

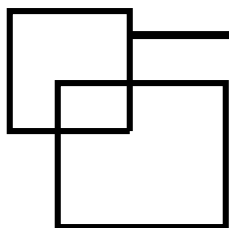
PARTICIPATORY MONITORING OF PRS AND PRO-POOR EXPENDITURE IN SELECTED DISTRICTS AND AREAS OF ARUSHA REGION, TANZANIA

**HAKIKAZI CATALYST, ARUSHA, TANZANIA
PROGRAMME FUNDED BY OXFAM IRELAND**



Village Participatory Meeting

NOVEMBER 2004



HAKIKAZI CATALYST
Knowledge. Action. Change.

Preface

Tanzania has developed a range of anti-poverty initiatives to guide poverty reduction efforts including the Poverty Reduction Strategy Paper (PRSP). The Poverty Monitoring Master Plan encourages multi-sectoral stakeholders to give feedback on the PRSP, to determine if poverty reduction strategies and activities are improving the welfare of poor people.

Hakikazi Catalyst, in collaboration with Oxfam Ireland, has made a contribution to the Poverty Monitoring Master Plan by monitoring budget inputs, outputs and outcomes for the PRSP priority sectors of education, health, agriculture, water and roads, in grassroots communities in selected areas of Arusha Municipal and Arumeru Districts in Arusha Region. This feedback on poverty reduction strategies and indicators is a contribution to developing links between grassroots participation at the micro-level and policy formation processes at the macro-level.

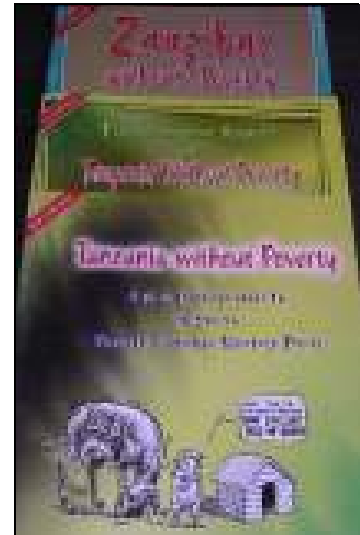
Hakikazi used its plain language guides to the PRSP, *Tanzania Without Poverty (2001)* and *First Progress Report on Tanzania Without Poverty (2002)* as stimuli to gathering the feedback. Information was collected in the grassroots communities by using participatory action learning research from February to September 2003.

The selected grassroots communities have been empowered to monitor poverty eradication initiatives and demand accountability. And the democratic development process that enhances the chances of communities to raise their voices and choices on matters affecting their lives has been broadened.

This report forms part of Hakikazi's Zinduka programme ('Zinduka' is Swahili for 'wake up or be aware') to up-stream poverty policy so that key decision makers understand the impact of policy and practice on poor and marginalised communities, and what can be done to improve their lives and livelihoods.

“There is an inalienable right of the citizenry to be informed, to air their views, to be heard, and to demand accountability from their government.”

*Benjamin Mkapa
18 March 2003*



Simple Guides Encourage Participation

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Abbreviations

AIDS	Acquired Immune Deficiency Syndrome
AUWSA	Arusha Urban Water Supply and Sewerage Authority
CBO	Community Based Organisation
CSO	Civil Society Organisation
DHS	Demographic and Health Survey
FGM	Female Genital Mutilation
HBS	Household Budget Survey
HIV	Human Immune Deficiency Virus
LG M&E	Local Government Monitoring and Evaluation System
MTEF	Medium Term Expenditure Framework
NACP	National AIDS Control Programme
NPES	National Poverty Eradication Strategy
OC	Other Charges
PE	Personal Emoluments
PER	Public Expenditure Review
PMMP	Poverty Monitoring Master Plan
PPPAP	Participatory Poverty Planning Plans
PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
PSLE	Primary School Leaving Examination
R&AWG	Research and Analysis Working Group
REPOA	Research on Poverty Alleviation Organisation
TAS	Tanzania Assistance Strategy
TB	Tuberculosis
TCDD	Tanzania Coalition on Debt and Development
TRCHS	Tanzania Reproductive and Child Health Survey
UNDP	United Nations Development Programme

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.

1. Overview of Findings

1.1 Purpose of Participatory Action Research

The intention of holding public meetings and gathering information with PIMA Cards in grassroots communities in Arusha Municipal and Arumeru District, was to get answers to the following two questions -

- What can communities learn by looking at PRSP targets and indicators versus resources (budgets), allocated and disbursed?
- What are the perceptions of communities on priority sectors of the PRSP?

1.2 Perception of Budgets (Resources Allocated)

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.

Communities have found out with Participatory Action Research that resources allocated are not adequate to meet the demand of services required. One reason for this is there is limited participation when budgets are prepared at the lowest local government level. Normally budgets are supposed to go through a village council that involves all adults of 18 years and above before submission to the ward level.

What actually happens is that only a few people (and in most cases these are those with pre-determined priorities) prepare these budgets. Then at the district level, Local Government has a limited opportunity to influence budget ceilings that are determined by national level. As a result, budgets are not reflecting reality in the grassroots communities.

1.3 Perception of Equity

The analysis of information collected from community public meetings and PIMA Cards has shown that resources for poverty eradication are not always allocated fairly. Some locations such as those in rural Arumeru appear to be receiving an equitable allocation. Others, especially the squatter areas of Unga Limited, are not getting enough resources.

As an example, there is an imbalance in terms of outputs of adequate classrooms between a school located in a squatter area and another school in a developed area. In a squatter area such as Unga Limited, there are classes of up to 100 pupils per class and a shortage of more than 20 teachers per school.

A further observation is that 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 such as education and water.

1.4 Progress on PRS

In all the grassroots communities, community members have confirmed that the government is making a difference in priority sectors. People see new classrooms as evidence of government commitment to poverty eradication.

“Tumetoka mbali” meaning “We have come a long way” is a quotation of a woman in Terrat village that indicates progress compared to the situation three years ago.

1.5 Efficiency of PRS Funding

The findings show 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 are no breakdowns of expenditure for individual items.

1.6 Perceptions of Implementing PRS Priority Sectors

1.6.1 Primary School Education

The Local Governments have allocated expenditure to many poverty reduction strategies such as training of teachers, construction of new classrooms, distributing textbooks and recruiting extra teachers. The abolition of the primary school education fees has had a positive effect on Standard 1 enrolment rates. However, it will be difficult for the government to construct and rehabilitate enough classrooms and to supply teachers and other resources to cater for these children as they move through the Standards.

The allocations to the poor communities, particularly the squatter area of Unga Limited, are inadequate and more provision needs to be made to fund activities to improve the quality of education. Sensitisation of rural communities about the benefits of education may improve enrolment rates of older rural children. Food insecurity is affecting attendance at school by children from some poor families and providing lunch at school may increase attendance.

Providing classrooms, teachers and resources is essential to improve education. However, the quality of construction and teachers are also issues. Local Governments and communities need to collaborate on designing and implementing quality control systems.

1.6.2 Health

The Local Governments are giving emphasis to a number of health PRS activities. However, Arusha Municipal has no building programme for the district which means there will be no progress on the critical PRS activity of providing quality health care within reachable distance of all people. The PRS activities of malaria control, improved reproductive health and family planning are getting little attention.

HIV/AIDS awareness and sensitization programmes are not having the desired impact in the grassroots communities. Education on HIV/AIDS is therefore top priority for budget allocation. Malaria and typhoid are rampant due to poor sanitation and lack of money and staff for preventative drugs and equipment.

The government has adopted the Abuja Declaration on HIV/AIDS, tuberculosis and other related diseases by setting a target of allocating 15% of its annual budget to improve health. More transparency and accountability is needed in order to get disaggregated information about this commitment.

1.6.3 Agriculture

Agriculture is the mainstay of the rural areas that participated in this participatory monitoring. The quality and quantity of the crops produced by the grassroots communities is highly affected by shortage of rainfall, poor roads, farmers' inability to buy inputs, lack of extension services, lack of credit and the absence of effective marketing infrastructures.

There is minimal budget allocation for 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 the lack of subsidies for inputs and volatility of prices for agricultural outputs.

Research on drought resistant crops that will thrive in Northern Tanzania and sensitisation amongst rural communities about those crops are essential for improvement in food security.

1.6.4 Roads

Passable rural roads are fundamental for communication and transportation in grassroots communities. However, the quality and quantity of rural roads, bridges and culverts is extremely poor. Although the Arusha Municipal and Arumeru District Councils have funds for construction and rehabilitation, little has been done at the grassroots communities level.

Of serious concern is that for some of the construction and rehabilitation that has been done, the standard of work is poor. The communities call for grassroots participation at all levels of road activities from design to construction.

1.6.5 Water

Lack of access to safe water in rural grassroots communities is a major factor in the perpetuation of poverty. These communities have limited access to safe water. 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.

1.6.6 Other PRS Sectors

Transparency and accountability of government officials and community leaders is lacking at all levels. Corruption is a cost to grassroots communities and is hindering poverty reduction. Taxes and fees, and their collection, are not fair and equitable.

Development in monitoring communities is adversely affected by gender issues. Women are not involved in decisions that affect their lives and livelihoods and work long hours which leave them with little chance to participate in development activities. Female genital mutilation continues in rural monitoring communities.

Vulnerable groups such as the elderly are not being supported by communities or the government. Youth unemployment is resulting in social problems in squatter areas and there is a lack of self-development, vocational and technical training for youths.

In squatter areas, good work practices are not being followed by employers. The environment is unclean and the lack of security is resulting in an increase in crime.

1.7 Realised Benefits

1.7.1 Empowerment

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.

1.7.2 Capacity Building

Community leaders, Local Government officials, representatives from CSOs and members of grassroots communities have had capacity building in monitoring and evaluating PRS budgets, targets, indicators and activities.

With this knowledge, they can now recognize whether or not allocated resources for poverty are made against disbursements and spending. They are able to make a link between the national poverty reduction strategies and how local communities can enforce accountability for pro-poor growth and prosperity.

1.7.3 Hearing the Voices of the Grassroots

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.

1.7.4 Gender

Women and men were included equally in the monitoring and evaluation. Women were encouraged to participate in all activities, and were proportionately represented on the monitoring grassroots committees.

The recognition that poverty sectors that have a major effect on women would be monitored, particularly health, water and education, helped to raise women's interest and participation.

The budget analysis determined that information on resources available for poverty reduction is not disaggregated by gender, resulting in a critical awareness of the need for a gender sensitive budget.

1.7.5 Environment

The 14 monitoring communities were able to associate that implementation of the poverty reduction strategy would produce sustainable livelihoods through equitable access to and better use of surrounding natural resources.

1.7.6 Sustainability

In all 14 locations, there is one PRS monitoring committee of 15 people. Village Governments (represented by the Village Executive officer and elected councillors) at the ward level are also stakeholders. The existence of committees and the participation of Village Governments will sustain monitoring and evaluation of budgets, targets, indicators, activities and expenditure, as long as PRS exists.

1.7.7 Innovative Monitoring and Evaluation

Hakikazi Catalyst developed and used a modified Community Score Card, called a PIMA Card, to monitor and evaluate PRS. Rather than facilitators collecting information via focus groups, information was collected from the community by people from the community.

Hakikazi Catalyst has trialled the PIMA Card process with success and will extend it into further monitoring and evaluation. The process is also one that could be adopted by others, both in Tanzania and internationally, to exact social and public accountability.

1.8 Proposed Improvements

1.8.1 Accurate Data

It was difficult for the monitoring committees to collect accurate data for some of the information requested. Some questions in the PIMA Cards were poorly understood. Improvements to the PIMA Cards will be made and committee members retrained on the importance of accurate data collection for analysis and feedback.

1.8.2 Gender Issues

Improving pro-poor and gendered analyses of sectors directly affecting women is an important step to empower communities to participate in monitoring PRS activities. With this improvement, local communities will have an opportunity to hold the government accountable to its stated priorities.

2. Introduction

2.1 Hakikazi Catalyst

Hakikazi Catalyst is an independent, non-profit, non-governmental and non-religious social justice organisation that was established in August 2000. Hakikazi Catalyst 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”.

The overall goal of Hakikazi Catalyst is to facilitate processes which support the initiatives of poor and marginalised communities to influence change in national and local level policy and practice, to promote the eradication of poverty.

Hakikazi Catalyst works to achieve this goal through three strategic interventions -

- Zinduka Programme: Knowledge and Understanding for Policy Engagement (‘Zinduka’ means ‘wake up or be aware’).
- Community Governance Programme: Action for Accountability.
- Community Livelihood Opportunities.

Hakikazi Catalyst undertakes participatory monitoring of the PRS under the Community Governance Programme.

2.2 Community Governance Programme

The principal goal of Hakikazi Catalyst’s Community Governance Programme is to promote a culture of participation, accountability and transparency, by equipping poor communities with knowledge about key policies and reforms, and stimulating participation in public life.

Hakikazi Catalyst supports the Government of Tanzania’s proclamation that the ability of grassroots communities to influence pro-poor governance and democratisation of development is through three elements of –

- Participation
- Accountability
- Transparency.

Hakikazi Catalyst achieves this goal by enabling grassroots communities to influence changes in practices and attitudes that threaten meaningful participation and self-determination.
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2.3 Participatory Action Learning Research and Analysis

Hakikazi Catalyst has facilitated Participatory Action Learning Research and Analysis on PRS, to demonstrate practically that the Government of Tanzania’s proclamation can be put into practice through local actions and empowerment.

3. Purpose

3.1 Poverty Reduction Strategy Paper

Tanzania has developed a range of anti-poverty initiatives to guide poverty reduction efforts including the Poverty Reduction Strategy Paper (PRSP). The PRSP, which provides a medium term strategy to reduce poverty, was developed through a participatory (although limited) process that involved a wide range of stakeholders.

PRSP builds strongly on other poverty reduction initiatives including the National Poverty Eradication Strategy (NPES), Vision 2025 for Mainland Tanzania, Tanzania Assistance Strategy (TAS), Medium Term Expenditure Framework (MTEF) and Public Expenditure Review (PER).

PRSP emphasises the promotion of -

- Accelerated and equitable growth that reduces income poverty.
- Investment in human capabilities.
- Protection of vulnerable groups.

3.2 Poverty Monitoring

3.2.1 National Poverty Monitoring Steering Committee

One of the crucial issues linked to PRSP is that of an institutional framework for poverty monitoring¹. The National Poverty Monitoring Steering Committee has four working groups: -

1. Surveys and Census Group co-ordinated by National Bureau of Statistics.
2. Routine Data Group co-ordinated by the President's Office - Regional Administration and Local Government. The Local Government Reform Programme is designing a Monitoring and Evaluation System (LG M&E) that will not be fully operational until 2004.
3. Research and Analysis Group (R&AWG) coordinated jointly by President's Office – Planning and Privatisation and Research on Poverty Alleviation Organisation (REPOA).
4. Dissemination, Sensitization and Advocacy Group coordinated by Vice President's Office – Poverty Eradication.

3.2.2 Poverty Monitoring Master Plan

The Poverty Monitoring Master Plan (PMMP) outlines poverty monitoring in detail and identifies the need to determine if PRSP activities are improving the welfare of poor people. The Poverty Monitoring Master Plan encourages all stakeholders including CBOs, CSOs and local communities to provide data and information that is outside the Poverty Monitoring System². Effective feedback can help policy makers to adjust the poverty reduction strategies and the allocation and use of resources.

¹ Poverty Monitoring Master Plan pp 11-16

² Poverty Monitoring Master Plan pp 64 & 69-70

The effectiveness of PRS can be monitored, assessed and reported if local communities have information on money allocated, disbursed and spent on different priorities. Having these information and analysis skills empowers communities to give constructive feedback on PRS.

3.3 Poverty Indicators

Hakikazi Catalyst has decided to make a contribution to the Poverty Monitoring Master Plan by providing evidence on -

- Whether or not poverty is changing.
- How government efforts to reduce poverty are making an impact.

Hakikazi Catalyst has facilitated collaborative action learning on the impact of pro-poor expenditure in key PRSP sectors.

Each poverty reduction strategy has targets, indicators and activities. Hakikazi Catalyst has built the capacity of grassroots communities to monitor and evaluate PRS budgets, targets, indicators and activities.

3.4 Empowering the Poor to Monitor PRS.

The Government budgeting process mechanism is the main instrument for monitoring achievements in poverty reduction. Local Government receives PRS priority funds from Central Government to finance both personal emoluments and development plans.

Possessing knowledge about PRS targets, budgets, efficiency and effectiveness are key elements to monitor anti-poverty policies. However, knowledge about PRS budget issues are constrained by lack of –

- Transparency
- Accountability
- Participation
- Skills.

Building a deeper understanding of the ways in which poor communities, civil society organisations and citizens can monitor PRS through targets and budgets is crucial.

3.5 Hakikazi Catalyst Link to PRS Monitoring

Hakikazi Catalyst participated together with other CSOs to influence the writing of PRSP. Initially this was achieved through Tanzania Coalition on Debt and Development (TCDD).

Hakikazi then produced and disseminated a popular version of the PRSP, *Tanzania Without Poverty*³, to ensure that the information reached as many people as possible. In February 2002 Hakikazi Catalyst, managed the production of a popular version of the first PRSP progress report, *First Progress Report on Tanzania Without Poverty*⁴, through the Ministry of Finance with support from United Nations Development Programme (UNDP).

In August 2002, Hakikazi Catalyst in partnership with CONCERN, produced a report *Bouncing Back – Some Grassroots Responses to the PRSP*, to record a sample of feedback from local people who used *Tanzania Without Poverty* as a stimulus for discussion about

³ Hakikazi Catalyst Plain Language Guide to the PRSP

⁴ Hakikazi Catalyst Plain Language Guide to the PRSP Progress Report 2000/2001

Tanzania's PRSP. In the feedback, 15% of responses commented that communities must participate in poverty alleviation initiatives.⁵

By interacting with local grassroots communities, Hakikazi Catalyst discovered that through their representative structures such as CSOs and village governments, they could effectively keep track of poverty reduction by monitoring PRS budgets and indicators.

Outcomes of budget monitoring participation include –

- Understanding the role and responsibilities of the government budget management framework.
- Providing feedback on the government fiscal framework on relevance, adequacy and participation in reaching decisions.
- Advocating for an environment that encourages open budget preparation, execution and reporting by consulting on community priorities.
- Feeding information into government strategy and policy.

⁵ Hakikazi Catalyst Bouncing Back – Some Grassroots Responses to the PRSP p10

4. Monitoring Region

4.1 Arusha Region

4.1.1 Location

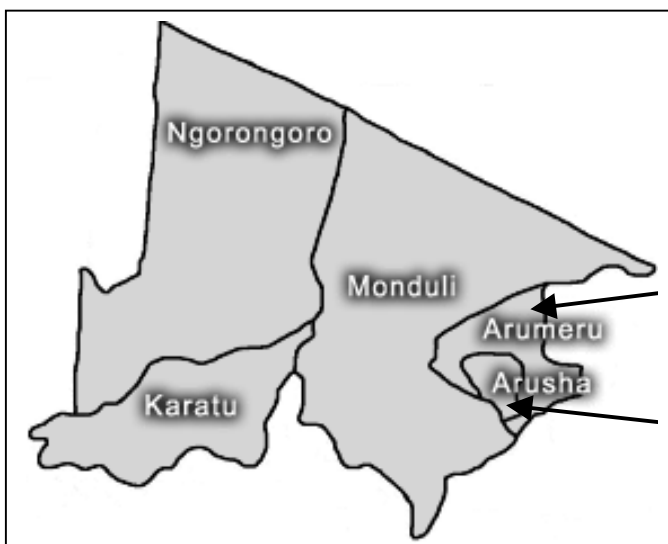
Arusha Region is in northern Tanzania, on the border with Kenya. Map 1 shows the location of Arusha Region.

Map 1: Location of Arusha Region



Arusha Region has five Districts - Arusha Municipal, Arumeru, Monduli, Ngorongoro and Karatu. The monitoring districts are Arusha Municipal and Arumeru Districts. Map 2 shows the location of these two districts.

Map 2: Location of Arusha Municipal and Arumeru District



4.1.2 Demographics of Arusha Region

- Population of 1,292,973⁶ (3.7% of total population of Tanzania)
- Geographical area is 36,486 km², giving a population density of 35 people per km².

Table 1 compares the demographics of the Arusha Region to National figures.

Table 1: Arusha Region and National Demographics

	Arusha Region	National
Male Population	638,261	16,910,321
Female Population	654,712	17,658,911
Total Population	1,292,973	34,569,232
Total Household Number	286,579	6,996,036
Average Household Size	4.5	4.9
Intercensal Growth Rate 1988 - 2002 (%)	4	2.9

Source: 2002 Population and Housing Census

4.2 Arusha Municipal

4.2.1 Population

Table 2 shows the population and households of Arusha Municipal.

Table 2: Arusha Municipal Population and Households

<ul style="list-style-type: none">➤ Population of 281,608➤ 270,485 (96.1%) are urban and 11,123 (3.9%) are rural.➤ Geographical area is 93 km².➤ 72,444 households with an average of 3.9 people per household.➤ Growth Rate 1988 - 2002 estimated at 6% p.a. compared to the national rate of 2.9 p.a.
--

Source: 2002 Population and Housing Census

⁶ 2002 Population and Housing Census

4.2.2 Gender

Table 3 shows that Arusha Municipal has a slightly higher percentage of males compared to the national population and a slightly lower percentage of females.

Rural areas of Arusha Municipal have a lower percentage of males compared to urban areas of Arusha Municipal and a higher percentage of females.

