor communities.

Questionnaire design:

In addition to the 10 tough questions to provoke hard thinking at the back of the PRSP booklet, a questionnaire requiring short answers or statements could also be used. The questionnaire should include all PRSP and non-PRSP issues. (PRSP issues are those which have been pre-determined, whereas non-PRSP issues are those which have been identified during the analysis process).

Respondents should indicate their location, sex, age and formal education, among other things. It would also be very helpful if they gave their names and contact addresses.

The PRSP Feedback Analysis Coding Sheet should be improved such that it can be used with any data collection method - e.g. focus group interviews and community interviews. (The coding sheet is most appropriate for individual respondents). Questions which can just be answered with a "Yes" or "No" should be avoided as much as possible - e.g. Questions 4, 5 and 7. [NB: There are 9 questions only in the Kiswahili version. Question 3 (English version) has been omitted].

If a questionnaire is to be used to collect PRSP data, all the cross-cutting programs, emerging issues and supplementary programs should be emphasized. The relative rate of mention of these programs/issues in the PRSP feedback analysis was generally very low.

Methods used:

PRSP feedback workshops should be carefully planned in order to ensure consistency of the responses. Facilitators should counter-check the responses before sending them to Hakikazi Catalyst.

In addition to the various data collection methods already used, the following methods are also recommended for collecting more data on the PRSP:-

- Key informant interviews
- Focus group interviews
- Direct observation
- Community interviews
- Informal surveys

Better popularisation:

The simple language version of the PRSP (May, 2001) needs to be simplified further so that ordinary people in the poor communities can adequately understand the issues. This includes the cartoons whose message can sometimes lead to different interpretations.

The "Ten tough questions to provoke hard thinking" at the back of the PRSP booklet should be simplified so as to enable people from poor communities to understand.

General conclusion:

Poverty is a very complex phenomenon, which is caused by a multitude of factors - social, technological, economic, environmental, political, spiritual (STEEPS) etc. - acting in various combinations. Based on an appreciation of this complexity, more intensified research on poverty in Tanzania is needed to test the effectiveness of the PRSP and other poverty eradication initiatives.

The research should include testing the following hypothesis: "In 1995, about one third of the population was very poor. The situation is possibly worse today". (Tanzania without Poverty booklet; p.3; Interpretation of the PRSP by Hakikazi Catalyst; May, 2001). NB.: Zuhura Mkapali of Masasi (PFMs-28), in her answer to Question 4, suggests that PRSP should be abandoned since "Poverty among many Tanzanians is always growing".

Acknowledgements

This report is a tiny contribution to the huge, historic and ongoing process of building a participatory poverty monitoring system in Tanzania.

We acknowledge all those stakeholders who are involved in building the overall poverty monitoring system. They are from Government, civil society, the private sector and the country's development partners. Particular thanks to those in the poverty section of the Vice President's Office for much needed words of encouragement.

In particular we acknowledge those who helped to produce Hakikazi Catalyst's plain language guide to Tanzania's Poverty Reduction Strategy Paper (PRSP) ie *Tanzania without Poverty* (see www.hakikazi.org/eng) and *Tanzania bila Umaskini* (see www.hakikazi.org/tbu). This included George Clark as technical author, Ali Masoud as cartoonist, Professors Rubanza and Mwansoko as translators and to staff at Color Print (Tanzania) for design and layout. A huge debt of thanks is also due to the many individuals who commented on drafts of the booklets and to the many individuals and institutions who helped to distribute it and encouraged people to read it and discuss its contents. Staff at DFID not only organized the funding but had the vision and the faith to support the initiative – special thanks to Alana Albee, Waheeda Shariff Samji and Julia Sampson.

There are also many acknowledgements to be made concerning this report on feedback to the booklets. CONCERN in particular was instrumental not only in distributing the booklets but also in organizing for training of facilitators and for gathering the outputs from visits and workshops. CONCERN also funded the collation of results and the production and distribution of this 'Bouncing Back' report. Thanks also to George Clark (Hakikazi Catalyst's Technical Consultant) for designing the analysis guidelines and helping with the feedback report and to Nathan Mpangala for his stimulating cartoons. Many thanks also to Kate Dyer, Thomas Nzumbi and Emmanuel Retoine at MAARIFA NI UFUNGUO, TACOSODE and RECODA respectively for their peer reviews of the analytical process and the report. Thanks to Mrs Elizaph Deo and Miss Glory Lyimo for design and layout of the report. A word of thanks also to Oxfam Ireland for providing core funding to Hakikazi Catalyst. This ensured that the project management and administration services needed for such a widespread and complex undertaking were at hand. Thank you therefore to Anne Lema and Bernadette Bachubila in the Arusha office.

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