

## **Executive Summary**

### **Intention of Participatory Monitoring**

Hakikazi Catalyst has undertaken participatory monitoring of the Poverty Reduction Strategy Paper (PRSP) and pro-poor expenditure in selected areas of Arusha Municipal and Arumeru Districts in the Arusha Region, Tanzania. The intention of Hakikazi Catalyst is to give an indication of how poverty reduction strategies are working in the selected areas of these districts only. It is not intended to extrapolate the results to any other communities in Arusha Municipal or Arumeru District or to Tanzania in general.

### **Poverty Monitoring**

Hakikazi Catalyst is an independent, non-profit, non-governmental and non-religious social and economic justice organisation that was created in response to the need to advocate for social and economic rights that promote sustainable livelihoods. Hakikazi Catalyst promotes the rights of all people to fully participate in social, technical, environmental and economic decisions that affect their lives, and supports vulnerable people by giving them an effective voice, “the Right to a Say”.

Tanzania has developed a range of anti-poverty initiatives to guide poverty reduction efforts including the PRSP. The Poverty Monitoring Master Plan outlines poverty monitoring in detail and identifies the need to determine if PRSP activities are improving the welfare of poor people. Hakikazi Catalyst has decided to make a contribution to the Poverty Monitoring Master Plan by providing evidence on whether or not poverty is changing, and how government efforts to reduce poverty are making an impact.

Each poverty reduction strategy has targets, indicators and activities. Hakikazi Catalyst has built the capacity of selected grassroots communities by using Participatory Action Learning Research during February to September 2003. This has empowered these communities to demand accountability by monitoring and evaluating Poverty Reduction Strategy (PRS) budgets, targets, indicators and activities.

The primary stakeholders are 14 urban and rural grassroots communities, ranging in size from 60 to 900 households, in Arusha Municipal and Arumeru Districts in Arusha Region, Northern Tanzania. Other key stakeholders are the Government of Tanzania, in particular, the local authorities of Arusha Municipal and Arumeru District, and the Vice President’s Office (Poverty Eradication); Civil Society Organisations (CSOs) working on poverty reduction; and Oxfam Ireland who funded the Participatory Action Learning Research and Analysis.

### **Participatory Action Learning Research**

The Participatory Action Learning Research methodology consisted of three parts. Firstly, a full analysis of the Arusha Municipal and Arumeru District Councils’ 2003/2004 Budgets was undertaken to determine recurrent and development budgets for PRS priority sectors; what PRS activities for the priority sectors were included in the budgets; expenditure for Personal Emoluments (PE) and Other Charges (OC), and allocation of expenditure for PRS activities.

Analysis of the budgets was difficult and time-consuming due to the issues with the budget formats. If in the future formats do not improve, grassroots communities and Community Based Organisations (CBOs) will have difficulty in effectively monitoring and evaluating budgets for PRS activities. Following the analysis completed on the 2003/2004 budgets, trends on allocation of expenditure to PRS activities will be able to be made in future years.

The second part of the Participatory Action Learning Research methodology was to collect information on PRS targets, indicators and activities by using a modified Community Score Card, called a PIMA Card (PIMA means 'to measure' in Swahili). The PIMA Card is an innovative process developed by Hakikazi Catalyst. Rather than the data collection being done through focus groups with facilitators as for Community Score Cards, a committee of 15 community members collected the data. The PIMA Card initiative blended the techniques of Community Score Cards and Citizen Report Cards to collect both quantitative and qualitative information with the unit of analysis being the community.

The process involved mobilising support amongst stakeholders, capacity building for Local Government officials, CSOs, CBOs, community leaders and community members; holding community based PRS debates; selecting and training a PRS monitoring committee for each community; collecting the information with a PIMA Card; and analysis of the information by Hakikazi Catalyst.

Each monitoring community selected two PRS priority sectors to monitor and evaluate with PIMA Cards. Sectors chosen were primary education, health, roads, agriculture and water. Committee members were selected from the broad categories of older people, women and youths and in most cases, committees included equal numbers of men and women.

Information collected with the PIMA Cards was progress on PRS indicators; resources allocated and disbursed from Central and Local Government in the last 12 months; performance evaluation of the outputs provided by the resources and the quality of those outputs; the effects of HIV/AIDS in the community; and other issues the community had with the priority sector. Using a PIMA Card has resulted in ownership of PRS monitoring and evaluation by the monitoring communities; and existence of communities with the capacity to continue monitoring PRS budgets, indicators and activities, both for the selected priority sectors and for other sectors in the future such as governance and corruption

The third part of the Participatory Action Learning Research methodology was a Self-Evaluation completed by the Local Governments. These were similar to the PIMA Cards, but collected information for the whole districts and included amounts spent on outputs in the last 12 months.

### **Allocated Resources and Expenditure**

The monitoring grassroots communities have confirmed that the government is making a difference in the priority sectors. However, the communities have found out that resources allocated are not adequate to meet the demand of services required and that resources for poverty eradication are not being allocated fairly. Some of the most vulnerable members of the public, such as single and widowed women, orphans, youths and those living with HIV/AIDS, have difficulty accessing basic services, for example, education and water.