Table 3: Arusha Municipal by Gender

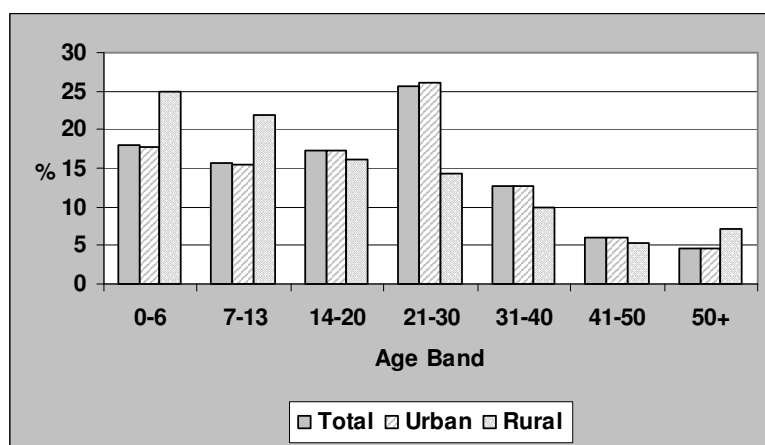
Area	Male	Female
Urban	49.2	50.8
Rural	46.9	53.1
Arusha Total	49.1	50.9
National	48.9	51.1

Source: 2002 Population and Housing Census

4.2.3 Age

Figure 1 shows that the majority of the population is aged 30 and under: 76.6% in urban areas of Arusha Municipal and 77.5% in the rural areas. In rural areas of Arusha Municipal, 47% are aged 13 and under.

Figure 1: Arusha Municipal by Age



Note - Primary school age children are aged 7 to 13 years.

Source: 2002 Population and Housing Census

4.2.4 Economy⁷

The majority of Arusha Municipality residents depend on commercial and trade activities and industrial manufacturing in both small and medium scale enterprises for their livelihoods.

⁷ Arusha Municipal Council Medium Term Plan and Budget Framework 2003/04 - 2005/06 pp 4-5

Other economic activities include small-scale farming and a flourishing tourism sector, as Arusha is the gateway to the northern wildlife parks. Recently there has been an increase in construction activities and an expansion of the informal sector.

There are high levels of poverty in the Municipality due to -

- Lack of adequate capital to expand micro-businesses and to invest in processing industries.
- Environmental degradation and poor sanitary conditions.
- Slow growth of the private sector.
- Poor and inadequate social and economic infrastructures.

4.2.5 Social⁸

- Rural to urban migration is contributing to the high population growth.
- 75% of settlements are unplanned.
- High crime rate.
- Lack of employment opportunities in the formal sector.

4.2.6 Climate

- Favourable temperate climate with temperatures ranging from 17° to 34° C.
- Rainfall from 500 mm to 1200 mm per annum.

4.3 Arumeru District

4.3.1 Population

Table 4 shows the population and households of Arumeru District.

Table 4: Arumeru District Population and Households

- | |
|--|
| <ul style="list-style-type: none">➤ Population of 514,651➤ 421,495 (81.9%) are rural and 11,123 (18.1%) are urban.➤ Geographical area is 2,966 km².➤ 113,002 households with an average of 4.6 people per household. |
|--|

Source: 2002 Population and Housing Census

⁸ Arusha Municipal Council Medium Term Plan and Budget Framework 2003/04 - 2005/06 pp 7-15

4.3.2 Gender

Table 5 shows that in Arumeru District, the proportions of males and females are the same as for national figures.

Table 5: Arumeru District by Gender

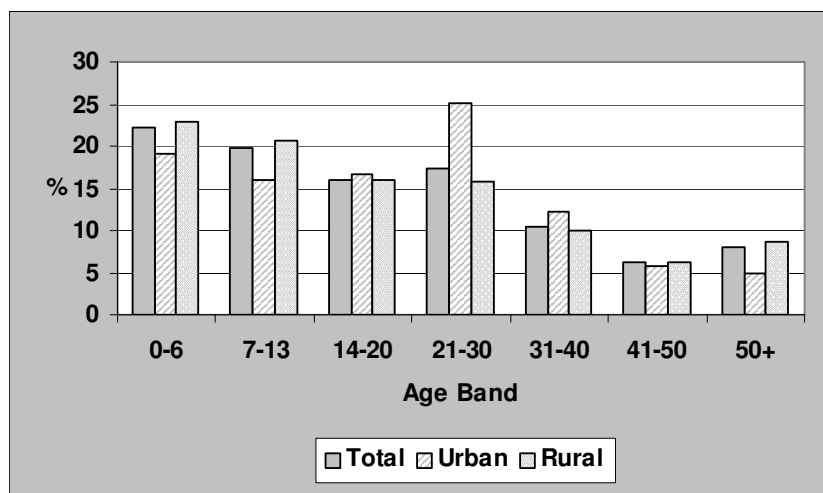
Area	Male	Female
Urban	48.8	51.2
Rural	48.9	51.1
Arumeru Total	48.9	51.1
National	48.9	51.1

Source: 2002 Population and Housing Census

4.3.3 Age

Figure 2 shows that in Arumeru District, the majority of the population, 75.4%, is aged 30 and under. 42% of the population is aged 13 and under.

Figure 2: Arumeru District by Age



Source: 2002 Population and Housing Census

4.3.4 Economy⁹

The Domestic Gross product is Tshs 787,500,000 (US\$ 787,500) with a per capita income of Tshs 150,000 (US\$150) p.a. The main economic activities are agriculture and livestock.

Food crops grown include maize, bananas, beans and potatoes. Cash crops include coffee, cut flowers, flower seeds, wheat, barley and safflower. Pastoralists and agro-pastoralists carry out animal husbandry of mainly cattle, goats and sheep. Fishing and beekeeping are minor economic activities.

⁹ Arumeru District Council Profile 2003

Arumeru District is environmentally devastated due to –

- Excessive numbers of livestock.
- Deforestation for timber and fuel.
- Wildfires due to harvesting of honey.
- Agriculture on hillsides.
- Cattle grazing in forest areas.

4.3.5 Natural Resources

Arumeru District includes 59,272 hectares of forests of which 26,444 hectares are in the Mount Meru forest area. The Arusha National Park covers 16,650 hectares. The area under game is 18,972 hectares. Animals hunted by tourists include zebra, buffalo, water bucks and wildebeest.

4.3.6 Social

Land available for livestock grazing is reducing due to development of large-scale farming, conservation and tourist hunting areas. Pastoralists, particularly young men, are moving to urban areas and taking up risky occupations such as night watchmen.

Endemic skeletal fluorosis exists throughout the district – painful, crippling deformities resulting from excessive fluoride in the water.

4.3.7 Climate

- Cool temperate climate with temperatures ranging from 11° to 25° C.
- Rainfall from 500 mm to 1000 mm per annum, according to altitude.

5. Methodology

5.1 PRS Monitoring by Hakikazi Catalyst

5.1.1 Goal

To promote good understanding of anti-poverty policies amongst poor grassroots communities to ensure full participation in implementing, monitoring and evaluating PRS.

5.1.2 Overall Objective

To track PRS outcomes and to influence future pro-poor interventions by empowering communities to monitor PRS budgets, targets and indicators.

5.1.3 Specific Objectives

- To build the capacity of stakeholders in analysing and monitoring PRS budgets, targets and indicators.
- To implement activities that generate information on PRS expenditure.

5.1.4 Stakeholders

The primary stakeholders were grassroots communities in two wards in each of two districts, Arusha Municipal and Arumeru District, a total of 14 communities.

Other key stakeholders are –

- Government of Tanzania, in particular, the Vice President's Office (Poverty Eradication).
- Local Government leaders and decision-makers of Arusha Municipal and Arumeru District.
- Civil Society Organisations working on poverty reduction.
- Oxfam Ireland, who funded the Participatory Action Learning Research and Analysis.

5.1.5 Geographical Focus

Hakikazi Catalyst collaborated with 14 grassroots communities in Arusha Municipal and Arumeru Districts in the Arusha Region for PRS monitoring. Table 6 shows the location of these grassroots communities.

Table 6: Location of Grassroots Communities

Arusha Municipal		Arumeru		
<i>Urban</i>	<i>Rural</i>		<i>Rural</i>	
Unga Limited Ward	Terrat Ward		King'ori Ward	Musa Ward
	Mkonoo Village	Nadosoito Village	Ngejusosia Village	Oloitushula Village
Makaburi ya Baniani	Erangau	Elwani	Mangashini	Lolovon
Oyster Bay	Olevolosi	Embararuai	Ngejusosia Kati	Loolasho
Tindiga			R.C.	Mashariki
Viwandani				

The reasons for selecting the particular communities were –

- Hakikazi Catalyst has established a working relationship with CBOs working with the grassroots communities.
- All areas had people who had received training on PRS concepts organised by Hakikazi Catalyst.
- The areas are physically close to Hakikazi Catalyst to enable efficient collection of information and a quick response to fieldwork issues.

5.2 Intention for Use of Information Collected

The 14 grassroots communities range in size from 60 to 900 households. The information collected for the monitoring and evaluation of PRS budgets, targets, indicators and activities, is from those communities only.

Some sample sizes are small, particularly for rural areas. However, the intention of Hakikazi Catalyst is to give an indication of how poverty reduction strategies are working in these communities only. It is not intended to extrapolate the results to any other communities in Arusha Municipal or Arumeru District or to Tanzania in general.

5.3 PRS Monitoring Process

5.3.1 Mobilising Support

Mobilising support was necessary to ensure –

- Government commitment to pro-poor expenditure was encouraged.
- Co-operation between Hakikazi Catalyst and Arusha Municipal and Arumeru District Councils was sustained.
- Other CSOs were willing to participate.

In February 2003, Hakikazi Catalyst organised three district level workshops for 106 participants, including representatives from CBOs, Government leaderships at village and

ward level, and Arusha Municipal and Arumeru District officials from planning, agriculture, natural resources, education, health and community development departments.

The workshops explained –

- The goals, objectives and activities of the PRS Monitoring.
- Details of the PRS targets, indicators and activities; the Poverty Monitoring Master Plan; the government budget on key priority sectors; and using the budget as a means to monitor PRS implementation.

5.3.2 Skills Building

Organising Training of Trainers workshops was a key component of the PRS Monitoring to provide CSOs and CBOs with the skills to –

- Use PRS targets and indicators in monitoring and evaluating poverty reduction.
- Collect and disseminate budget information in user-friendly formats.
- Use national budget figures to determine trends in budgets; implications of budget changes in poverty reduction; and checking if original PRS assumptions still hold.
- Gather quantitative and qualitative information in the grassroots communities.
- Make critical presentations to policymakers and communities.
- Promote accountability, transparency and participation.

During February to April 2003, Hakikazi Catalyst trained 26 community participants, 25 participants from CSOs, 11 officials from Local Governments and 6 research facilitators from Hakikazi Catalyst.

5.3.3 Community Based PRS Debates

This activity involved holding public debates relating to the PRS in the 14 communities. The objective was to enable grassroots communities to understand both the PRS and the poverty monitoring system, and to provide feedback on anti-poverty policies. This was achieved by discussing and analysing pro-poor PRS targets, indicators and budget allocations.

During May to June 2003, Hakikazi Catalyst facilitated public meetings in the 14 communities with attendance ranging from 36 people in Ngejusosia Kati village to 135 people in Ngejusosia RC (Roman Catholic) village.

These grassroots communities described –

- What poverty means to them.
- How they will detect that poverty is decreasing.
- How they know that despite efforts to fight poverty, poverty is increasing.
- If they have received information on funds allocated to them to reduce poverty from government, institutions or religious organisations.

5.3.4 Selection of PRS Priority Sectors to Monitor and Evaluate

During the debates, facilitation enabled each community to select two PRS priority sectors to monitor and evaluate. Sectors chosen were primary education, health, roads, agriculture and water.

See Appendix 2: Priority Sectors for Grassroots Monitoring Communities.

Table 7 shows the number of grassroots communities that monitored selected PRS priority sectors – a total of 28 PIMA Cards.

Table 7: Number of Grassroots Communities Monitoring each PRS Priority Sector

Priority Sector	Number Communities
Primary Education	6
Health	4
Agriculture	6
Roads	6
Water	6
Total	28

5.3.5 PRS Monitoring Committees

At the public debates, each grassroots community selected a committee of 15 people to collect information on the selected priority sectors. Members were chosen from the broad categories of older people, women and youths. In most cases, committees included equal numbers of men and women.

Hakikazi Catalyst then trained the committees on how to use a modified Community Score Card to monitor PRS indicators and activities.

5.4 Community Score Cards

5.4.1 Empowering Tool

Hakikazi Catalyst used a modified Community Score Card to exact public accountability on poverty eradication inputs, outputs and outcomes. This activity was collaborative with key stakeholders including the local authorities of Arusha Municipal and Arumeru District.

A Community Score Card is a dynamic and flexible tool that empowers a community by enabling it to have ‘a right to a say’. A Community Score Card -

- Collects information to promote greater accountability and responsiveness.
- Provides a mixture of quantitative and qualitative data.
- Enables the community to prioritise the issues they want to evaluate.
- Includes an interface meeting between Government and the community thereby resulting in empowerment.

5.4.2 Previous Use of Community Score Cards¹⁰

In other countries, Community Score Cards have been used to monitor and evaluate -

- Urban service studies in 7 Indian cities.
- Provincial & national studies on service delivery in India & the Philippines.
- Sector studies in public hospitals in Bangalore, India.
- Programme Evaluation of rural food security, Tamil Nadu, India.
- Governance reform projects in Bangladesh, the Philippines, Sri Lanka, Ukraine & Vietnam.

5.5 Modified Community Score Card

5.5.1 PIMA Card

Each poverty reduction strategy has targets, indicators and activities.

To keep a careful watch on the indicators to make sure the Government is going in the right direction, Hakikazi Catalyst used a modified Community Score

Card called a PIMA Card for monitoring and evaluation.

With a PIMA Card the following were determined -

- The government budget for services such as agriculture, education (inputs).
- What has been done or completed in the communities (outputs).
- How the community feels about the services provided by government (outcomes).
- The progress on PRS Indicators.
- The progress on improving quality of life and livelihoods.
- Other issues the communities have with the priority areas of the PRS.
- Feedback from monitoring and evaluation.

Monitoring and evaluation of the budget and poverty indicators with a PIMA Card enables feedback to be given to the -

- Community.
- Government about the services provided.

Hakikazi Catalyst believes that the feedback will help government at all levels to take the views of the grassroots communities into account when reviewing poverty reduction strategies and correct any weaknesses.

To enable grassroots communities to understand the concept of a Community Score Card, Hakikazi Catalyst used the Kiswahili word '**PIMA**' that means 'to measure, to test'.

¹⁰ World Bank (2003) Empowerment Resources Tools and Practices Citizen Report Cards

5.5.2 Innovative PIMA Card Process

With a Community Score Card, the unit of analysis is the community. The information is gathered via focus groups using both local and external facilitators. The aim is to ensure maximum participation of the local community. Emphasis is on achieving immediate response and joint decision-making. Feedback to providers is almost immediate.¹¹

This process was undertaken by Hakikazi Catalyst within the context of the community public debates. The providers (the Local Governments) participated and contributed to the debates, and in some cases provided direct responses.

Hakikazi Catalyst then modified the Community Score Card into the PIMA Card. Rather than the data collection being done through focus groups, the data was collected via a questionnaire with the unit of analysis being the community. The major innovation was having a committee in the community collect the information rather than trained researchers.

This methodology has resulted in –

- Ownership of the monitoring and evaluation by the communities.
- 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 implementation period for a PIMA Card is longer than for a Community Score Card. Analysis also takes longer and feedback to the Government takes place at a later stage.

See Appendix 1: Cycle of PIMA Card.

5.5.3 Collection of Information with PIMA Cards

The monitoring committees used PIMA Cards in a participatory manner in their communities to monitor PRS progress. The fieldwork took place during July to September 2003.

In each grassroots community, the PIMA Cards collected information on –

- PRS indicators, for example, primary school enrolment.
- Resources allocated and disbursed from Central and Local Government in the last 12 months, for example, the number of new classrooms built.
- Performance evaluation of the outputs provided by the resources and the quality of those outputs.
- The effects of HIV/AIDS in the community.
- Any other issues the community had with the priority sector.

The monitoring committees then gave the collected information to Hakikazi Catalyst for analysis and dissemination.

5.6 Analysis of Local Government Budgets

A full analysis of the Arusha Municipal Council and Arumeru District Council 2003/2004 budgets was undertaken by Hakikazi Catalyst.

Chapter 6 discusses the budgets analysis in detail.

¹¹ World Bank Community Score Card Process

5.7 Local Government Self Evaluation

Arusha Municipal and Arumeru District Councils each completed a Self-Evaluation on the PRS priority sectors selected by the grassroots communities. The Self-Evaluations were similar to the PIMA Cards but collected information for the whole districts. Information collected was –

- PRS indicators, for example, primary school enrolment.
- Resources allocated and disbursed from Central and Local Government in the last 12 months, for example, the number of new classrooms built.
- The amount spent on outputs in the last 12 months.

The Self-Evaluations also gave Arusha Municipal and Arumeru District Councils the opportunity to comment on the PRS monitoring and the analysis of their 2003/2004 budgets.

5.8 Analysis and Dissemination

The analysis aims to provide information by up-streaming the voices and choices of poor people through the Poverty Monitoring Master Plan framework to three levels –

- Level 1 – Grassroots Community (micro level) where results can be acted upon by village government.
- Level 2 – District and Regional (meso level) where key practical decisions that favour poor people can be influenced. The Local Government Self-Evaluation provided data for future decision-making.
- Level 3 – National (macro level) where the results can be acted upon by policy making bodies.

Hakikazi Catalyst will also collaborate with other CSOs in using findings to influence pro-poor decision-making.

6. Local Government Budgets

6.1 Analysis of Budgets

A full analysis of the Arusha Municipal Council and Arumeru District Council 2003/2004 budgets was undertaken by Hakikazi Catalyst during July – August 2003 to determine –

1. The recurrent and development budgets for the PRS priority sectors of primary school education, agriculture, health, water and roads.
2. What PRS activities for the priority sectors were included in the budgets.
3. What PRS activities were not included in the budgets.
4. Expenditure for Personal Emoluments (PE) and Other Charges (OC). A move towards OC is considered pro-poor as it is within this category that allocation for PRS activities occurs.
5. Expenditure in OC and Development budgets for PRS activities.

6.2 Issues with Budgets

A number of issues with the budgets were discovered -

1. Even though Arusha Municipal and Arumeru District are in the same region, the format of each budget is totally different, resulting in the analysis of each being a completely new exercise.
2. Different names for parts of the budgets are used. For example, Arumeru District budgets are split into Subsidised/ Non-Subsidised whereas Arusha Municipal budgets are split into Development/ Medium Plan.
3. The Tables of Contents are not user-friendly resulting in constant flicking through the pages to find the relevant sections.
4. Not all PRS activities are commented on and included. For example, in both the Arusha Municipal and Arumeru District Primary School budgets, there is no mention of ‘Strengthening the School Inspectorate’.
5. Headings do not necessarily match PRS activities. For example, under the Arumeru District Primary School Education budget, ‘Teacher Reallocation’ occurs under ‘Transport and Travelling (to meet transfer costs)’¹². This means that every single item in the budgets has to be examined carefully.
6. Codes and Headings in the Budget Summaries did not always match the Codes and Headings in the Descriptions of the Items. For example, in the Arumeru District Primary School Budget Descriptions¹³, ‘Transport and Travelling (to meet transfer costs)’ is given Code 250320 whereas in the Budget Summary the Code is 250318. This makes it difficult to track the figures.
7. Amounts under the Descriptions of the Items do not always match the amounts in the Budget Summaries. For example, in the Arumeru District Hospital Health Budget

¹² Arumeru District Estimates for Revenue and Expenditure p111

¹³ Arumeru District Estimates of Revenue and Expenditure p111 and 137

Descriptions¹⁴, 'Travelling on Leave' is allocated Tsh 1,008,000, whereas in the Budget Summary the figure is given as Tsh 840,000. This means the total budget for the District Hospital is incorrect.

8. The Arusha budget does not include equivalent figures for 2002/2003, meaning a comparison of budget allocations for different years is not possible.

6.3 Conclusions

6.3.1 Difficult Analysis

Analysis was difficult and time-consuming due to the issues with the budget formats. If in the future formats do not improve, grassroots communities and CBOs will have difficulty in effectively monitoring and evaluating budgets for PRS activities.

6.3.2 Future Budget Monitoring

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.

6.4 Recommendations

To enable easy analysis and comparisons of budgets it is recommended that –

1. All Districts and Municipal Authorities should have the same format and names for budgets.
2. The Table of Contents should fully reflect each area of the budget.
3. A discussion on all PRS activities should be included, whether or not a budget is allocated.
4. If there is an allocation for a PRS activity, the entry in the budget should be clearly identified as being for that activity.
5. If there is no allocation for a PRS activity, an explanation should be included.
6. Codes, headings and amounts should match in both the Descriptions and Budget Summaries.
7. The previous year's budget must be provided as a point of comparison.

¹⁴ Arumeru District Estimates of Revenue and Expenditure p118 and 138

7. PRS Sector Monitoring - Primary Education

7.1 Primary Education PRS Targets and Indicators

The overall aim is to have more and better education.

This will include eliminating illiteracy by 2010 and achieving gender equality in primary and secondary schools by 2005.

Indicators (by gender)

- Net primary school enrolment rate
- Enrolment rate in Standard 1
- Enrolment rate in Standard 7
- Passing rate for Standard 7 examinations
- Transition rate from primary to secondary school.

7.2 Local Government Budget Analysis

7.2.1 Full Analysis

See Appendix 3: Primary School Education Budgets for the full analysis of the Arusha Municipal and Arumeru District Primary School Education Budgets.

7.2.2 Primary Education PRS Activities With Allocated Expenditure

Table 8 shows that both Arusha Municipal and Arumeru District have allocated expenditure to a wide range of PRS activities for primary school education within the districts.

There is a strong emphasis on providing facilities such as classrooms and teachers' houses.

Quality improvements have been given less priority. For example, there is no allocated expenditure for recruiting teachers in Arusha Municipal, or strengthening the school inspectorate or improving sanitation in either district.

Table 8: Primary Education PRS Activities Allocated Expenditure in 2003/2004

PRS Activity	Arusha Municipal	Arumeru District
Build new classrooms	✓	✓
Rehabilitate classrooms	✓	✓
Upgrade teachers	✓	✓
Reallocate teachers	✗	✓
Recruit teachers	✗	✓
Build new teachers' houses	✗	✓
Rehabilitate teachers' houses	✓	✗
Supply textbooks	✓	✓
Supply exercise books	✓	✓
Supply teaching materials	✓	✓
Supply furniture	✗	✗
Improve sanitation	✗	✗
Strengthen school inspectorate	✗	✗

7.2.3 Percentage Allocation for Personal Emoluments and Other Charges

Table 9 shows that both Arusha Municipal and Arumeru District allocate the same percentages of the primary school education budget to personal emoluments and other charges.

The percentages allocated to personal emoluments are slightly less than the National Estimates for 2001/2002.¹⁵

Table 9: Percentage Allocated to Primary Education PE and OC

	Arusha Municipal 2003/2004	Arumeru District 2003/2004	National Estimates 2001/2002
PE	84.4	84.4	85.7
Other Charges	15.6	15.6	14.3

7.2.4 Percentage Allocation of Other Charges to PRS Activities

Table 10 shows that Arumeru District allocates a much greater percentage of the other charges budget on primary education PRS activities than does Arusha Municipal. A move to a higher percentage by Arusha Municipal would be a pro-poor move.

Table 10: Percentage Allocation of OC to Primary Education PRS Activities

	Arusha Municipal 2003/2004	Arumeru District 2003/2004
% of OC allocated to PRS Activities	15.2	32.6

7.2.5 Development Budget

Arusha Municipal has a Development Budget of Tsh 63,000,000 for classrooms and teachers' houses. Arumeru District has a Development Budget of Tsh 1,886,500,000 for textbooks, classrooms and teachers' houses. However, Arumeru District has included Tsh 1,600,000,000 from Donors/Capitation Fund in their budget with no description of the work to be done or costings.

¹⁵ Poverty and Human Development Report p85

Table 11 and Table 12 show the requests from the councils for development funding. Both councils are depending on significant contributions from the community.

Table 11: Arusha Municipal Funding for Primary Education Development 2003/2004(Tshs)

Funding Source	Amount	%
Council	18,000,000	28.6
Community	22,000,000	34.9
Central Govt	23,000,000	36.5
Total Development	63,000,000	

Table 12: Arumeru District Funding for Primary Education Development 2003/2004 (Tshs)

Funding Source	Amount	%
Council	17,000,000	0.9
Community	62,500,000	3.3
Central Govt	207,000,000	11.0
Donors/Capitation	1,600,000,000	84.8
Total Development	1,886,500,000	

7.3 Primary Education PRS Monitoring by Grassroots Communities

7.3.1 Location of Monitoring Communities

Four communities from the squatter area, Unga Limited, in Arusha Municipal, and two rural communities from Arumeru District, monitored the PRS indicators and activities for primary education. Table 13 shows the location of the Primary Education PRS Monitoring grassroots communities.

Table 13: Primary Education PRS Monitoring Communities

Arusha Municipal	Arumeru District	
Unga Limited Ward (Squatter)	Ngejusosia Village (Rural)	Oloitushula Village (Rural)
Makaburi ya Baniani	Mangashini	Mashariki
Oyster Bay		
Tindiga		
Viwandani		

7.3.2 Issues with Quantitative Data

The Village Register was introduced in the 1980s to establish a minimum demographic database. The LG M&E will enhance the use of Village Registers for capturing data.¹⁶ However, in the PRS Monitoring grassroots communities, these registers are out-of-date and could not be used to collect data. Most of the data was therefore collected by manual counting.

In Unga Limited, the squatter area of Arusha Municipal, some inaccurate data was obtained and this has not been used in the analysis -

- The population of 7 to 13 year olds was required to calculate primary school enrolment rate. Three communities (Makaburi ya Baniani, Tindiga, Viwandani) gave the number of children aged 7 and aged 13 only, resulting in children aged 8, 9, 10, 11 and 12 years not being counted.
- Oyster Bay advised the population of 7 to 13 year olds was 90 children. This did not correlate with the annual birth rate of approximately 160 children, provided in their Health PIMA Card.
- Viwandani reported that every child in every age group was enrolled in school.

¹⁶ Poverty Monitoring Master Plan p 48

8. Primary Education - Monitoring of PRS Indicators

8.1 Net Enrolment Rate

At National level, as a result of the abolition of fees for primary school, there has been a significant increase in national enrolment figures since 2000. In 2002, the net enrolment rate was 80.7%, up from 58.8% in 2000¹⁷.

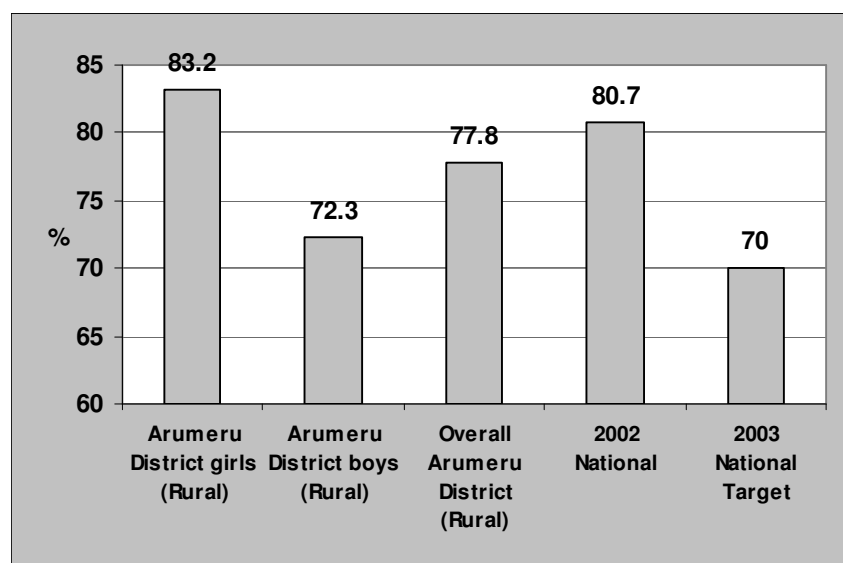
The net enrolment rate for rural areas recorded in the 2000/01 Household Budget Survey was 56.0% compared to 71.4% for urban areas¹⁸.

Data collected in the four squatter monitoring communities in Arusha Municipal and in the two rural communities in Arumeru District was -

- Number of children aged 7 to 13 years by gender
- Number of those children enrolled.

Figure 3 shows that the enrolment rate for both girls and boys in the rural Arumeru District monitoring communities exceeds the 2003 PRS target. However, the enrolment rate for boys is lower than for the 2002 National figure. In this rural area, boys often have to herd livestock or cultivate fields. *Arusha Municipal data is not included because of inaccuracies – see paragraph 7.3.2 Issues with Quantitative Data.*

Figure 3: Enrolment Rates for Children Aged 7 to 13 Years in Arumeru District Monitoring Communities



Net Enrolment Rate is the number of children of primary school age enrolled in school, divided by the total population of the age group.

The PRS target for net enrolment is 70% by 2003.

¹⁷ Ministry of Education and Culture Basic Statistics in Education 2000 - 2002

¹⁸ HBS 2000/2001

8.2 Enrolment Rates for Standard 1

Nationally, there is a targeted enrolment drive, which accompanies the abolition of primary education fees, to enrol younger children as they reach the appropriate age for Standard 1 (7 years of age).

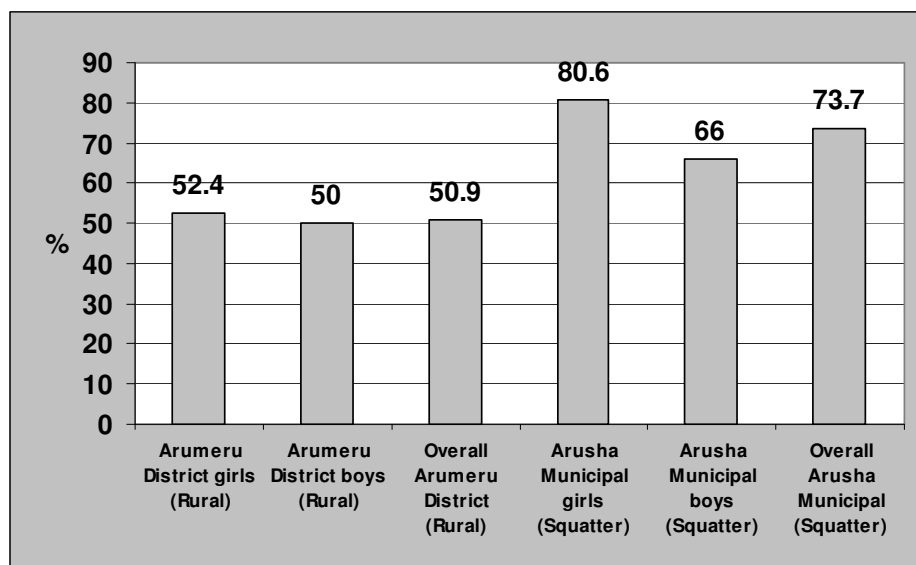
Enrolment Rate for Standard 1 is the total number of 7 year old children enrolled in Standard 1, divided by the population of 7 year olds.

Data collected in the four squatter monitoring communities in Arusha Municipal and in the two rural communities in Arumeru District was –

- Number of children aged 7 years by gender
- Number of those children enrolled.

Figure 4 shows that the enrolment rate of seven year olds in the rural Arumeru District monitoring communities is considerably lower than in the squatter area monitoring communities of Arusha Municipal.

Figure 4: Enrolment Rates for Children Aged 7 Years in Monitoring Communities



In 2002, the national gross enrolment rate was 96.1% for girls and 101.2% for boys, indicating that boys tend to enrol at a slightly later age.¹⁹ The results from the monitoring communities indicate this pattern is continuing.

8.3 Enrolment Rates for Standard 7

Once children are enrolled in primary school, it is important that they remain at school and pass Standard 7 examinations. The Ministry of Education's figures show drop-out rates of between 2.73% for Standard 3-4 to 8.9% for Standard 4-5²⁰. The PRS aims to reduce the dropout rate to 3% by 2003.

Enrolment Rate for Standard 7 is the total number of 13 year old children enrolled in Standard 7, divided by the population of 13 year olds.

¹⁹ Ministry of Education and Culture Basic Statistics in Education 2002

²⁰ Poverty and Human Development Report p21

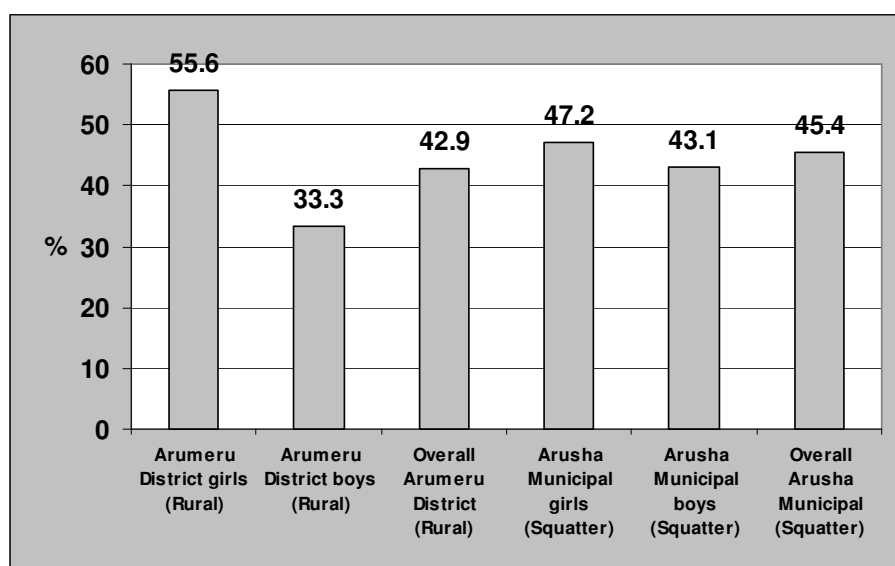
Data collected in the four squatter monitoring communities in Arusha Municipal and in the two rural communities in Arumeru District was –

- Number of children aged 13 years by gender
- Number of those children enrolled in Standard 7.

Figure 5 shows that in both the squatter and rural monitoring communities the drop-out rate remains high (although there will also be 13 year olds enrolled in lower Standards).

The enrolment rate for 13 year old boys in Standard 7 is lower than for girls in both the squatter and rural monitoring communities. There is often a need for boys in the rural communities to herd livestock or cultivate fields. Arumeru District Council reports that early marriage and female circumcision affects attendance by girls.

Figure 5: Enrolment Rates in Standard 7 for Children Aged 13 Years in Monitoring Communities



Note: Rural sample size is very low

8.4 Pass Rate for Primary School Leaving Examination

At the end of primary school, children sit the Primary School Leaving Examination (PSLE). Historically, the pass rate has been low at the national level, which is an indication of the poor quality of education. The pass rate fell from 28.6% in 2001 to 27.1% in 2002²¹.

The Pass Rate for Primary School Leaving Examination is the number of children who sat the exam divided by the number of children who passed the exam.

The PRS aims to increase the pass rate to 50% by 2003.

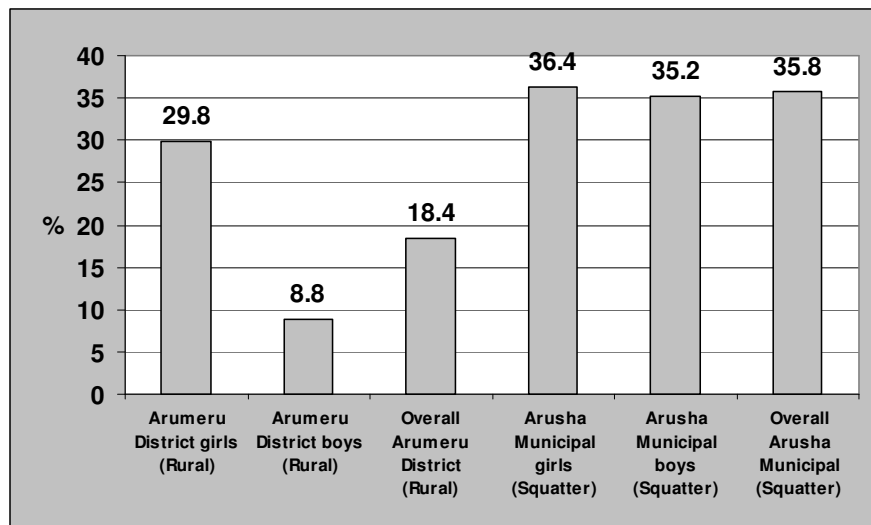
Data collected in the four squatter monitoring communities in Arusha Municipal and in the two rural communities in Arumeru District was –

- Number of children who sat the Standard 7 exam in September 2002
- Number of those children who passed the exam.

²¹ Ministry of Education and Culture Basic Statistics in Education 2001 - 2002

Nationally in 2002, 34.4% of boys passed compared to 20.1% of girls²². Figure 6 shows that in the Arusha Municipal squatter communities, there is no significant difference between girls and boys. However, in the rural monitoring communities in Arumeru District, the pass rate for boys is significantly lower than for girls.

Figure 6: Pass Rates for Primary School Leaving Examination (2002) in Monitoring Communities



8.5 Transition Rate to Secondary School

Nationally, in 2001, 22.4% of primary school leavers were selected to enter Form 1 in secondary schools.²³ The targeted PRS transition rate has therefore been reached.

Data collected in the four squatter monitoring communities in Arusha Municipal and in the two rural communities in Arumeru District was –

- Number of children who sat the Standard 7 exam in September 2002
- Number of those children who were selected for Form 1 in Secondary Schools.

Transition Rate to Secondary School is the number of children who sit the Primary School Leaving Examination divided by the number of children who are selected for Secondary School.

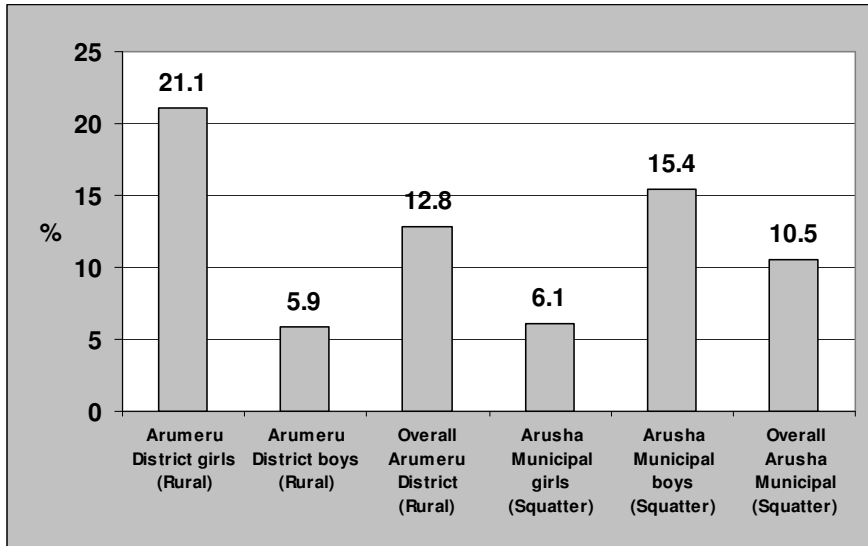
The PRS target is to increase the transition rate to 21% in 2003.

²² Ministry of Education and Culture Basic Statistics in Education 2002

²³ Ministry of Education and Culture Basic Statistics in Education 2001

Figure 7 shows that other than for rural girls in Arumeru District, selection rates for the monitoring communities are significantly lower than the national figure. Squatter children in Arusha Municipal have a very low rate of selection for secondary schools, which is a reflection of the lack of Government secondary facilities in Arusha Municipal.

Figure 7: Percentage School Leavers Selected for Form 1 in Monitoring Communities



9. Primary Education - Monitoring PRS Activities

9.1 Location of Primary Schools

The four primary education monitoring communities in the squatter area of Unga Limited, Arusha Municipal, are all served by the one school. The two rural monitoring communities in Arumeru District are served by village schools in Ngejusosia and Oloitushula.

9.2 Teachers' Salaries

Accuracy and timeliness of payment of teachers' salaries are motivating factors for quality performance by teachers. In the squatter area of Unga Limited, teachers are paid correctly and on time as Arusha Municipal is close-by. This is good service delivery by the Council.

“We urge the Government to pay teachers salaries correctly and on time.”

Mangashini community, Arumeru

In Arumeru District, at the school in Oloitushula Village that serves Mashariki community, teachers have been paid correctly and on time during the last 12 months. However, at the school in Ngejusosia Village that serves Mangashini they have not.

9.3 Teachers Training

All schools in the monitoring communities have had extra training, courses or seminars for teachers in the last 12 months.

“We thank the Government but it should continue giving training to improve education in the village”.

Mashariki community, Arumeru

Arusha Municipal Council

reports that 245 primary school teachers in the District (22% of all 1095 teachers) have had extra training, courses or seminars at a cost of Tsh 5,600,000. However, in the squatter area of Unga Limited, only 3 out of 39 teachers in the school (7.7%) have benefited.

In Arumeru District, 5 out of 8 teachers (62.5%) at the school in Oloitushula Village that serves Mashariki community have had training. At the school in Ngejusosia Village that serves Mangashini, 13 out of 14 teachers (92.8%) have had training. Arumeru District Council has not provided the total number of teachers trained in the district nor the cost for the last 12 months.

9.4 School Resources

The school in the squatter area of Unga Limited has not received any new teaching materials, equipment, textbooks or

“We ask for more books as currently five students are sharing one book.”

Mashariki community, Arumeru

exercise books from the Local Government in the last 12 months. Yet, Arusha Municipal has distributed resources to schools in the District at a cost of Tsh 82,254,386.

The rural Arumeru District schools have received textbooks and reference books, but the monitoring communities indicate that more are required. Arumeru District Council has not provided the cost of distributed school resources for the last 12 months.

9.5 New Classrooms

Arusha Municipal has built 25 new classrooms in 13 schools in the District in the last 12 months at a cost of Tsh 77,500,000. However, none of these classrooms were built at the squatter area school in Unga Limited.

“Children are not being enrolled in Standard 1 because of the shortage of classrooms.”

Tindiga community, Unga Limited, Arusha

“Parents have agreed to contribute to the building of new classrooms as education is an important factor in reducing poverty.”

Viwandani community, Unga Limited, Arusha

The squatter communities have indicated that 31 more classrooms are needed at this school as the current student/teacher ratio is 100 per class. There is a scarcity of desks with only one desk per five students.

Arumeru District has built 67 classrooms at 50 schools in the last 12 months at a cost of Tsh 134,000,000. The school in Oloitushula Village that serves Mashariki community has two new classrooms but the community considers the school needs seven more. The school in Ngejusosia Village that serves Mangashini also has two new classrooms. However, the community has commented that the original design of the buildings was not adhered to resulting in a lower quality and value than anticipated.

9.6 Rehabilitated Classrooms

Arusha Municipal has rehabilitated 14 classrooms at four schools in the District during the last 12 months at a cost of Tsh 16,300,000. However, none of these rehabilitated classrooms were at the squatter area school in Unga Limited.

“Our classrooms are in a very poor state. We request the Government to help us to rehabilitate them.”

Makaburi ya Baniani community, Unga Limited, Arusha

“We have five classrooms that need urgent rehabilitation. We ask for Government support to do this.”