There is a lack of transparency in terms of comparing what resources have been allocated versus actual expenditure. Data obtained is not disaggregated as amounts are in totals of personal emoluments and other charges without showing what goes with these totals. Actuals on expenditure have been difficult to obtain and there are no breakdowns of expenditure for individual items.

### **PRS Priority Sectors**

For primary education, the Local Governments are making strong effects to provide better and more teachers, resources and facilities to improve education. However, much more remains to be done, particularly on quality issues. There are indications that the priorities of the councils do not match the priorities of the monitoring communities. It is therefore essential for Local Governments and communities to work together to rationalise priorities for budget expenditure. Implementation of

more 'quality' targets and indicators for such factors as pupil-teacher ratio and teachers' qualifications would assist in assessing the effectiveness of PRS activities.

Grassroots communities recognise that education helps to reduce poverty. Extending free education to Form 4 and investing more in developing secondary schools would make major contributions to improving people's lives. Rural education is continuing to lag behind that in urban areas and sensitisation for rural parents about the benefits of education is necessary. With current trends, it is unlikely that primary education PRS targets will be met in monitoring communities, other than for net enrolment rate.

The Local Governments are making strong effects to provide better quality health care. However, much more needs to be done on providing health care within reachable distance of all people. The PRS activities of malaria control, improved reproductive health and family planning are getting little attention in monitoring communities. Malaria and typhoid are rampant due to poor sanitation and lack of money and staff for preventative drugs and equipment.

HIV/AIDS awareness and sensitization programmes are not having the desired impact in the monitoring communities. Education on HIV/AIDS is therefore top priority for budget allocation. To counteract the major threat to development and well-being in grassroots communities that HIV/AIDS brings, the PRS needs to include activities such as access to information and protection, positive campaigns on living with HIV/AIDS to reduce stigma and denial, and counselling services.

There is a large disparity between rural and urban rates for PRS health indicators. It is unlikely that regional demographic data is accurate, particularly for infant and under-five deaths, and improvement to the methods of collecting health data is vital.

Agriculture and livestock are vital modes of economic production and growth for most people in Northern Tanzania. The Local Governments are allocating expenditure to some critical PRS agriculture and livestock activities but there is no allowance for the top priority of developing capabilities by establishing functions such as credit facilities and effective marketing infrastructures.

The quality and quantity of the crops produced by the monitoring communities is highly affected by shortage of rainfall, poor roads, farmers' inability to buy inputs, lack of extension services, lack of credit and ineffective marketing.

There is minimal budget allocation for agriculture development. Urgent allocation is required for top priority activities such as development of credit schemes, provision of inputs, provision of skilled extension experts, and development of markets. There are concerns about lack of subsidies for inputs and the volatility of market prices. Research on drought resistant crops that will thrive in Northern Tanzania and sensitisation about those crops amongst rural communities are essential for improvement in food security.

Passable rural roads are fundamental for communication and transportation of goods and people. However, the quality and quantity of rural roads, bridges and culverts is extremely poor and little construction and rehabilitation has been done in the monitoring communities. Poor roads are hindering development and the communities call for grassroots participation at all levels of road activities from design to construction.

Lack of access to safe water in rural monitoring communities is a major factor in the perpetuation of poverty. These communities have limited access to safe water as the distances and time involved in collecting water are immense and leave little time for participation in development activities. With unsafe water having a major effect on health, life expectancy and well-being, strong representation needs to be made to obtain funds for providing safe water sources. Water conservation sensitisation programmes and promotion of rainwater are required to ensure water is available in the future.

HIV/AIDS is hitting hard in monitoring communities. Children are missing school to earn an income to support their families or to look after their sick parents. Orphans are dropping out of school because of the lack of financial support. Farming activities of management, labour resources and household capital resources are being affected. Fetching safe water is difficult for those living with HIV/AIDS.

The monitoring communities did not evaluate other PRS Sectors with PIMA Cards. However, they have voiced messages to the government on other key issues such as governance, gender, vulnerable groups, employment and the environment. Of particular impact on the monitoring communities, is the lack of good governance. Corruption is a cost to these communities and is hindering poverty reduction.

### **Empowerment of Grassroots Communities**

The monitoring communities are not being provided with information on funds allocation or expenditure for poverty reduction activities. They also are not participating in development processes – from design to implementation to monitoring.

With Participatory Action Learning, Hakikazi Catalyst has facilitated the empowerment of local grassroots communities to monitor poverty eradication initiatives and demand accountability. The democratic development process that enhances the chances of communities to raise their voices and choices on matters affecting their lives has been broadened.

The Participatory Action Learning has provided a framework for creating understanding of macro policies; enabling collective analysis on how macro policies impact local actions; and facilitating dialogue as a means to provide feedback. Useful records of local discussions have been generated, shared with local authorities and are being used as a negotiating tool.

The innovative PIMA Cards process, with members of the community gathering information from the community, has been successful in exacting social and public accountability.