Mangashini community, Arumeru

In Arumeru District, 80 classrooms have been rehabilitated in 16 wards. Arumeru District Council has not provided the cost. The school in Oloitushula Village that serves Mashariki community has had one classroom rehabilitated but there has been no rehabilitation at the school in Ngejusosia Village that serves Mangashini.

9.7 Teachers' Houses

The squatter area school in Unga Limited has no teachers' houses. Arusha Municipal has not built any new houses in the last 12 months in the District. One house has been rehabilitated at a cost of Tsh 1,450,000.

Arumeru District has built 38 houses at 29 schools at a cost of Tsh 76,000,000. Sixty houses have been rehabilitated in 12 wards. A new house is being built at the school in Oloitushula Village that serves Mashariki community but is not yet completed. Three houses need rehabilitation.

Two new houses have been built at the school in Ngejusosia Village that serves Mangashini but in a similar manner to the new classrooms built, the original design was not followed resulting in a lower quality and value than expected. Four houses need urgent rehabilitation.

“Most of our teachers live far from the school so come to school late. They get home very tired and cannot review material for the next day. Therefore, building teachers' houses at the school is very important.”

Tindiga community, Unga Limited, Arusha

“The houses should be built according to the provided design and under professional, expert supervision. They should also be inspected regularly.”

Mangashini community, Arumeru

9.8 Extra Teachers

Arusha Municipal has not invested in any extra teachers in the last 12 months.

Arumeru District has recruited 184 extra teachers. The school in Oloitushula Village that serves Mashariki community has got three of

these extra teachers but the community considers the school needs four more. The school in Ngejusosia Village that serves Mangashini has also got three extra teachers.

“We have insufficient teachers for the number of students. There are 39 teachers and we need 18 more.”

Oyster Bay community, Unga Limited, Arusha

“The school needs more teachers so we request the Government to provide more.”

Mangashini community, Arumeru

10. Primary Education – HIV/AIDS and Other Key Issues

10.1 Effects of HIV/AIDS on Primary Education

The four squatter monitoring communities in Arusha Municipal and the two rural communities in Arumeru District voiced comments on how HIV/AIDS is affecting primary education in their communities.

“Students who have lost their parents have started to miss studies because there is no one to guide them in the family.” *Viwandani community, Unga Limited, Arusha*

“Some pupils school attendance is very poor because they help their families either by looking after their sick parents or by running small businesses for survival.”
Tindiga community, Unga Limited, Arusha

“We ask that students who are orphans are given support so they can continue with their studies.”

Mashariki community, Arumeru

“There are a large number of orphans and some of them dropout of school to work to earn income.” *Makaburi ya Baniani community, Unga Limited, Arusha*

“Seventeen teachers, 15 women and 2 men, have been affected by HIV/AIDS.” *Arumeru District Council*

Table 14 gives the key points for the effects of HIV/AIDS on primary education in the monitoring grassroots communities.

Table 14: Key Points - Effects of HIV/AIDS on Primary Education in Monitoring Communities

Effects of HIV/AIDS	
1	Orphans are not attending school because of the lack of parental guidance or the need to earn income.
2	Children are not attending school because they are looking after sick parents or they are earning an income for the family.
3	Teachers are falling sick or dying resulting in lower quality education.

10.2 Voices of the Grassroots on other Key Education Issues

The four squatter monitoring communities in Arusha Municipal and the two rural communities in Arumeru District also voiced comments on other issues they have with education.

“The provision and expenditure of money by the Local Government and the school committee is not made clear to the community.” *Mangashini community, Arumeru*

“The surrounding environment is not good for the students. There are men who are molesting young male students and no steps are being taken

“Primary education is not sufficient to eradicate poverty so the free education level should be extended to Form 4”.

Oyster Bay community, Unga Limited

to stop this. Jobless youths convince pupils to smoke marijuana and to play money games which is leading children into bad habits.” *Communities in Unga Limited*

“To improve discipline, the community should be involved in changing the behaviour of children.” *Tindiga community, Unga Limited*

“Students are passing the Primary School Leaving Examination but are not obtaining places in Form 1. We need a secondary school for our passing students to join.” *Makaburi ya Baniani community, Unga Limited, Mashariki community, Arumeru*

“Some children from poor families do not go to school because their parents cannot provide them with breakfast and there is no lunch at school.” *Makaburi ya Baniani community, Unga Limited*

Table 15 gives the key points on other education issues raised by the monitoring grassroots communities.

Table 15: Key Points - Other Education Issues in Monitoring Communities

Other Key Education Issues	
1	Communities are not involved in the provision and expenditure of government funding.
2	Surrounding environment is unsafe leading to molestation of students and students developing bad habits.
3	Lack of places in government secondary schools.
4	The cost of secondary education hinders poverty eradication.
5	Children are not attending school because of food insecurity.

11. Primary Education - Conclusions and Recommendations

11.1 Conclusions

1. Arusha Municipal and Arumeru District Councils are both giving emphasis to tangible PRS activities such as building classrooms and teachers' houses. Quality improvements such as recruiting extra teachers, providing sanitation, introducing school games and building the capacity of the community to manage schools are being given less emphasis.
2. The percentage of the primary school education budget spent on personal emoluments for both councils (84.4%) are only slightly less than the National Estimates 2001/2002. A trend towards increasing the percentage for other charges would be a pro-poor move.
3. Arusha Municipal spends 15.2% of the other charges budget on PRS activities whereas Arumeru District spends 32.6%. Increasing the percentage spend on PRS activities in Arusha Municipal would be a pro-poor move.
4. For development work, both councils are depending on significant contributions from the community. Little is coming from the government meaning little investment is being made for the future.
5. Village Registers are not kept up-to-date. It is therefore difficult to collect accurate data. This poses a question on the accuracy of information provided to Central Government for national statistics.
6. The Net Enrolment rate in Arumeru District exceeds the PRS target of 70% indicating that the abolition of primary education fees is having a positive effect. (*Arusha Municipal data was not analysed due to inaccuracies*).
7. The Enrolment Rate for Standard 1 in rural Arumeru District (50.9%) shows that children are enrolling at a later age than in the squatter area of Arusha Municipal (73.7%). In both areas, boys are enrolling at a later age than girls.
8. The Enrolment Rate in Standard 7 for children aged 13 years is low for both Arusha Municipal (45.4%) and Arumeru District (42.9%) indicating that the PRS target of a 3% drop out will not be met in 2003. (*Bearing in mind that some 13 year olds will be enrolled in lower Standards*). Going against the national trend, the enrolment rate for boys is lower than for girls indicating that in these grassroots communities the need to earn an income takes priority over education. Traditional customs like early marriage and female circumcision affect the attendance of girls.
9. The Pass Rate for the Standard 7 Examination in 2002 of 35.8% for Arusha Municipal and 18.4% for Arumeru District means that it is unlikely the PRS target of 50% will be met in 2003. The very low pass rate of 8.8% for rural boys is further indication of the traditional and poverty related problems rural boys in this area have with obtaining access to quality education.
10. Other than for rural girls with a Transition Rate to Secondary School of 21.1%, the PRS target of 21% is unlikely to be met in the grassroots monitoring communities in 2003. Squatter area children have a very low rate of selection for secondary school,

which is a reflection of the lack of both good quality primary education and secondary facilities in Arusha Municipal.

- 11.** Arusha Municipal is paying teachers' salaries on time which is good service delivery. Arumeru District is not always paying salaries on time at which is non-motivating for quality performance.
- 12.** The quality of teachers has a major impact on education quality. Arusha Municipal has provided extra training to 22% of teachers in the District during the last 12 months but less than 8% of the teachers in the squatter area of Unga Limited have benefited. The distribution of extra training does not appear to be equitable to this squatter community. The Arumeru District teachers have had a reasonable amount of training and the community stresses that this should continue to improve education.
- 13.** To improve the quality of education, adequate teaching materials, equipment, textbooks and exercise books have to be provided. Arusha Municipal has distributed school resources to schools in the District but the squatter area school in Unga Limited has not received any in the last 12 months which again does not seem equitable. Arumeru District schools have received school resources but with five students sharing one textbook, more are required.
- 14.** Increased enrolment has to be accompanied by increased facilities. Both councils have constructed a substantial number of classrooms in the last 12 months and Arumeru District has also rehabilitated a large number. However, at the squatter area school in Unga Limited children are not being enrolled because of the shortage of classrooms. The pupil-teacher ratio is 100:1 and five students share one desk, factors which are not conducive to a quality education. In Arumeru District at the schools serving the monitoring communities, the quality of the construction is lower than expected is as the original design was not followed. Arusha Municipal has rehabilitated a total of fourteen classrooms at four schools but has a more substantial development programme planned in 2003/2004.
- 15.** Teachers' houses provide a motivation for teachers to move to schools in need, especially in rural areas. Arumeru District has constructed 38 teachers' houses and rehabilitated 60, but the quality of work is again lower than anticipated as the original design was not followed. Other houses need urgent rehabilitation. Arusha Municipal has rehabilitated one house only and has little planned for 2003/2004.
- 16.** Increased enrolment has to be supported by increased teachers. Arusha Municipal has not allocated expenditure for the recruitment of teachers in the District which is having a negative impact on the pupil-teacher ratio. Arumeru District has allowed for this PRS activity in the District but more teachers are required.
- 17.** HIV/AIDS is having an affect on primary school education. 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. Teachers are suffering from HIV/AIDS which will have a major impact on the number of teachers available to cater for increased enrolment.
- 18.** Other issues grassroots communities have with primary school education are the safety of the school environment, the limit for the free education level, discipline in schools and food insecurity.

11.2 Recommendations

1. Arusha Municipal and Arumeru District Councils 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 such as recruiting extra teachers, providing sanitation, introducing school games and building the capacity of the community to manage schools.

A budget is not limitless which means it is essential to allocate expenditure to priority areas. There are indications that the priorities of the councils do not match the priorities of the communities.

- **Recommendation 1(a)** - that councils and communities work together to rationalise priorities for budget expenditure.
 - **Recommendation 1(b)** – that as much importance is given to prioritising quality factors such as teachers’ training as to tangible facilities and resources.
2. The PRS has targets and indicators for ‘quantity’ such as enrolment rate but the only ‘quality’ indicator is the Primary School Leaving Examination Pass Rate. There is also no assessment of the effectiveness of PRS activities such as extra training for teachers.
 - **Recommendation 2(a)** – that more ‘quality’ targets and indicators are introduced in the PRS Review for factors such as pupil-teacher ratio and teachers’ qualifications.
 - **Recommendation 2(b)** – that the PRS monitoring system implements assessment of the effectiveness of PRS activities.
 3. Grassroots communities recognise that education helps to reduce poverty. The cost of secondary education and the lack of facilities are hindering the achievement of further education.
 - **Recommendation 3(a)** - that the government considers extending free education to Form 4.
 - **Recommendation 3(b)** – that more investment is made in constructing new secondary schools and strengthening existing ones.
 4. Rural education is continuing to lag behind education in urban areas.
 - **Recommendation 4(a)** - that Local Governments consider sensitisation for rural parents about the benefits of education.
 - **Recommendation 4(b)** – that the government considers enforcing the Marriage Act.
 5. Paying teachers’ salaries on time is a motivating factor for teacher’s performance.
 - **Recommendation 5** – that Arumeru District Council review procedures to ensure salaries are paid on time.
 6. Food insecurity contributes to non-attendance at school.
 - **Recommendation 6** – that the government considers providing lunch at school to children from poor families to encourage attendance at school.

7. The squatter area school in Unga Limited, Arusha Municipal, is receiving an unfair allocation for important PRS activities such as teachers' training and school resources.
 - **Recommendation 7** – that Arusha Municipal Council review its procedures for allocation of budget expenditure so that all schools receive an equitable distribution.
8. Increased enrolment has to be supported by increased facilities. However, the quality of construction and rehabilitation must equate to the money spent.
 - **Recommendation 8(a)** – that the Local Governments involve the communities in all aspects of construction and rehabilitation.
 - **Recommendation 8(b)** – that the Local Governments and communities collaborate on designing and implementing a quality control measurement system.
9. Increased enrolment also has to be supported by an increased number of teachers. As well, the impact of HIV/AIDS on teaching staff will further increase the number of teachers needed. A policy exists for reallocation and rapid recruitment but few teachers are being allocated to environmentally unattractive schools.
 - **Recommendation 9(a)** – that Arusha Municipal Council considers including an expenditure allocation for recruiting teachers for the District.
 - **Recommendation 9(b)** – that Arusha Municipal Council considers reallocating and recruiting teachers for the school in the squatter area of Unga Limited.
10. Out-of-date Village Registers mean that inaccurate data is being supplied to authorities. Although the Local Government Reform Programme is addressing this problem there are still structural issues with lower level data collection.
 - **Recommendation 10** – that the Local Governments resolve the issues with lower level data collection.

11.3 Opportunities for future Monitoring, Evaluation and Research

1. Continuing to monitor PRS budgets and activities for primary school education in future years to ensure the trend progresses toward pro-poor strategies.
2. Assessing the effectiveness of PRS activities by measuring quality versus the cost. For example, the quality of construction, the quality of extra training for teachers.
3. Undertaking Participatory Action Research with rural communities on strategies and activities required to encourage education until at least Standard 7.

12. PRS Sector Monitoring - Health

12.1 Health PRS Targets and Indicators

Life expectancy is reducing due mainly to HIV/AIDS.

The aim is to increase life expectancy to 52 years by 2010.

12.2 Local Government Budget Analysis

12.2.1 Full Analysis

See Appendix 4: Health Budgets for the full analysis of the Arusha Municipal and Arumeru District Council Health Budgets.

Indicators

- Infant and under five mortality rates.
- Percentage of children under 2 years of age immunised against both measles and diphtheria.
- Number of births attended by trained medical staff.
- Proportion of Districts with active HIV/AIDS awareness campaigns.

12.2.2 Health PRS Activities with Allocated Expenditure

Table 16 shows that Arusha Municipal and Arumeru District Councils have allocated expenditure to a number of PRS health activities within the districts. However, Arusha Municipal has no building programme at all in the district.

Expenditure by both Arusha Municipal and Arumeru Districts on HIV/AIDS awareness is relatively small. Malaria control, improved reproductive health and family planning are getting little or no attention.

Table 16: Health PRS Activities Allocated Expenditure in 2003/2004

PRS Activity	Arusha Municipal	Arumeru District
Provide quality health care within reachable distances of all people e.g. building programmes	✗	✓
Improve quality of health care e.g. upgrading staff	✓	✓
Strengthen health centres and dispensaries	✓	✓
Strengthen management of childhood diseases	✓	✓
Strengthen systems for drugs, supplies and equipment	✗	✗
Implement malaria control programme	✓	✗
Promote HIV/AIDS awareness	✓	✓
Promote nutrition education	✗	✗
Promote reproductive health and		

12.2.3 Percentage Spend on Personal Emoluments and Other Charges

Table 17 shows that both Arusha Municipal and Arumeru District Councils spend a greater percentage of the budget on personal emoluments than the National Estimates for 2001/2002²⁴.

The Arusha OC percentage is low at 30.4%.

Table 17: Percentage Spend on Health PE and OC

	Arusha Municipal 2003/2004	Arumeru District 2003/2004	National Estimates 2001/2002
PE	69.6	51.3	47
Other Charges	30.4	48.7	53

12.2.4 Percentage Spend of Other Charges on PRS Activities

Table 18 shows that both Arusha Municipal and Arumeru District spend a similar percentage of the other charges budget on PRS activities.

Table 18: Percentage Spend of Health OC Allocated to PRS Activities

	Arusha Municipal 2003/2004	Arumeru District 2003/2004
% of OC allocated to PRS Activities	6.5	6.1

12.2.5 Development Budget

Arusha District has a Development Budget of Tsh 64,043,000 for rehabilitating health centres and dispensaries. Arumeru District has a Development Budget of Tsh 428,482,528 for vaccinations and constructing and rehabilitating health centres and dispensaries.

Table 19 and Table 20 show the requests from the councils for development funding. Arumeru District Council is depending on a significant contribution from the community for development activities.

Table 19: Arusha Municipal Funding for Health Development 2003/2004 (Tshs)

Funding Source	Amount	%
Council	34,043,000	53.2
Central Govt	30,000,000	46.8
Total Development	64,043,000	

²⁴ Poverty and Human Development Report p81

Table 20: Arumeru District Funding for Health Development 2003/2004 (Tshs)

Funding Source	Amount	%
Council	9,163,541	2.1
Community	211,625,082	49.4
Central Govt	55,000,000	12.8
Donors	11,470,000	2.7
Basket grant	28,707,700	6.7
District renovation fund	5,000,000	1.2
Cost sharing fund	107,516,205	25.1
Total Development	428,482,528	

The analysis did not go beyond finding out how much was allocated and disbursed.

12.3 Health PRS Monitoring by Grassroots Communities

12.3.1 Location of Health Monitoring Communities

Four communities from Arusha Municipal, three from the squatter area Unga Limited, and one rural community from Terrat, monitored the PRS indicators and activities for health. Table 21 shows the location of the Health PRS Monitoring Grassroots Communities.

Table 21: Health Monitoring Committees

Arusha Municipal (Squatter)	Arusha Municipal (Rural)
Unga Limited Ward	Terrat Ward
Makaburi ya Baniani	Olevolosi
Oyster Bay	
Tindiga	

12.3.2 Issues with Quantitative Information

Two communities (Tindiga in the squatter area of Unga Limited and Olevolosi in rural Terrat) did not provide information on deaths of children aged 5 years and under as it is a sensitive issue.

13. Health - Monitoring PRS Indicators

13.1 Infant Mortality Rate

Nationally, infant and under-five mortality rates have not declined over the 1990s and there may have been a small increase in recent years. It is likely that HIV/AIDS is one of the major contributing factors.²⁵

Measuring this indicator is always retrospective. For example, the 2002 Census will provide estimates on the mortality rates between 1998-2002.

Data collected in two squatter monitoring communities in Arusha Municipal (*the third squatter community in Unga Limited and the rural community in Terrat did not supply data - see 12.3.2 Issues with Quantitative Information*) was –

- Number of children born from 1 August 2001 to 31 July 2002
- Number of those children who died before reaching one year of age.

Table 22 shows that in the squatter area of Unga Limited, infant mortality rate is high, even though the ward is part of Arusha Municipality with medical facilities. However, the rate is lower than the PRS target.

Table 22: Infant Mortality Rates in Squatter Monitoring Communities

(Converted to rate per 1,000)

Unga Limited Ward, Arusha Municipal					
Makaburi ya Baniani		Oyster Bay		Total	
Girls	61	Girls	83	Girls	69
Boys	99	Boys	75	Boys	91
Overall	80	Overall	80	Overall	80

13.2 Under-Five Mortality Rate

Measuring this indicator is also retrospective. Data collected in two squatter monitoring communities in Arusha Municipal (*the third squatter community in Unga Limited and the rural community in Terrat did not supply data - see 12.3.2 Issues with Quantitative Information*) was –

- Number of children born from 1 August 1997 to 31 July 1998
- Number of those children who died before reaching five years of age.

Infant Mortality Rate is probability of dying between birth and exactly one year of age expressed per 1,000 live births.

The PRS target is to reduce Infant Mortality Rate from 99 per 1,000 live births in 1999 to 85 per 1,000 by 2003.

Under-Five Rate is probability of dying between birth and exactly five years of age expressed per 1,000 live births.

The PRS target is to reduce Under-Five Mortality Rate from 158 per 1,000 live births in 1999 to 127 per 1,000 by 2003.

²⁵ Poverty and Human Development Report 2002 p26

Table 23 shows that the mortality rate in this squatter area in Arusha Municipal is considerably lower than the PRS target.

Table 23: Under-Five Mortality Rates in Squatter Monitoring Communities

(Converted to rate per 1,000)

Unga Limited Ward, Arusha Municipal					
Makaburi ya Baniani		Oyster Bay		Total	
Girls	78	Girls	100	Girls	86
Boys	58	Boys	97	Boys	69
Overall	69	Overall	99	Overall	78

13.3 Child Immunisation

Data collected in Arusha Municipal in the three squatter monitoring communities in Unga Limited and the rural community in Terrat was –

- Number of children aged 2 years and under
- Number of those children immunised against measles and diphtheria.

Child Immunisation is the total number of children under 2 years of age fully immunised against measles and diphtheria divided by the population of 2 year olds.

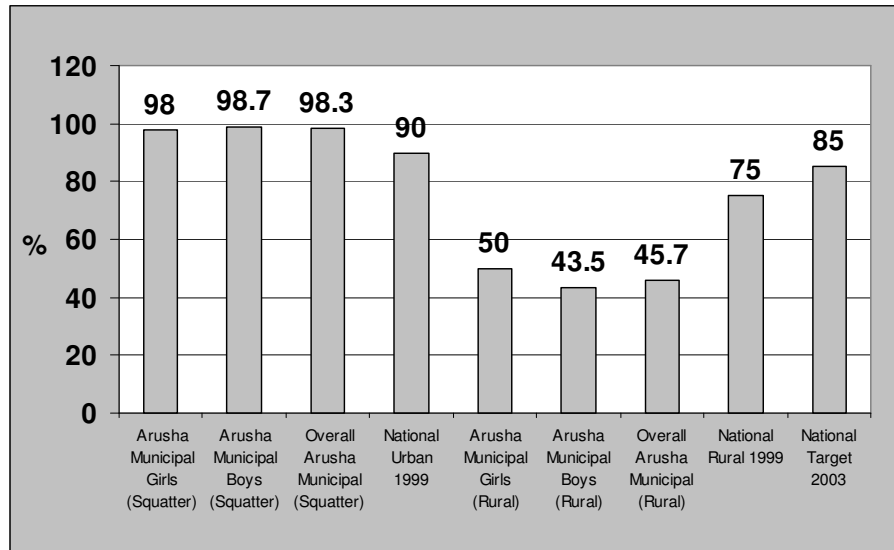
The PRS target is to increase immunisation from 71% 1999 to 85% in 2003.

The level of child immunisation in Tanzania is traditionally high compared to other countries in Sub-Saharan Africa.²⁶

²⁶ Poverty and Human Development Report p28

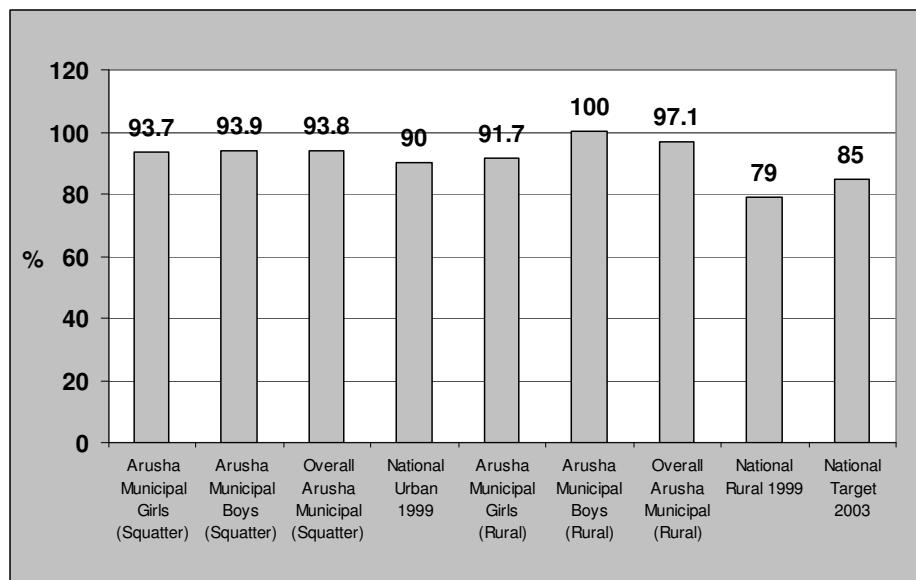
Figure 8 shows that for measles immunisation, there is a major disparity between the squatter and rural monitoring communities in Arusha Municipal. The overall immunisation rate in the squatter community is 98.3% whereas it is 45.7% in the rural community. This rate is far below the national rural rate of 75% in 1999²⁷.

Figure 8: Measles Immunisation for Under 2 Year Old Children in Monitoring Communities



For diphtheria, Figure 9 shows that immunisation rates for both the squatter and rural monitoring communities in Arusha Municipal exceed the national rates in 1999²⁸ and the PRS target.

Figure 9: Diphtheria Immunisation for Under 2 Year Old Children in Monitoring Communities



²⁷ TRCHS 1999

²⁸ TRCHS 1999

13.4 Births Attended by Trained Medical Staff

Data collected in Arusha Municipal in the three squatter monitoring communities in Unga Limited and the rural community in Terrat was –

- Number of births from 1 August 2002 to 31 July 2003 attended by trained medical staff.

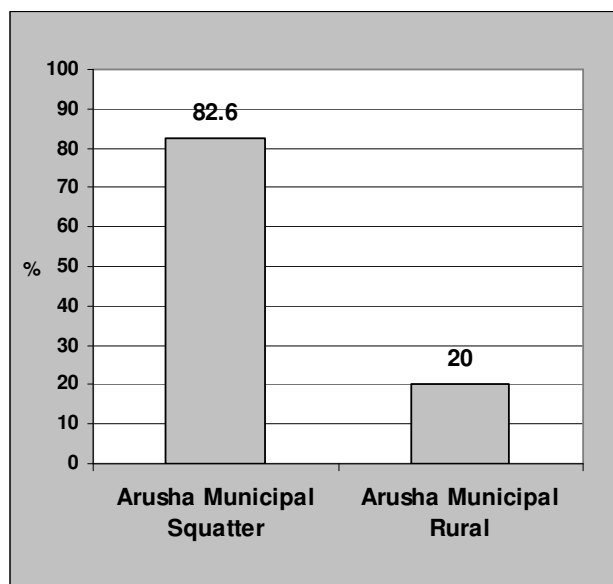
Births Attended by Trained Medical Staff is number of births attended by a doctor, nurse or mid-wife divided by the total number of births.

The PRS target is to increase the proportion of births attended by trained medical staff to 80% in 2003.

The proportion of births attended by a skilled doctor, nurse or mid-wife can track progress on the provision of reproductive health care which has a substantial effect on maternal mortality. This indicator is declining, falling from 44% in 1991/92 to 36% in 1999. There are great disparities between rural and urban areas. In the five years before the 1999 TRCHS, a medically trained person attended 77% of urban births but only 26% of rural births.²⁹

Figure 10 shows that in Arusha Municipal there is a major disparity between the squatter monitoring communities of Unga Limited and the rural community in Terrat. Trained medical staff attended 82.6% of the squatter area births but only 20% of the rural births. The proportion of the squatter area births attended by trained medical staff exceeds the PRS target.

Figure 10: Percentage Births Attended by Medically Trained Staff in Monitoring Communities



²⁹ TRCHS 1999

14. Health - Monitoring PRS Activities

14.1 Construction and Rehabilitation of Health Facilities

Providing quality health care within reachable distances of all urban and rural people is a crucial PRS activity. However, there is no definition or indicator in the PRS for “reachable distance” which means this activity cannot be monitored effectively. The Health Policy talks about reachable distance and that must be reflected in the PRS.

Arusha Municipal has reported rehabilitation at four health centres and one dispensary in the District at a cost of Tsh 57,200,000 in the last 12 months. Arumeru District has reported an expenditure of Tsh 29,804,685 on three health centres and nine dispensaries in the District.

14.2 Main Diseases

Data collected in Arusha Municipal in the three squatter monitoring communities in Unga Limited and the rural community in Terrat was –

- Main diseases suffered in the community
- Reasons why the community suffers those diseases.

“Fumigation and other mosquito control programmes should be resumed to get rid of malaria.”

Makaburi ya Baniani community, Unga Limited, Arusha

Table 24 shows that the major killer diseases, malaria, HIV/AIDS, typhoid and TB, continue to strike in grassroots communities in Arusha Municipal. The presence of TB could reflect HIV/AIDS incidence. Diseases that are prevented by immunisation, for example, measles and diphtheria, have not been reported as problems.

Table 24: Main Diseases in Monitoring Communities in Arusha Municipal

Community	Disease	Reasons
Squatter/ Rural	Malaria	<ul style="list-style-type: none"> ➤ Poor sanitation and sewage management due to lack of town planning resulting in mosquito breeding. ➤ Presence of water ponds and water canal (which contains liquid waste) resulting in mosquito breeding. ➤ Due to income poverty, many families cannot afford chemically treated mosquito nets and mosquito repellents.
Squatter	HIV/AIDS	<ul style="list-style-type: none"> ➤ Youth unemployment. ➤ Income poverty, particularly of girls.
Squatter/ Rural	Typhoid	<ul style="list-style-type: none"> ➤ Poor sanitation and sewage management. ➤ Drinking water from unsafe sources because of the time and distance involved in collecting safe water. ➤ Due to income poverty, people cannot afford blood tests and a complete course of drugs.
Squatter	TB	<ul style="list-style-type: none"> ➤ Poor town planning resulting in squatters.

In 2003/2004, Arusha Municipal has a major donor funded programme, “Sustainable Arusha Programme”, at a cost of Tsh 397,817,000, covering projects such as environmental planning, upgrading of unplanned settlements and solid waste management. Progress on this programme may help alleviate the conditions that are causing the killer diseases to flourish in the squatter area communities.

14.3 HIV/AIDS Awareness and Sensitisation

The PRS target is to cover 75% of districts with an active HIV/AIDS awareness campaign by 2003. There is not a clear indicator to measure the progress for this target.

Data collected in Arusha Municipal in the three squatter monitoring communities in Unga Limited and the rural community in Terrat was –

“HIV/AIDS education is needed as many of our youths do not seem to be careful of the disease.”

Makaburi ya Baniani community, Unga Limited, Arusha

- Details of HIV/AIDS awareness campaigns or sensitisation in the communities in the last 12 months
- Details of HIV/AIDS education in schools.

Traditional cultural practices are a major constraint in the fight against HIV/AIDS in the Arusha Region. For example, the Wa-arusha and Wa-maasai continue to practice FGM, and as this done by local, untrained practitioners under unhygienic conditions, the likelihood of the spread of HIV/AIDS infection is high.

Arusha Municipal has reported there was no undertaking of any HIV/AIDS training or sensitisation courses in the District during the last 12 months. Arumeru District has reported an expenditure of Tsh 17,933,610 on sensitisation of leaders, World AIDS day, training of community councillors, and training of health workers.

Table 25 shows that the Arusha Municipal squatter and rural monitoring communities have had no HIV/AIDS awareness campaigns or sensitisation in the last 12 months. At the rural school has there been education about HIV/AIDS.

Table 25: HIV/AIDS Awareness and Sensitisation Programmes and Education in Monitoring Communities in last 12 Months

Community	HIV/AIDS Awareness or Sensitisation	HIV/AIDS Education
Makaburi ya Baniani (Squatter)	Nil	Nil
Oyster Bay (Squatter)	Nil	Nil
Tindiga (Squatter)	Nil	Nil
Olevolosi (Rural)	Nil	Primary School in August 2002 – methods of preventing HIV/AIDS; use of condoms; dangers of sharing needles, razor blades and circumcision equipment.

15. Health - HIV/AIDS and Other Key Issues

15.1 Effects of HIV/AIDS on Health

The three squatter and one rural monitoring communities in Arusha Municipal voiced comments on how HIV/AIDS is affecting health in their communities.

“HIV/AIDS is spreading widely as many people are not ready to talk about the disease publicly and the victims are not ready to tell the other community members that they are infected.” *Makaburi ya Baniani Community, Unga Limited, Arusha*

“There is a tremendous increase in the death rate in the community.” *Oyster Bay Community, Unga Limited, Arusha*

“HIV/AIDS is causing an increase in poverty by decreasing the labour force.” *Makaburi ya Baniani Community, Unga Limited, Arusha*

“HIV/AIDS victims should be provided with free medicine to extend their lives.” *Makaburi ya Baniani community, Unga Limited, Arusha*

“I was sick and people were avoiding me because they thought I had AIDS. But when I went to the hospital they said I had TB and I was able to be cured.”

Makaburi ya Baniani community, Unga Limited, Arusha

Table 26 gives the key points on the effects of HIV/AIDS on health in the monitoring grassroots communities.

Table 26: Key Points - Effects of HIV/AIDS on Health in Monitoring Communities

Effects of HIV/AIDS	
1	People do not talk publicly about HIV/AIDS resulting in low awareness.
2	There is stigma against people with HIV/AIDS, and against those who have curable diseases with similar symptoms.
3	There is an increase in the death rate from HIV/AIDS.
4	The decreased labour force is leading to increased poverty.
5	Lack of free medicine for people living with HIV/AIDS means their life span is lessened.

15.2 Voices of the Grassroots on other Key Health Issues

The four squatter monitoring communities in Arusha Municipal and the two rural communities in Arumeru District also voiced comments on other issues they have with health.

“Awareness of the importance of checking one’s health regularly is needed as many people are suffering from diseases such as HIV/AIDS”. *Makaburi ya Baniani community, Unga Limited, Arusha*

“Having a birth control programme in our community will help us with understanding the benefits of having fewer children.”

Tingida community, Unga Limited, Arusha

“Pregnant women should be given special care, particularly during birth, as the service is not good at this time.” *Oyster Bay community, Unga Limited, Arusha*

“We need good town planning as it takes time to reach the main road and it’s too difficult for taxis to come into the centre of our area.” *Tindiga community, Unga Limited, Arusha*

“The lack of important equipment and insufficient medicine at Mkonoo hospital results in the transfer of women and children to the regional hospital.” *Olevolosi community, Arumeru*

“If we had the required services in our community, we would have time to participate in other activities like crop production and collecting safe water.”
Olevolosi community, Arumeru

“There is dental equipment at the hospital but there is a lack of dentists in Mkonoo which means people have to go to town which is too far.” *Olevolosi community, Arumeru*

Table 27 gives the key points on other health issues raised by the monitoring grassroots communities.

Table 27: Key Points - Other Health Issues in Monitoring Communities

Other Key Health Issues	
1	Lack of equipment and medicine in community hospitals resulting in patients being transferred to the regional hospital.
2	Lack of services in the communities means time, which could be spent on development activities, is wasted on travelling to regional centres.
3	Lack of town planning in the squatter area resulting in difficulties in getting transport when help is required.
4	There is a need for regular medical checks, particularly with the threat of HIV/AIDS.
5	Birth control programmes are required.
6	Pregnant women need improved care and services.

16. Health – Conclusions and Recommendations

16.1 Conclusions

1. Arusha Municipal and Arumeru District Councils are both giving emphasis to a number of health PRS activities. However, Arusha Municipal has no building programme for the District which means there will be no progress on the critical PRS activity of providing quality health care within reachable distance of all people. The PRS target for “reachable distance” must reflect the policy.

Grassroots communities have pressing needs for malaria control, improved reproductive health and family planning. These PRS activities are getting little attention.

2. The percentage of the Arusha Municipal budget spent on other charges is low at 30.4% compared to Arumeru District at 48.7%. Increasing this percentage would be a pro-poor move.
3. The percentage of the other charges budget spent on PRS activities is low for both councils - Arusha Municipal spends 6.5% whereas Arumeru District spends 6.1%. Increasing the percentage spend on PRS activities would be a pro-poor move.
4. For development work, Arusha Municipal has a low budget for the District for rehabilitation only. Arumeru District has a more comprehensive budget for construction as well as rehabilitation, and for vaccinations, but is depending on significant contributions from the community.
5. Two grassroots monitoring communities in Arusha Municipal (one squatter and one rural) could not provide information on infant deaths which brings into question the reliability of published national figures. Village Registers are not kept up-to-date and it is therefore difficult to collect accurate data.
6. Even though Unga Limited Ward is part of Arusha Municipality, the infant mortality rate is high at 80 deaths per 1,000 live births – the PRS target is 85 deaths per thousand. HIV/AIDS may be a contributing factor in this urban grassroots area, as the infant mortality rate is higher than the under-five mortality rate.
7. Diphtheria immunisation exceeds the PRS target in both urban and rural areas. However, or measles immunisation, there is a major disparity between urban (98.3%) and rural (45.7%). The rural rate is far below the national rural rate of 75% in 1999.
8. Although mother-child health services are now declared free, for births attended by trained medical staff, there is a large disparity between urban (82.6%) and rural (20%) communities.
9. Malaria, typhoid and TB, diseases that are preventable, continue to have major affects on the health, productivity, development and income of grassroots communities.

10. HIV/AIDS is the single greatest threat to Tanzania's socio-economic development, as well as to its citizens' individual survival and well-being.³⁰ The presence of TB in the squatter monitoring communities in Arusha Municipal could indicate an incidence of HIV/AIDS. The continuing practice of FGM in the Arumeru District rural communities is also likely to contribute to the spread of HIV/AIDS.

The lack of HIV/AIDS awareness and sensitisation programmes and education in the squatter communities of Arusha Municipal is of major concern.

Arumeru District training and sensitisation programmes are concentrated on leaders and health workers, rather than in the communities.

Generally, people in both the squatter and rural monitoring communities are not yet ready to talk about HIV/AIDS and there continues to be stigma against those infected. There is a need for other HIV/AIDS PRS activities such as addressing the denial and stigma, and access to information and protection.

11. Other issues grassroots communities have with health are the lack of services, medicine and equipment at local health centres, the need for good town planning for vehicle access to the squatter area of Unga Limited, and the special care needed for pregnant women.

16.2 Recommendations

1. Arusha Municipal and Arumeru District Councils 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.
 - **Recommendation 1 (a)** - that councils and communities work together to prioritise building and rehabilitation of health centres and dispensaries.
 - **Recommendation 1(b)** – that the PRS Review develops a definition and indicator for 'reachable distance' that reflects the Health Policy.
2. Malaria control, improved reproductive health and family planning are essential PRS activities for improving the health of people in grassroots communities and for reducing death rates for under-fives.
 - **Recommendation 2(a)** – that Local Governments consider placing stronger emphasis on malaria control, reproductive health and family planning in budgets.
 - **Recommendation 2(b)** – that sensitisation programmes are undertaken for rural women on the need for obtaining antenatal health care and attendance at birth from trained medical personnel.
3. Measles immunisation in the rural grassroots communities is low..
 - **Recommendation 3(a)** - that Arumeru District Council implements a measles vaccination programme for under-twos in the monitoring communities.
4. The killer diseases of malaria, typhoid and TB continue to flourish in grassroots communities.

³⁰ Poverty and Human Development Report p31

- **Recommendation 4(a)** - that Arusha Municipal continues with the Sustainable Arusha Programme with emphasis on environmental standards, town planning, and sewage and waste management.
 - **Recommendation 4(b)** – that squatter area communities are given equitable support in the Sustainable Arusha Programme.
5. Combating the threat of HIV/AIDS is of top priority in grassroots communities.
- **Recommendation 5(a)** – that the Local Governments implement effective awareness programmes to sensitise communities on HIV/AIDS issues including ensuring that any training of leaders is fed back to the communities.
 - **Recommendation 5(b)** – that the PRS Review should develop an indicator for awareness and sensitisation programmes that can be effectively monitored and evaluated.
 - **Recommendation 5(c)** – that activities and indicators for other than awareness be included in the PRS such as access to information and protection, positive campaigns on ‘living with HIV/AIDS’ to reduce stigma and denial, and counselling services.
6. It is unlikely that region demographic data is accurate, particularly for infant and under-five deaths.
- **Recommendation 6** – that the Local Governments improve the methods of collecting health data and establish a reliable database for easy reference.

16.3 Opportunities for future Monitoring, Evaluation and Research

1. Continuing to monitor PRS budgets and activities for health in future years to ensure the trend progresses toward pro-poor strategies.
2. Monitoring the progress of activities of the Sustainable Arusha Programme.
3. Monitoring issues that are vital for combating the spread of HIV/AIDS such as access to and availability of condoms.
4. Undertaking Participatory Action Research with rural communities on strategies and activities required to encourage mother-child primary health care by trained medical staff.

17. PRS Sector Monitoring - Agriculture

17.1 Agriculture PRS Targets and Indicators

The overall aim is to improve the profitability of the sector and to ensure food security.

The target is to increase the growth in agriculture from 3.6% of GDP to 6% by 2005.

17.2 Local Government Budget Analysis

17.2.1 Full Analysis

See Appendix 5: Agriculture and Livestock Budgets for the full analysis of the Arusha Municipal and Arumeru District Council Agriculture and Livestock Budgets. The Livestock budgets have been included as animal husbandry is a major income earner and supplier of food in both Arusha Municipal and Arumeru District.

17.2.2 Agriculture PRS Activities with Allocated Expenditure

Table 28 shows that Arusha Municipal and Arumeru District Councils have allocated expenditure to a number of critical PRS agriculture activities within the districts.

Table 28: Agriculture PRS Activities Allocated Expenditure in 2003/2004

PRS Activity	Arusha Municipal	Arumeru District
Improve quality of crop production	✓	✓
Improve livestock productivity	✓	✓
Improve extension services (including developing co-operatives)	✓	✓
Improve irrigation	✓	✓
Improve farming methods	✓	✓
Diversify crops	✓	✓
Improve soil fertility	✗	✓
Improve environment	✗	✓
Develop credit facilities	✗	✗
Develop marketing systems	✗	✗

Arumeru District has recognised the importance of improving the soil and the environment to limit the devastating effects of environmental degradation but Arusha Municipal has no allocation for these activities.

Farmers' capabilities are strengthened through the availability of credit facilities and effective marketing systems but there is no investment in these activities by either Arusha Municipal or Arumeru District.

Indicators

- Growth in value-added agriculture.
- Seasonal production of key food and cash crops.

There is not a specific indicator for livestock.

17.2.3 Percentage Spend on Personal Emoluments and Other Charges

Table 29 shows that over 90% of the Arumeru District budget is allocated to PE. The district is predominately rural and there is a high need for staff such as agricultural extension officers. Providing such expertise is in fact a PRS activity.

Table 29: Percentage Spend on Agriculture PE and OC

	Arusha Municipal 2003/2004	Arumeru District 2003/2004
PE	67	91.2
Other Charges	33	8.8

17.2.4 Percentage Spend of Other Charges on PRS Activities

Table 30 shows that Arumeru District spends a greater percentage of the OC budget on PRS activities. However, in nominal terms, the amount spent by Arumeru District is less than a third of that spent by Arusha Municipal.

Table 30: Percentage Spend of Agriculture OC Allocated to PRS Activities

	Arusha Municipal 2003/2004	Arumeru District 2003/2004
% of OC allocated to PRS Activities	44.1	51.2

17.2.5 Development Budget

Arusha Municipal does not have a Development Budget for agriculture or livestock. Arumeru District has a Development Budget of Tsh 936,479,975 which covers improving farming methods, extending extension services, rehabilitating irrigation schemes and conserving soil.

Table 31 shows the Arumeru District Council's requests for development funding. Nearly 90% is from donors.

Table 31: Arumeru District Funding for Agriculture Development 2003/2004 (Tshs)

Funding Source	Amount	%
Council	19,927,383	2.1
Community	40,800,000	4.4
Central Govt.	58,752,562	6.3
Donors	817,000,000	87.2
Total Development	936,479,945	

17.3 Agriculture PRS Monitoring by Grassroots Communities

17.3.1 Location of Monitoring Communities

Six rural communities in Arumeru District monitored the PRS indicators and activities for agriculture. Table 32 shows location of the Agriculture PRS Monitoring grassroots communities.

Table 32: Agriculture PRS Monitoring Communities

Arumeru District	
Musa Ward	King'ori Ward
Oloitushula Village (<i>Rural</i>)	Ngejusosia Village (<i>Rural</i>)
Loolasho	Mangashini
Lolovon	R.C.

18. Agriculture - Monitoring PRS Indicators

18.1 Measuring Agriculture Indicators

To monitor the PRS indicators in the grassroots communities, the following measurements were used –

- Quantity of crops
- Quality of crops
- New cash crops (as a proxy indicator for growth in value-added agriculture).

18.2 Quantity of Crops

To measure the quantity of crops produced, the six monitoring communities in Arumeru District provided the amount they produced for 2001, 2002 and 2003 for every kind of crop. They used the type of measurement unit that is suitable for the type of crop, for example, sacks of maize.

The main crops produced are maize, beans, wheat, pigeon peas, cow peas, chick peas and tobacco. .See Appendix 6: Increase/ Decrease in Quantity of Crops Produced in Monitoring Communities 2001 – 2003 for the quantity produced in each monitoring community.

In 2003, other than for chick peas, the quantity of crops produced dropped significantly from production in 2002. Chick peas are drought resistant and grow well when there is a shortage of rain.

Reasons given by the monitoring communities for the decrease in production are –

- Very low rainfall during the long rains from March to May 2003.
- Poor quality seed.
- Poor farming practices, for example, application of fertiliser.
- Lack of extension services.
- Shortage of agricultural inputs and equipment.

The quantity of maize in 2003 dropped in some monitoring communities by up to 90% from 2001. The quantity of beans dropped in most areas by 40% – 60%. These are the main food crops and the drop in production has serious implications for food security.

Arumeru District was asked to report on the quantity of the main cash crops for the whole district. Table 33 shows the increase or decrease in cash crops produced in 2003 over 2002. Overall, the quantity of main cash crops for the district in 2003 was not so affected by the weather conditions as for the crops grown by the monitoring communities.

Table 33: Quantity of Cash Crops Produced in Arumeru District 2003 over 2002

Crop	Increase/ Decrease	Reasons
Coffee	Slight increase	<ul style="list-style-type: none"> ➤ Rehabilitation of farms - replanting ➤ Increased production because of higher prices for quality coffee
Pyrethrum	Same	<ul style="list-style-type: none"> ➤ High sensitisation as it is a reintroduced crop ➤ Ready market and attractive prices
Barley	Same	<ul style="list-style-type: none"> ➤ Assured market (Tanzania Breweries)
Vegetables	Decrease	<ul style="list-style-type: none"> ➤ Market availability
Flowers	Increase	<ul style="list-style-type: none"> ➤ Sure internal and external markets

Arumeru District was also asked to report on the quantity of main food crops produced in the district in 2003. Table 34 shows the increase or decrease in food crops in 2003 over 2002. The majority of the food crops were affected by the poor rainfall.

Table 34: Quantity of Food Crops Produced in Arumeru District 2003 over 2002

Crop	Increase/ Decrease	Reasons
Maize	Decrease	<ul style="list-style-type: none"> ➤ Poor rainfall distribution and intensity
Beans	Decrease	<ul style="list-style-type: none"> ➤ Poor rainfall ➤ Disease – yellowing syndrome
Bananas	Increase	<ul style="list-style-type: none"> ➤ New high yielding planting materials ➤ Reliable means of controlling pests
Potatoes	Same	<ul style="list-style-type: none"> ➤ Same production factors
Cassava	Decrease	<ul style="list-style-type: none"> ➤ Poor rainfall distribution and intensity

18.3 Quality of Crops

To measure the quality of crops produced, the six monitoring communities in Arumeru District used the standards of 'Poor / Good/ Very Good' to make a comparison of the quality for 2001, 2002 and 2003.

See Appendix 7: Quality of Crops Produced in Monitoring Communities 2001 - 2003 for the quality of crops produced in each monitoring community. The lack of rainfall in 2003 had a severe effect in the monitoring communities, as the quality of most of the main crops was poor other than for drought resistant crops such as chick peas and tobacco.

Other reasons given by the monitoring communities for the decrease in quality are –

- Lack of fertilisers.
- Lack of pesticides.

Arumeru District was also asked to report on the quality of the main cash crops for the whole district. Overall in the district, the quality of main cash crops in 2003 was good as the production factors remained the same as in previous years.

18.4 New Cash Crops

Information obtained from the six monitoring communities in Arumeru District was the new type of cash crops produced from 2001-2003. See Appendix 8: New Cash Crops Produced in Monitoring Communities 2001 - 2003 for the new cash crops produced in each monitoring community. The new cash crops include sunflowers, flowers, coriander seeds and pigeon peas.

“Flowers are a new cash crop as there is an assured market, seeds are given in credit and extension services are provided by flowers businessmen.” *Lolovon community*

“We have not produced new cash crops because of the lack of extension services.”
Mashariki community

“The sunflower oil extraction machine was installed recently and it boosts farmers’ incomes.” *Mangashini community*

Arumeru District was also asked to report what types of new cash crops have been introduced into the district. In 2001, pyrethrum and safflowers were introduced. In 2002, the new crops were paprika and baby corn. They report that farmers are trying to diversify so as to produce crops that have wide market and do away with traditional crops for which market demand is low.

19. Agriculture - Monitoring PRS Activities

19.1 Agricultural Extension Services

The six monitoring communities in Arumeru District see the lack of expert agricultural extension services as one of the major barriers to reducing poverty and improving food security.

Data collected from the monitoring communities was –

- Type of training carried out by Arumeru District Council in the monitoring communities during the last 12 months
- Information or supplies supplied by extension service officers in the last 12 months.

Table 35 shows that two out of the six monitoring communities have received no extension services in the last 12 months from Arumeru District Council. Two other monitoring communities have received only one type of service.

Table 35: Type of Agricultural Extension Services Received in the last 12 Months in Monitoring Communities

Type of Agricultural Extension Service	Arumeru District					
	Musa Ward - Oloitushula Village			King'ori Ward - Ngejusosia Village		
	Loolasho	Lolovon	Mashariki	Mangashini	R.C.	Ngejusosia Kati
Veterinary services	x	x	x	✓	x	✓
Use of animal wastes/ fertilizers	✓	x	x	x	x	x
Soil conservation	✓	x	x	✓	x	x
Improved seeds	x	x	x	x	x	x
New farming methods	x	x	x	x	x	x
Developing co-operatives	x	x	x	x	x	x
Use of pesticides	x	x	x	x	x	x
Other	✓	✓	x	x	x	x

Other extension services received by the communities include –

- Keeping of heifers introduced by the Heifer Project International, an organisation that educates farmers about sustainable, environmentally sound agricultural techniques.³¹
- Conserving soil by the Soil Conservation and Agroforestry Arumeru Project (SCAPA).
- Producing a high yield of quality flowers.

“Providing agricultural extension services is very important to enable us to reach a high level of agricultural crop production.”

Lolovon community

“We do have a livestock expert available but request the services of agricultural experts so we can learn about and make pesticides, use animal wastes and natural fertilizers effectively and conserve the soil”.

Ngejusosia Kati community

Arumeru District was also asked for details of extension services they provided in the last 12 months and where they provided them. They reported that they have provided all the types of extension services shown in Table 35 plus services on irrigation and water management, food storage practices and Integrated Pest Management techniques. However, they have not detailed which communities in the district received the services.

19.2 Livestock Veterinary Services

Data collected from Arumeru District Council was –

- Where and when they vaccinated cattle in the last 12 months.
- Amount spent.

Arumeru District reported they vaccinated cattle in six divisions at nil cost.

³¹ www.heifer.org

20. Agriculture – HIV/AIDS and Other Key Issues

20.1 Effects of HIV/AIDS on Farming Activities

National HIV/AIDS statistics indicate that the most affected population category is the age group of 20-44, the most productive group of the population.³² This will have a major impact on development, including the supply of labour to the agricultural sector.

The six monitoring communities in Arumeru District reported that HIV/AIDS is not yet affecting agriculture in their areas. However, Arumeru District Council reports that farming in the district is labour intensive and HIV/AIDS is affecting the farming activities of management, labour resources and household capital resources.

Illness brings about psychological stress in the household both for the sick person and for other members of the family. When a person contracts HIV/AIDS, particularly if it is the head of the household, management and co-ordination of farm activities become less effective.

Farming in Arumeru District depends largely on manual labour as the main production force. Young men and women provide the main labour and those are the groups HIV/AIDS is affecting. Loss of a family member through sickness or death results in a loss of labour. As well, family members have to divert time away from farming to care for the sick. HIV/AIDS therefore leads to low or poor production.

With HIV/AIDS in the family, households tend to exhaust savings and sell assets to pay for health care and funerals. This affects the family's ability to purchase necessary agricultural inputs.

20.2 Voices of the Grassroots on other Key Agriculture Issues

The six monitoring communities in Arumeru District also voiced comments on other issues they have with agriculture.

“Our community needs good access to market information to find out the current prices of products and to weather forecasts so we can plan for both good and bad seasons.” *Lolovon community*

“One agricultural extension officer is not enough for a ward. At least one adequate and skilled expert for each sub-village should be provided.” *Lolovon and Loolasho communities*

“The drop in prices of crops is increasing the poverty in our village.” *Mashariki community*

“The lack of irrigation schemes means we are unable to grow vegetables and fruit trees.” *Mangashini community*

“We need good transport and communication infrastructures to assist with marketing.” *Mangashini community*

“We are lacking agricultural inputs like improved seeds, pesticides, oxen ploughs, wheelbarrows, hand hoes and tractors.”

Mashariki, Ngejusosia Kati, R.C. and Loolasho communities

³² NACP HIV Survey Report 2001

“We request assistance from the Government and others to help construct and rehabilitate our roads.”
R.C. community

“We need education in good farming practices and soil conservation.” *Loolasho and Ngejusosia Kati communities*

Table 36 gives the key points on other agriculture issues raised by the monitoring grassroots communities.

“Provision of credit schemes, creation of an agricultural outputs market and the formation of co-operative societies are essential.”

R.C., Loolasho and Ngejusosia Kati communities

Table 36: Key Points - Other Agriculture Issues in Monitoring Communities

	Key Agriculture Issues
1	Lack of agricultural inputs – seeds, pesticides, fertilisers and equipment.
2	Insufficient agricultural extension officers.
3	Income poverty affected by drop in prices.
4	Lack of transport and communication infrastructures.
5	Lack of credit facilities, markets and co-operatives.
6	Construction and rehabilitation of rural roads required.
7	Lack of access to market information and weather forecasts.
8	Lack of irrigation schemes.
9	Education on soil conservation required.

21. Agriculture – Conclusions and Recommendations

21.1 Conclusions

- 1.** Livestock is a vital mode of economic production and growth for most people in Northern Tanzania. However, there is no PRS Indicator to monitor progress on increasing livestock productivity.
- 2.** Arusha Municipal and Arumeru District Councils have allocated expenditure to a number of critical PRS agricultural and livestock activities. Arumeru District is also undertaking activities to improve the soil and environment.

The availability of credit facilities and effective marketing infrastructures are PRS priorities but there is no allowance for development of these systems in either of the councils' budgets.
- 3.** The percentage of the Arumeru District budget spent on personal emoluments is high at 91.2% which means there is little in the budget for PRS activities. However, as the district is predominantly rural, there is a high need for staff such as agricultural extension service officers.
- 4.** Arusha Municipal does not have a budget for development work. Arumeru District has a comprehensive budget covering improvement of farming methods, extending extension services, rehabilitating irrigation schemes and conserving soil. However, the development work is heavily dependent on obtaining funds from donors.
- 5.** The type of cash and food crops produced in grassroots communities are heavily dependant on good rainfall, both for quantity and quality. A significant reduction in production as a result of low rainfall has serious implications for food security and income earning.
- 6.** The inability of grassroots communities to pay for high quality seed, fertilisers , pesticides and equipment has a serious impact on the quality and quantity of crops produced.
- 7.** The monitoring communities are growing new types of cash crops to produce extra income. However, development in some communities is hindered by the lack of extension services.
- 8.** The grassroots communities have received little or no agricultural extension services. This is of serious concern in this major agricultural and livestock region.
- 9.** The communities report little impact of HIV/AIDS on agriculture so far but this could be the result of stigma and denial as Arumeru District reports that HIV/AIDS is affecting the farming activities of management, labour resources and household capital resources. The recommendations regarding HIV/AIDS in Paragraph 16.2.5 are reiterated.
- 10.** Other issues grassroots communities have with agriculture are the difficulties of transportation due to the poor roads, which is fully analysed and discussed in Chapter 22, and the lack of access to market information.

21.2 Recommendations

1. The PRS does not include specific indicators or activities for livestock productivity.
 - **Recommendation 1** – that measurable livestock productivity indicators and activities be developed during the PRS Review to enable future monitoring and evaluation.
2. Arusha Municipal and Arumeru District Councils are allocating expenditure to some critical PRS agriculture and livestock activities. However, there is no allowance for other activities that are top priorities for grassroots communities.
 - **Recommendation 2(a)** - that councils and communities work together to prioritise agriculture and livestock development.
 - **Recommendation 2(b)** – that the councils consider placing a strong emphasis in budgets on developing credit facilities and effective marketing infrastructures.
3. Agriculture and livestock provide the main employment and food supplies in the rural areas of Arusha Municipal, but the council does not have an agricultural development budget.
 - **Recommendation 3(a)** – that Arusha Municipal considers developing a funded agricultural and livestock development programme.
4. The quantity and quality of cash and food crops produced by grassroots communities are heavily dependent on good rainfall.
 - **Recommendation 4(a)** - that communities are encouraged to invest in drought resistant crops that will grow and produce successfully in Northern Tanzania.
 - **Recommendation 4(b)** – that where applicable equitable irrigation systems should be developed.
 - **Recommendation 4(c)** – that the Local Governments ensure agricultural extension services given to grassroots communities include sensitisation on the benefits of growing drought resistant crops and on increasing the yield.
 - **Recommendation 4(d)** – that the Central Government develops a weather forecasting system that meets the needs of grassroots communities.
5. The quantity and quality of crops produced depend on high quality seed, pesticides, fertilisers and equipment.
 - **Recommendation 5** - that the Central Government reintroduces subsidies on agricultural inputs and equipment.
6. Growing new types of cash crops can increase farmers' incomes. Agricultural extension services are essential for development of suitable crops.
 - **Recommendation 6** – that the Local Governments provide grassroots communities with extension services on the right kind of new crops.
7. A top priority for agricultural and livestock development is the availability of extension services to improve the transfer of knowledge.
 - **Recommendation 7** – that Local Governments work with the communities on developing and providing priority extension services.

8. The lack of access to market information is a constraint to farmers responding to changing conditions and opportunities.
 - **Recommendation 8(a)** – that Central Government, in consultation with all stakeholders including grassroots communities, develops an effective and efficient market information system.
 - **Recommendation 8(b)** – that Central Government adopts price stabilisation measures for agricultural outputs.

21.3 Opportunities for future Monitoring, Evaluation and Research

1. Continuing to monitor PRS budgets and activities for agriculture and livestock in future years to ensure the trend progresses toward pro-poor strategies.
2. Investigating the high personal emoluments budget for Arumeru to determine if the majority of the budget is pro-poor. That is, what proportion of the expenditure is allocated to PRS activities such as the employment of agricultural extension services officers.
3. Monitoring the quality, effectiveness and results of extension services.

22. PRS Sector Monitoring - Rural Roads

22.1 Rural Roads PRS Targets and Indicators

The aim is to improve rural, district and cross-border roads to make it easier to reach farms and agricultural markets.

There is a large amount of urgent repair work needed for rural roads and the target is to increase spending from 24 billion shillings in 2001 to 77 billion shillings in 2004.³³

Indicators

- Kilometres of rehabilitated rural roads.
- Kilometres of constructed rural roads.

22.2 Local Government Budget Analysis

22.2.1 Full Analysis

See Appendix 9: Roads Budgets for the full analysis of the Arusha Municipal and Arumeru District Council Roads Budgets.

22.2.2 Rural Roads PRS Activities with Allocated Expenditure

Table 37 shows that Arusha Municipal and Arumeru District Councils have allocated expenditure to all of the critical PRS activities within the districts.

Table 37: Road PRS Activities Allocated Expenditure in 2003/2004

PRS Activity	Arusha Municipal	Arumeru District
Rehabilitate roads	✓	✓
Construct roads	✓	✓
Rehabilitate bridges & culverts	✓	✓
Construct bridges & culverts	✓	✓

22.2.3 Percentage Spend on Personal Emoluments and Other Charges

Table 38 shows that Arusha Municipal spends a greater percentage of the OC Budget on PRS activities than does Arumeru District. This means that Arusha Municipal spends a greater percentage on maintenance activities than on personnel which is a pro-poor move.

Table 38: Percentage Spend on Roads PE and OC

	Arusha Municipal 2003/2004	Arumeru District 2003/2004
PE	10.9	34.8
Other Charges	89.1	65.2

³³ First Progress Report on Tanzania without Poverty Plain Language Guide p 24

22.2.4 Percentage Spend of Other Charges on PRS Activities

Table 39 shows that Arumeru District spends only 4.5% of the OC budget on PRS activities – an amount of Tsh 2,200,000. However, much of OC is nationally covered through the Road Fund.

Table 39: Percentage Spend of Roads OC Allocated to PRS Activities

	Arusha Municipal 2003/2004	Arumeru District 2003/2004
% of OC allocated to PRS Activities	33.1	4.5

In Arusha Municipal, Tsh 70,000,000 (26.7%) of the OC budget is allocated to purchasing vehicles. In Arumeru District, Tsh 36,000,000 (74%) is allocated to purchasing vehicles.

22.2.5 Development Budget

Arusha Municipal does not have a Development Budget for construction of roads. TANROADS Road Fund provides funding for roads.

Arumeru has a Development Budget of Tsh 419,450,000 for rehabilitating and constructing roads, bridges and culverts. The budget includes a detailed breakdown of the work and costings. Table 40 shows that over 60% of the Arumeru District development budget is funded by donors.

Table 40: Arumeru District Funding for Roads Development 2003/2004 (Tshs)

Funding Source	Amount	%
Local Govt Road Toll Fund	154,500,000	36.8
African Development Fund	264,950,000	63.2
Total Development	419,450,000	

22.3 Rural Roads PRS Monitoring by Grassroots Communities

22.3.1 Location of Monitoring Communities

Six rural communities, four from Arusha Municipal and two from Arumeru District, monitored the PRS indicators and activities for rural roads. Table 41 shows the location of the Rural Roads PRS Monitoring grassroots communities.

Table 41: Rural Roads PRS Monitoring Communities

Arusha Municipal	Arumeru District
Terrat Ward (Rural)	Oloitushula Village (Rural)
Elwani	Lolovon
Embararuai	Loolasho
Erangau	
Olevolosi	

23. Rural Roads - Monitoring PRS Indicators

23.1 Measuring Rural Roads Indicators

To monitor Rural Roads PRS Indicators, the following were measured by the monitoring communities –

- Rehabilitated roads, feeder roads and bridges.
- Maintained roads, feeder roads and bridges.
- Constructed new roads and feeder roads.
- Constructed new bridges and culverts.

23.2 Data Collected

Data collected from the four monitoring communities in Arusha Municipal and the two in Arumeru District for the last 12 months was –

- Rehabilitation, maintenance and construction carried out.
- Names of the roads, feeder roads and bridges rehabilitated, maintained or constructed.
- Kilometres of road rehabilitated or constructed.

23.3 Road Programmes Implemented

Table 42 shows the total road programmes carried out, as reported by Arusha Municipal and Arumeru District Councils, during the last 12 months within the districts (Arusha Municipal includes work on urban roads).

Table 42: Road Programmes in Arusha Municipal and Arumeru Districts during the last 12 months

	Arusha Municipal		Arumeru District	
	Km	Tsh	Km	Tsh
Rehabilitated roads, feeder roads and bridges	9.6	76,500,000	72.3	93,585,178
Maintained roads, feeder roads and bridges	13.8	16,000,000	Nil	Nil
Constructed new roads and feeder roads	0.4	11,500,000	7.58	17,690,700
Constructed new bridges and culverts	2 culverts	6,000,000	1 bridge 87 culverts	32,103,600

Table 43 shows the specific road programmes implemented during the last 12 months in the six monitoring communities, as reported by those communities.

Table 43: Road Programmes Implemented in Monitoring Communities during the last 12 Months

	Arusha Municipal				Arumeru District	
	Terrat Ward				Oloitushula Village	
	Elwani	Embara ruai	Erangau	Olevolosi	Lolovon	Loolasho
Rehabilitated roads, feeder roads and bridges	x	✓ 2 km	x	✓ 5 km	✓ 21 km ^a 3 bridges	✓ 18 km ^a
Maintained roads, feeder roads and bridges	x	x	x	x	x	✓ 1 bridge
Constructed new roads and feeder roads	x	x	x	x	x	x
Constructed new bridges and culverts	x	x	x	x	x	x
<i>Note a – the same rehabilitated road has been reported by both Lolovon and Loolasho</i>						

Very few road programmes have been undertaken. Arusha Municipal Council has not maintained, rehabilitated or constructed any roads, feeder roads or bridges in the monitoring communities of rural Terrat. The rehabilitation of 5 km of road at Olevolosi was done by the community and the 2 km rehabilitated at Embararuai were done so poorly, parts of the road are not passable.

The Arumeru District Council has rehabilitated roads in the monitoring communities, for example, Oloitushula, to dusty level only. No construction was carried out.

24. Rural Roads – Other Key Issues

24.1 Why Poor Roads Hinder Development

The four rural monitoring communities in Arusha Municipal and the two in Arumeru District commented on why having poor roads is a major factor in the continuation of rural poverty and in hindering agricultural development.

Table 44 gives the reasons why the monitoring communities consider poor roads hinder poverty reduction and development.

Table 44: Why Monitoring Communities Consider Poor Rural Roads Hinder Poverty Reduction and Development

Reasons	
.1	Roads are impassable during the wet season. They are muddy, slippery, pot-holed and often flooded. This hinders activities like fetching water, going to the market, going to school and going to work
2	Lack of roads and poor roads inhibit access to markets and health care.
3	Poor roads restrict development of the economy in villages, for both buying and selling goods and produce.
4	Funds are not used correctly resulting in incomplete construction or poor technical construction of roads, bridges and culverts, with many of them becoming unusable a short time after construction.
5	Poor roads raise the cost of transport for both people and goods.

The monitoring communities also spelt out what road programmes are urgently required in their communities to enable development to progress.

See Appendix 10: Urgent Road Programmes Needed in Monitoring Communities for the descriptions from these grassroots communities of what is required.

24.2 Voices from the Grassroots on Other Key Rural Roads Issues

The four monitoring communities in Arusha Municipal and the two in Arumeru District also voiced comments on other issues they have with rural roads.

“A rehabilitated road will allow frequent and reliable transport to town. It will reduce the cost of transport which is now 500/= per head to Arusha town and 1500/= per sack of maize.” *Elwani and Embararuai communities*

In August 2002, a young boy had an electrical accident. He died because it took too long on the poor roads to get help to save his life.

Erangau community

“The two kilometres of road rehabilitated on the Terrat road was not done properly so it is not passable.” *Embararuai community*

“We need a road and bridge to Mkonoo village where the health centre is. There is no bridge to cross the big gulley so it is only possible to get patients there in the dry season.”
Elwani and Embararuai communities

“Information on road development and improvements should be provided to us so we can become involved and give feedback to the government. It will also build a sense of ownership amongst the community by enabling us to see the roads as our property.”
Embararuai community

“The roads are impassable during rainy seasons as floods are caused by the lack of culverts. Children can be washed away by the floods.” *Erangau community*

“We believe that the bad conditions of our roads contributes to our low level of living standards. Most of the deaths that occur here happen because the roads are impassable when we want to take the patients to hospital. We cannot develop our living conditions because of the difficulties in getting food and other supplies.” *Erangau community*

“Patients die on the way to the hospital and pregnant women deliver during the journey because vehicles have to travel at such a low speed.” *Olevolosi community*

“We call for effective participation of the grassroots communities in all processes of road activities from design to implementation”.

Loolasho community

“We need to have passable roads for the whole year.” *Lolovon community*

Table 45 gives the key points for other rural roads issues raised by the monitoring grassroots communities.

Table 45: Key Points - Other Rural Roads Issues in Monitoring Communities

Key Rural Roads Issues	
1	Poor roads increase the cost of transporting produce to markets.
2	Concerns about poor quality construction and rehabilitation.
3	People becoming very sick or dying because of the difficulty in getting to medical care.
4	Lack of consultation on roads development and improvements – for all stages from design to implementation.
5	Lack of culverts results in flooding meaning children can be washed away.
6	Roads need to be passable all year long.

25. Rural Roads – Conclusions and Recommendations

25.1 Conclusions

1. The roads in the monitoring communities are in very poor condition but very little maintenance, rehabilitation or construction is being carried out.
2. The poor condition of the roads hinders essential activities like fetching water, going to the market, going to school and going to work, particularly during the wet season.
3. Poor roads inhibit development of the economy in the monitoring communities, for both buying and selling goods and produce. Access to markets is difficult, time consuming and expensive.
4. Poor roads result in unnecessary deaths and prolonged health problems because of the difficulties in obtaining prompt health care.
5. Poor or incomplete construction of roads, bridges and culverts results in many of them becoming unusable a short time after construction.
6. Arusha Municipal and Arumeru District Councils have very small roads budgets. A high percentage of the budgets are allocated to the purchase of vehicles.
7. The monitoring communities are contributing to rehabilitation of roads. However, they are not involved in consultations on road development and improvement processes.

25.2 Recommendations

1. Good roads are essential in rural communities for communication and for transport of goods and people
 - **Recommendation 1** – that Local Governments involve grassroots communities in all processes of road development and improvements, including prioritising work to be done.
2. New rural roads, bridges and culverts help to speed up rural communication and development, and are pro-poor. Arusha Municipal is constructing urban roads, but no work has been completed in the monitoring communities.
 - **Recommendation 2** – that Arusha Municipal gives equitable consideration to both urban and rural roads, bridges and culverts.
3. Poor or incomplete road construction and rehabilitation hinders development in the grassroots communities.
 - **Recommendation 3(a)** – that roads be constructed to a level that is passable for the whole year.
 - **Recommendation 3(b)** – that communities are made aware of the appropriate standards for construction and rehabilitation to ensure roads are fit for use, and are enabled to monitor those standards.

25.3 Opportunities for future Monitoring, Evaluation and Research

- 1.** Continuing to monitor PRS budgets and activities for roads in future years to ensure emphasis is given to rural roads development.
- 2.** Undertaking Participatory Action Research with rural communities and Local Governments on strategies and activities required to encourage participation in all processes of road development.
- 3.** Developing indicators with grassroots communities and Local Governments for monitoring the quality of road construction and rehabilitation.

26. PRS Sector Monitoring -Water

26.1 Water PRS Targets and Indicators

The aim is to make safe water and sanitation available to all. The targets are to fully implement the 2000 Water Policy according to plan and to increase the provision of adequate, safe and clean water to rural areas to 55% by 2003.

Indicator

- Proportion of households with access to safe drinking water.

26.2 Local Government Budget Analysis

26.2.1 Full Analysis

See Appendix 11: Water Budgets for the full analysis of the Arumeru District Council Water Budget. Arusha Municipal does not have a Water Budget as AUWSA is now responsible for supplying water in Arusha.

26.2.2 Water PRS Activities with Allocated Expenditure

Table 46 shows that Arumeru District has allocated expenditure to a number of PRS water activities.

Table 46: Water PRS Activities Allocated Expenditure in 2003/2004

PRS Activity	Arumeru District
Rehabilitate pipelines	✓
Construct pipelines	✓
Construct water sources e.g. boreholes	✓
Rehabilitate water sources e.g. gravity schemes	✓
Water conservation sensitisation	✗
Promote the use of rainwater harvesting	✗
Protect water sources	✗

The investment is in constructing and rehabilitating tangible water sources like pipelines. There is no investment in ensuring water is available for future use, such as promoting rainwater harvesting and protecting water sources.

26.2.3 Percentage Spend on Personal Emoluments and Other Charges

Table 47 shows that over 76% of the Arumeru District budget is allocated to OC which means more is spent on maintenance and PRS activities than on personnel.

Table 47: Percentage Spend on Water PE and OC

	Arumeru District 2003/2004
PE	23.9
Other Charges	76.1

26.2.4 Percentage Spend of Other Charges on PRS Activities

Table 48 shows that less than 15% of the Arumeru District OC budget is allocated to PRS activities. Tsh 36,000,000 (46%) of the OC Budget is allocated to purchasing a vehicle. Increasing the percentage spent on PRS would be a pro-poor move.

Table 48: Percentage Spend of Water OC Allocated to PRS Activities

	Arumeru District 2003/2004
% of OC allocated to PRS Activities	14.8

26.2.5 Development Budget

Arumeru District has a Development Budget of Tsh 319,924,500 for rehabilitating and constructing water pipelines and water sources such as dams and boreholes.

Table 49 shows the Arumeru District Council's requests for development funding. Nearly 80% is from donors.

Table 49: Arumeru District Funding for Water Development 2003/2004 (Tshs)

Funding Source	Amount	%
Central Govt	21,000,000	6.6
Council	13,000,000	4.1
Community	30,600,000	9.6
Donors	255,324,500	79.8
Total Development	319,924,500	

26.3 Water PRS Monitoring by Grassroots Communities

26.3.1 Location of Monitoring Communities

Three rural communities from Arusha Municipal, one community from the squatter area, Unga Limited in Arusha Municipal, and two rural communities from Arumeru District, monitored the PRS indicators and activities for water.

Table 50 shows the location of the Water PRS Monitoring Communities.

Table 50: Water PRS Monitoring Communities

Arusha Municipal		Arumeru District
Terrat Ward (Rural)	Unga Limited (Squatter)	Ngejusosia Village (Rural)
Elwani	Viwandani	Ngejusosia Kati
Embararuai		R.C.
Erangau		

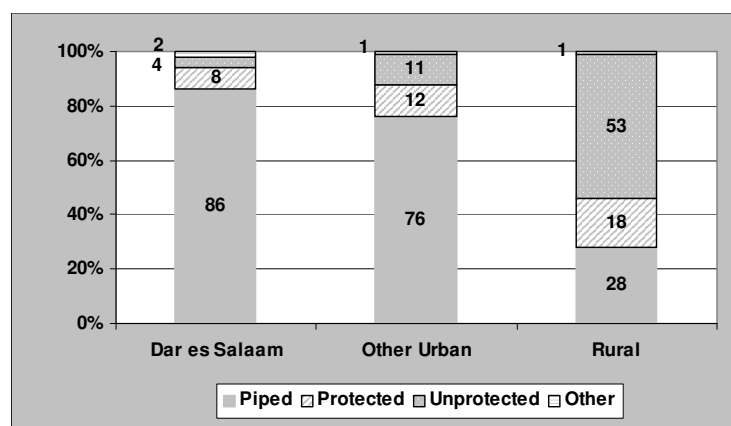
27. Water - Monitoring PRS Indicators

27.1 National Use of Safe Drinking Water

Analysis of this indicator is complicated as there is a lack of consensus on the definition of 'adequate', 'safe' and 'clean' water. A 2002 study recommends considering all piped water, and water from protected wells and covered springs as 'safe' or 'improved' water.³⁴ This does not mean that all water from improved sources is safe to drink without further treatment.

There are major differences in the sources of drinking water for rural and urban areas in Tanzania. Figure 11 shows that in rural areas, 54% of households use water from unsafe sources. In urban areas, other than Dar es Salaam, only 12% of households use unsafe sources. In Dar es Salaam the figure is 6%.

Figure 11: Drinking Water Sources in Tanzania in 2000



Source: HBS 2000/2001

In all of the water monitoring communities, the source of drinking water is piped water.

However, there is another factor that is of major importance to these grassroots communities and that is the distance to the piped water and the time taken for fetching the water.

27.2 Distance and Time to Safe Water

Three rural communities from Arusha Municipal, one community from the squatter area, Unga Limited in Arusha Municipal, and two rural communities from Arumeru District monitored poverty reduction strategies for water, as lack of water is of major concern to them. The distance to the safe water source and the time taken to fetch water are the problems.

Both time and distance measures give a partial indication of the burden of domestic water management felt mainly by women and children in Tanzania and an indication of the time that could be spent on more productive and social activities.³⁵

³⁴ Water and Sanitation in Tanzania p 21

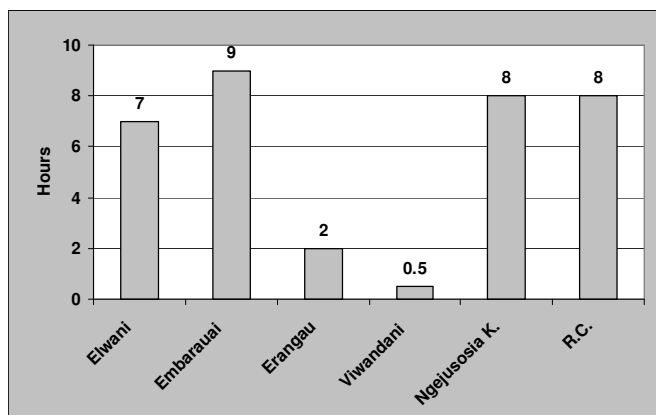
³⁵ *ibid* p24

The National Water Policy target for distance is water within 400m of home. It is difficult for people to estimate distances, so data collected in the monitoring communities was the time to fetch water – going to the water source, waiting, collecting water and returning home.

In the 2002 water study, 30 minutes was taken as the cut-off point to represent those taking relatively less time to fetch water.³⁶ In 1999, 66% of rural households took 30 minutes or less to fetch water while 12% took more than two hours³⁷.

Table 51 shows that other than for the squatter area community in Unga Limited, the time taken to collect safe water in the rural monitoring communities in both Arusha Municipal and Arumeru District far exceeds the 30 minutes cut-off point. Four of the rural communities take seven hours or more.

Table 51: Time Taken to Collect Safe Water in Monitoring Communities (Hours)



³⁶ Water and Sanitation in Tanzania p26

³⁷ Demographic and Health Survey 1999

28. Water - Monitoring PRS Activities

28.1 Data Collected

Data collected from the three rural communities in Arusha Municipal, one community from the squatter area, Unga Limited in Arusha Municipal, and two rural communities in Arumeru District was –

- Methods of collecting safe water in the rural monitoring communities.
- Water sources constructed or rehabilitated in the last 12 months.
- Sensitisation on water conservation received.

28.2 Methods of Collecting Safe Water

The rural monitoring communities in both Arusha Municipal and Arumeru District were asked to report on how safe water was collected. Table 52 shows the method of collection of water in the rural monitoring communities.

Table 52: Methods of Collecting Safe Water in Rural Monitoring Communities

	Arusha Municipal (<i>Rural</i>)			Arumeru District (<i>Rural</i>)	
	Elwani	Embara ruai	Erangau	Ngejusosia Kati	R.C.
Walking	✓	✓	✓	✓	✓
Donkey	✓	✓	✓	✓	✓
Tractor	✓	✓	✓	✓	✓
Bicycle	✓	✓	✓	x	x

The use of donkeys also involves walking. The physical exertion used in fetching water results in exhaustion for women and children.

28.3 Water Sources Constructed or Rehabilitated during the last 12 months

The three rural communities from Arusha Municipal, one community from the squatter area, Unga Limited in Arusha Municipal, and two rural communities from Arumeru District were asked to report on water sources constructed or rehabilitated in their communities during the last 12 months.

Table 53 shows that there has been construction or rehabilitation of water sources in only three of the monitoring communities during the last 12 months.

Table 53: Water Sources Constructed or Rehabilitated during the last 12 Months in Monitoring Communities

	Arusha Municipal (<i>Rural</i>)				Arumeru District (<i>Rural</i>)	
	Elwani	Embara ruai	Erangau	Viwandani	Ngejusosia Kati.	R.C
Construction or rehabilitation of water sources	✓	x	x	✓	x	✓

28.4 Sensitisation on Water Conservation

The three rural communities in Arusha Municipal, one community from the squatter area, Unga Limited in Arusha Municipal, and two rural communities in Arumeru District were asked to report on the amount of sensitisation on water conservation received in their communities during the last 12 months.

Table 54 shows that in the last 12 months there has been no sensitisation on water conservation in the monitoring communities.

Table 54: Sensitisation on Water Conservation Received during the last 12 months in Monitoring Communities

	Arusha Municipal (<i>Rural</i>)				Arumeru District (<i>Rural</i>)	
	Elwani	Embara ruai	Erangau	Viwandani	Ngejusosia Kati.	R.C
Water conservation sensitisation	x	x	x	x	x	x

Arumeru District has reported that water conservation activities in the district in the last 12 months have been construction of a tank for rainwater harvesting at Arumeru District Hospital and the supply of information on the construction of a small dam in Kisongo.

Arusha Municipal educated people and the community on proper environmental conservation of water sources in Unga Limited and Ngarenaro at a cost of Tsh 10,000,000 and held stakeholder meetings for a Water for the Future campaign in all wards.

29. Water - HIV/AIDS and Other Key Issues

29.1 HIV/AIDS and Access to Safe Water

The three rural monitoring communities from Arusha Municipal, one community from the squatter area, Unga Limited in Arusha Municipal, and two rural communities from Arumeru District voiced comments on how HIV/AIDS is affecting access to safe water in their communities.

“We have a family where both parents are suffering from HIV/AIDS. They have three children aged five, three and one. They cannot easily get safe water as they are now depending on relatives to fetch water for them”. *Embararuai community*

“HIV/AIDS patients need cleanliness and this is a problem as it takes a long time to fetch water.” *Viwandani community*

Table 55 gives the key points on the effects of HIV/AIDS on access to safe water in the monitoring grassroots communities.

Table 55: Key Points - Effects of HIV/AIDS on Access to Safe Water in Monitoring Communities

Effects of HIV/AIDS on Access to Safe Water	
1	Families living with HIV/AIDS depend on their relatives to fetch water for them.
2	Cleanliness for those living with HIV/AIDS is difficult to maintain as it takes so long to fetch water.

29.2 Voices from the Grassroots on other Key Water Issues

The three rural monitoring communities from Arusha Municipal, one community from the squatter area, Unga Limited in Arusha Municipal, and two rural communities from Arumeru District also voiced comments on other issues they have about water.

“Water sources are seven hours away from the community. We request that water sources be constructed near us.” *Elwani community*

“Lemara spring water is unsafe for human consumption because it is infected with typhoid and we propose that the water authority should find a reasonable way to treat the water to make it safe.” *Elwani community*

“We were supplied with water by AUWSA but there was dispute over the water bill because most of the water was lost by leakage before it reached the village. The water supply was cut off. It is proposed to settle the dispute by putting a meter before the tank on the supply and then the cumulative bill will be paid by the villagers past the tank. However, people who have pipes before the tank are taking the water so we have not had tap water for months now which is why we go to Mkonoo or Oljoro.” *Embararuai community*

“We take 6-11 hours a day to fetch water from Mkonoo village or Oljoro JKT camp. The water from Mkonoo is contaminated by typhoid and therefore many of us are infected which means we have to spend time and money on treatment instead of doing other development activities.”

Embararuai community

“Water is very far away from us which results in people using nearby water which is not safe. Water from Themis river is contaminated since all industries in Arusha discharge their waste water into it. This results in typhoid, fevers, skin infections and abdominal problems.” *Erangau community*

“Existing taps are not enough to satisfy the demand. There are 12 taps for the whole subward producing irregular water. We request more water taps.” *Viwandani community (squatter area)*

“We request regular education on rainwater harvesting and environmental conservation such as not cutting down trees. It is important we understand the real meaning of conservation so we don’t end up with a dry area.

Viwandani community (urban)

R.C. community (rural)

“There is one protected well in our community but the water has too much fluoride. We request some means of water treatment to make it safe for drinking.” *R.C. community*

“The water problem is hindering production activities in our community because instead of going to the farm or school, mothers and children spend a lot of time looking for and fetching water.” *Ngejusosia Kati community*

“The safe water we are fetching is from 10 kilometres away. We request that we be connected to water from Kilimanjaro which is on the border of our sub-village 4 kilometres away.” *Ngejusosia Kati community*

Table 56 gives the key points on other water issues raised by the monitoring communities.

Table 56: Key Points - Other Water Issues in Monitoring Communities

Key Water Issues	
1	The time and energy taken to collect water from distant water sources hinders progress on production and development activities.
2	Water contaminated with typhoid, or livestock or industrial waste, means time and money is spent on treatment for illnesses rather than on development activities.
3	Water supplied by AUWSA is lost by leakage resulting in disputes.
4	Inadequate water supply in the squatter area of Arusha Municipal.
5	Education on rainwater harvesting and environmental conservation is required.
6	Treatment is required to reduce the amount of natural fluoride in the water to make it safe for drinking and to decrease the prevalence of fluorosis.

30. Water – Conclusions and Recommendations

30.1 Conclusions

1. Arumeru District has allocated expenditure for tangible PRS activities such as construction and rehabilitation of water sources. However, there is no investment on alternative activities such as promotion of rainwater harvesting and sensitisation on water conservation to ensure water is available in the future. Arusha Municipal has no water budget as activities are now handled by AUWSA.
2. Arumeru District spends less than 15% of the OC budget on PRS activities. Nearly 50% of the OC budget is allocated to the purchase of a vehicle.
3. Arumeru District's development budget concentrates on construction and rehabilitation of water sources. Arusha Municipal does not have a development plan as the activities are handled by AUWSA.
4. The monitoring communities all have access to piped water which is defined as 'improved water'. However, the distance to the piped water and the time taken for fetching the water far exceed a reasonable time with four out of the six monitoring communities taking seven or more hours to collect water.
5. The main method of collecting water in the rural monitoring communities is by walking and the time taken results in exhaustion for the women and children. This means less time is spent on productive activities such as cultivating crops and education. Those living with HIV/AIDS have difficulties in fetching safe water.
6. Only three of the monitoring communities have had any construction or rehabilitation of water sources in the last 12 months. None have received any water conservation sensitisation.
7. Although the rural monitoring communities travel a great distance to collect water, some 'improved' sources are contaminated by killer diseases such as typhoid. Time and money spent on getting treatment means less time spent on development activities.
8. The squatter area monitoring community can collect water within a reasonable distance but there are inadequate taps to service the community.
9. Monitoring communities need education on rainwater harvesting and maintaining the environment to help them understand conservation.

30.2 Recommendations

1. Access to improved water within a reasonable distance is essential for grassroots communities for their health and well-being and to enable them to participate in economic, education and social activities that will aid their development.
 - **Recommendation 1(a)** – that Local Governments involve grassroots communities in all processes of water sources development and improvements, including prioritising work to be done.
 - **Recommendation 1(b)** – during the PRS Review, develop a PRS Indicator and a target for 'time taken to fetch water' and then monitor progress.

- **Recommendation 1(c)** – that the Local Governments enforce water quality laws to protect communities from water-borne diseases.
- 2. Continuing to construct and rehabilitate water sources will save grassroots communities time and energy used in fetching water.
 - **Recommendation 2(a)** – that Arumeru District Council considers how to address the severe shortage of water in King’ori.
 - **Recommendation 2(b)** - that the budget and activities of AUWSA be made aware to communities in Arusha Municipal and monitored to ensure its strategies are pro-poor.
- 3. Water conservation is required to ensure water is available in the future.
 - **Recommendation 3** –that Local Governments consider including the PRS activities of water conservation sensitisation programmes and promotion of rainwater harvesting in the budgets.
- 4. Fetching water is difficult for those living with HIV/AIDS.
 - **Recommendation 4** – that Local Governments considers how to supply clean water to those living with HIV/AIDS

30.3 Opportunities for future Monitoring, Evaluation and Research

1. Continuing to monitor PRS budgets and activities for water in future years to track progress on pro-poor strategies.
2. Monitoring the outputs and impacts of water conservation sensitisation.
3. Monitoring the flow of information between communities and local water authorities and water suppliers

31. Other PRS Priority Sectors

31.1 Voices of the Grassroots to the Government on other Poverty Issues

At the public meetings in the grassroots communities, people also voiced messages to the government on other key poverty issues, in addition to the information given on the primary education, health, agriculture, roads and water sectors.

31.2 Participation in Development Activities

“Information on funds allocation for poverty reduction is not given to the people.” *All monitoring communities.*

“Meeting announcements concerning information delivery are not reaching the people.” *Elwani and Erangau communities*

“The Government should ensure that all development activities are done with community participation. Activities such as tendering, rehabilitation of roads and dispensaries are now being done without involving the community so we are not aware of the quality standard or how funds are being allocated.” *Loolasho, Mangashini Olevolosi, Loolovon, and Erangai communities*

“Information on support given for primary education should be given during the community general meeting.” *R.C. community*

“Reports on expenditure for development activities should be given to the community.” *Elwani community*

Key Points

- Information on funds allocation for poverty reduction activities is not being provided to communities.
- Communities are not participating in development processes - from design to implementation to monitoring.
- Communities are not being given expenditure reports on development activities.

31.3 Good Governance

“The government should consider the issues of good leadership and good governance as leaders are protecting themselves.” *Mangashini community*

“Corruption and bribes are increasing tremendously, especially in Courts.” *Loolasho community*

“Police ask for bribes to follow-up cases at Court.” *Viwandani community*

“Leaders should fulfil the promises they gave when seeking election.” *Mangashini community*

“Leaders at the village level are not transparent.” *Elwani community*

“Local executives should stop engagement in monopolies and corruption.” *Makaburi ya Baniani community*

“Community leaders should be taught their responsibilities and teach their communities their rights.” *R.C. and Ngejusosia communities*

Key Points

- Transparency and accountability of Government officials and community leaders is lacking at all levels.
- Corruption is a cost to grassroots communities.
- Corruption is hindering poverty reduction.

“Municipal officers should stop harassing and embarrassing people when they are establishing small businesses.” *Tindiga community*

“Keeping civil servants in one working place for a long time reduces their efficiency.” *Mangashini community*

“During the harvesting season a sack of maize is bought from the farmer for Tsh 5,000 and then during a famine the same sack is sold back to the farmer for Tsh 14,000.” *Loolovon community*

“Community members and leaders should be educated on the importance of transparency when it comes to reports and information sharing.” *Elwani community*

“Donor funds and aid should be monitored by the government to make sure they are not squandered.” *Elwani community*

“Credit and loans are not provided without corruption.” *Viwandani community*

31.4 Taxes and Fees

“The government should monitor and report the expenditure of taxes collected from the people.” *Elwani community*

“People are being humiliated when asked to pay taxes and their livestock taken away.” *Loolasho community*

“The Mortuary Fee of Tsh 5,000 should be abolished.” *Tindiga community*

Key Points

- Taxes and fees, and their collection, are not fair and reasonable.
- Inequitable taxes and fees hinder poverty reduction.

31.5 Credit Facilities

“Credits to provide capital should be given to all people, including women, youth and elders.” *Mangashini, Loolovon, Oyster Bay, Elwani, Erangau and Tindiga communities*

“Co-operative Unions should be returned.” *Mangashini community*

Key Points

- Micro-credit facilities are essential in order to reduce poverty in communities.
- There is a lack of co-operative unions in grassroots communities.

31.6 Gender

“Women are not involved in decisions. For example, women cultivate and harvest the crops which are then taken by men for their own benefits.” *Olevolosi community*

“Women are doing a lot of work to take care of the family and household and to generate income by engaging in petty businesses and agriculture.” *Embararuai community*

“Men should be educated to stop the habit of marrying extra wives in years of good harvests.” *Embararuai community*

Key Points

- Women are not involved in decisions that affect their lives and livelihoods.
- Women work long hours leaving them little chance to participate in development activities.
- Female genital mutilation continues in rural monitoring communities.

“Education on female genital mutilation is not given and accepted.” *Olevolosi community*

31.7 Vulnerable Groups

“The government should develop strategies to help elders support themselves and include elders in the government.” *Tindiga community*

Key Points

- The elderly are not being supported by communities or by government.

31.8 Youth

“The government should seriously consider the issue of youth unemployment. Youths should be given activities to earn income and trained on self-development. Idleness results in gangsters, alcoholism, drug abuse and an increase in HIV/AIDS.” *Tindiga and Oyster Bay communities*

Key Points

- Youth unemployment is resulting in social problems in squatter areas.
- There is a lack of self-development, vocational and technical training for youths.

“The government could help youth by providing them with vocational or technical agriculture and livestock education to stop them from migrating to towns and seeking employment as security guards or miners.” *Mashariki, Loolovon and Tindiga communities*

31.9 Employment

“Some companies treat their workers unfairly, with low salaries and bad conditions.” *Viwandani community*

Key Points

- Good work practices are not being followed by employers in squatter areas.

“Workers experience working hours from 6.00am to 7.00pm without overtime payments.” *Viwandani community*

“Salaries are given when the owner wants to do it and are often months late.” *Viwandani community*

31.10 Environment

“Water sources pollution should be controlled and legislation against polluters enforced.” *Olevolosi community*

Key Points

- The environment in squatter areas is unclean.
- There is a lack of security in squatter areas and crime is increasing.
- There is a lack of town planning in squatter areas.
- Water pollution is an environmental and safety hazard.

“The environment is very dirty and plastic bags are widespread. There should be a permanent cleanliness plan.” *Tindiga community*

“Houses are crowded together and in a fire it would be difficult to rescue victims. Residential areas should be planned and surveyed.” *Makaburi ya Baniani and Viwandani communities*

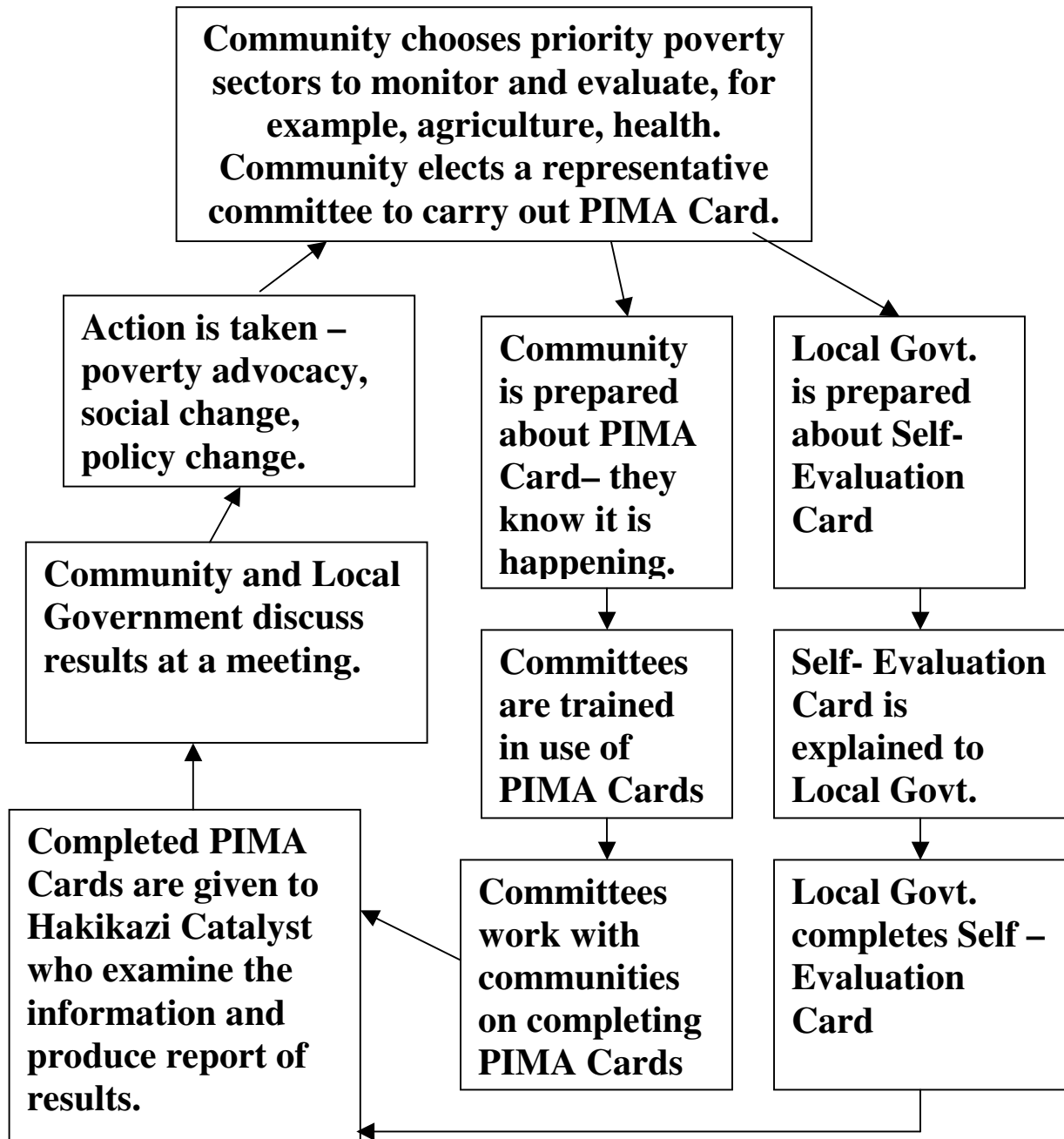
“Armed robberies are increasing and people are being killed. Security is very poor and more polices are needed.” *Viwandani and Makaburi ya Baniani communities*

Advocacy Opportunities and Key Questions

1. Are priorities from local authorities considered when setting budget ceilings at national level?
2. Why are local authorities and communities not working together to rationalise priorities for budget expenditure?
3. Why are there not more ‘quality’ targets and indicators for PRS Priority Sectors?
4. Is there any relationship between the Tanzanian budget system, PRS and the desired outcome?
5. What is the role of peoples’ representatives?
6. Why is budget information on personal emoluments and other charges not put on notice boards by local authorities?

Appendices

Appendix 1: Cycle of PIMA Card



Appendix 2: Priority Sectors for Grassroots Monitoring Communities

Arumeru District											
PIMA Card	Oloitushula Village			Total Oloitushula	Ngejusosia Village			Total Ngejusosia	Total Arumeru District		
	Loolasho	Lolovon	Mashariki		Mangashini	R.C.	Ngejusosia Kati				
Agriculture	1	1	1	3	1	1	1	3	6		
Roads	1	1		2				0	2		
Primary Education			1	1	1			1	2		
Health				0				0	0		
Water				0		1	1	2	2		
Total				6				6	12		
Arusha Municipal											
	Unga Limited Ward				Total Unga Ltd	Terrat Ward				Total Terrat	Total Arusha Municipal
	Tindiga	Makaburi ya Baniani	Oyster Bay	Viwandani		Olevolosi	Embararuai	Elwani	Erangau		
Agriculture					0					0	0
Roads					0	1	1	1	1	4	4
Primary Education	1	1	1	1	4					0	4
Health	1	1	1		3	1				1	4
Water				1	1		1	1	1	3	4
Total					8					8	16

Appendix 3: Primary School Education Budgets

Table 57: Arusha Municipal Primary Education Budget (Tshs)

	2003/2004
Primary School PE	1,636,699,875
Primary School OC	230,077,000
Council Admin PE	1,269,157,000
Council OC	307,410,700
Total Arusha Municipal Budget	3,443,344,575

Table 58: Arumeru District Primary Education Budget (Tshs)

	2003/2004
Primary School PE	3,312,332,407
Primary School OC	79,112,625
Council Admin PE	18,736,639
Council OC	536,490,487
Total Arumeru District Budget	3,946,672,158

Table 59: Arusha Municipal Primary Education PRS Activities – OC Budget (Tshs)

Council Activity	2003/2004	% OC Budget	Details	PRS Activity
Teacher's Training	13,525,000	2.5	350 teachers	Upgrading teachers
Teaching materials & textbooks	53,973,000	10.0	26 schools	Improving resources
Exercise books	14,188,555	2.6	26 schools	Improving resources
Total Arusha Municipal PRS Activities	81,686,555			

Table 60: Arumeru District Primary Education PRS Activities – OC Budget (Tshs)

Council Activity	2003/2004	% OC Budget	Details	PRS Activity
Leadership training of head teachers	13,000,000	2.1	200 head teachers	Upgrading teachers
Ordinary teachers' training	12,500,000	2.0	500 teachers	Upgrading teachers
Teachers' seminars & courses	4,668,667	0.8	400 teachers	Upgrading teachers
Recruitment of teachers	26,250,000	4.3	125 teachers	Improving pupil-teacher ratio
Reallocation of teachers	56,150,000	9.1	410 teachers	Improving pupil-teacher ratio
Purchasing teaching materials	87,840,000	14.3	Equipment	Improving resources
Total Arumeru District PRS Activities	200,408,667			

Table 61: Arusha Municipal Primary Education PRS Activities – Development Budget (Tshs)

Council Activity	2003/2004	Funding Source	Amount	PRS Activity
Repair 32 classrooms	34,000,000	Central Govt.	5,000,000	Improving schools
		Community	16,000,000	
		Council	13,000,000	
Rehabilitating teachers' houses	5,000,000	Council	5,000,000	Improving teachers' houses
Construct 6 classrooms	24,000,000*	Central Govt.	18,000,000	Improving schools
		Community	6,000,000	
Total Arusha Municipal Development	39,000,000			
* Figure appears incorrect as each classroom costs 6,773,140 /=				
Total cost for 6 rooms		40,638,840		

Table 62: Arumeru District Primary Education PRS Activities – Development Budget (Tshs)

Council Activity	2003/2004	Funding Source	Amount	PRS Activity
Distributing textbooks	100,000,000	Central Govt.	100,000,000	Improving resources
Repair classrooms	100,000,000	Central Govt.	100,000,000	Improving schools
Construct 20 teachers' houses	42,500,000	Central Govt.	4,000,000	Improving teachers' houses
		Council	8,500,000	
		Community	30,000,000	
Construct 14 classrooms	44,000,000	Central Govt.	3,000,000	Improving schools
		Council	8,500,000	
		Community	32,500,000	
Construct classrooms & teachers' houses*	1,600,000,000	Donors & Capitation Fund	1,600,000,000	Improving schools
Total Arumeru District Development	1,886,500,000			
* No details given				

Appendix 4: Health Budgets

Table 63: Arusha Municipal Health Budget (Tshs)

	2003/2004
Health Services PE	413,909,901
Health Services OC	308,489,340
Council Admin PE	454,360,800
Council OC	71,505,900
Total Arusha Municipal Budget	1,248,265,941

Table 64: Arumeru District Health Budget (Tshs)

	2003/2004
Health PE	417,826,549
Health OC	396,391,100
Total Arumeru District Budget	814,217,649

Table 65: Arusha Municipal Health PRS Activities – OC Budget (Tshs)

Council Activity	2003/2004	% OC Budget	Details	PRS Activity
Purchase kerosene supplies	4,200,000	1.1	41 cold chain facilities for vaccines	Strengthening management of childhood illnesses
Purchase mosquito nets and insecticide	8,520,000	2.2		Implementing malaria control programme
Radio announcements & leaflets	2,551,436	0.7	Education on prevention	Controlling communicable diseases
Training community HIV/AIDS counsellors	6,550,000	1.7	156 counsellors	Promoting HIV/AIDS awareness
Training health workers	3,000,000	0.8	10 staff	Improving quality of health care
Total Arusha Municipal PRS Activities	24,821,436			

Table 66: Arumeru District Health PRS Activities – OC Budget (Tshs)

Council Activity	2003/2004	% OC Budget	Details	PRS Activity
District Hospital staff training & seminars	2,000,000	0.5	Nurses/ Lab Technicians, Pharmacists	Improving quality of health care
Health Officers training	4,320,000	1.1	48 officers	Improving quality of health care
HIV/AIDS sensitisation & teaching material	12,000,000	3.0	In 37 Wards	Promoting HIV/AIDS awareness
Education on communicable diseases & sanitation	1,488,000	0.4	In 37 Wards	Controlling communicable diseases
Rural Health Services training and seminars	2,400,000	0.6	8 staff	Improving quality of health care
Dispensaries training and seminars	2,000,000	0.5	39 Clinical Officers, 48 Health Officers	Improving quality of health care
Total Arumeru District PRS Activities	24,208,000			

Table 67: Arusha Municipal Health PRS Activities – Development Budget (Tshs)

Council Activity	2003/2004	Funding Source	Amount	PRS Activity
Rehabilitation of health centres and dispensaries	64,043,000	Central Govt.	30,000,000	Strengthening health centres and dispensaries
		Council	34,043,000	
Total Arusha Municipal Development	64,043,000			

Table 68: Arumeru District Health PRS Activities – Development Budget (Tshs)

Council Activity	2003/2004	Funding Source	Amount	PRS Activity
Vaccines	40,000,000	Central Govt.	40,000,000	Strengthening management of childhood illnesses
Construction of dispensaries	168,647,699	Central Govt.	6,000,000	Providing health care within reachable distances
		Council	4,022,617	
		Community	158,625,082	
Construction of health centre wards	30,370,000	Central Govt.	2,000,000	Providing health care within reachable distances
		Council	500,000	
		Community	16,400,000	
		Donors	11,470,000	
Construction of latrines at markets	9,042,467	Basket grant	9,042,467	Controlling communicable diseases
Renovation of District Hospital	113,216,205	Cost sharing fund	107,516,205	Improving quality of health care
		Basket grant	5,700,000	
Construction of staff quarters	18,300,000	Central Govt.	2,000,000	Improving quality of health care
		Council	2,000,000	
		Community	14,300,000	
Renovation of dispensaries	19,168,720	Basket grant	5,868,720	Strengthening dispensaries
		Community	13,300,000	
Renovation of staff houses	5,640,924	Council	2,640,924	Strengthening health centres
		Community	3,000,000	
Renovation of health centre wards	8,880,308	District renovation fund	5,000,000	Strengthening health centres
		Basket grant	2,880,308	
		Community	1,000,000	
Renovation of buildings at District Hospital	10,216,205	Basket grant	5,216,205	Improving quality of health care
		Community	5,000,000	
Renovation of sewage system at Dist. Hospital	5,000,000	Central Govt.	5,000,000	Controlling communicable diseases
Total Arumeru District Development	428,482,528			

Appendix 5: Agriculture and Livestock Budgets

Table 69: Arusha Municipal Agriculture and Livestock Budget (Tshs)

	2003/2004
Agricultural Services PE	88,312,402
Agricultural Services OC	72,174,000
Council Admin PE	100,157,500
Council OC	20,499,000
Total Arusha Municipal Budget	281,142,902

Table 70: Arumeru District Agriculture and Livestock Budget (Tshs)

	2003/2004
Agricultural PE	231,358,240
Agricultural OC	22,450,000
Total Arumeru District Budget	253,808,240

Table 71: Arusha Municipal Agriculture and Livestock PRS Activities – OC Budget (Tshs)

Council Activity	2003/2004	% OC Budget	Details	PRS Activity
Establish 20 Farmer Field Schools	10,526,369	11.4	500 farmers - crop husbandry	Increasing quality production
Train the Trainers for Village Extension Officers	4,527,000	4.9	20 Officers	Improving extension services
Purchase 36 pieces technical equipment	900,000	1.0	Preventive services to 35,500 animals	Improving livestock productivity
Provide vaccinations	728,000	0.8	Preventive services to 35,500 animals	Improving livestock productivity
Livestock management skills	1,188,000	1.3	38 staff	Improving livestock productivity
Train extension service staff	1,500,000	1.6	2 staff	Improving extension services
Courses & seminars	1,000,000	1.1	4 employees	Improving extension services
Repair & construct water canals	10,000,000	10.8		Improving irrigation
Purchase insecticide	3,000,000	3.2		Increasing quality production
Develop oxen plough training station	4,500,000	4.9		Improving farming methods
Establish vegetable & fruit garden	3,000,000	3.2		Diversifying crops
Total Arusha Municipal PRS Activities	40,869,369			

Table 72: Arusha Municipal Agriculture and Livestock PRS Activities – Development Budget

No Development Budget

Table 73: Arumeru District Agriculture and Livestock PRS Activities – OC Budget (Tshs)

Council Activity	2003/2004	% OC Budget	Details	PRS Activity
Pest control	1,500,000	6.7	Purchasing supplies	Increasing quality production
Train Extension Officers	2,500,000	11.1	70 Officers	Improving extension services
Disease control	1,000,000	4.5	Animal epizootic diseases	Improving livestock productivity
Vaccinations	5,000,000	22.3	Anthrax & BQ 110,000 animals	Improving livestock productivity
Village seminars	1,500,000	6.7	20 days	Improving livestock productivity
Total Arumeru District PRS Activities	11,500,000			

Table 74: Arumeru District Agriculture and Livestock PRS Activities – Development Budget (Tshs)

Council Activity	2003/2004	Funding Source	Amount	PRS Activity
Introduce better methods for producing coffee	3,000,000	Central Govt.	1,000,000	Increasing quality production
		Council	2,000,000	
Extend extension services	52,752,562	Central Govt & World Bank	52,752,562	Improving extension services
Train farmers in drier areas	1,350,000	Council	1,350,000	Improving farming methods/ diversify crops
Train farmers on fertilising	180,000,000	World Bank	175,000,000	Improve soil fertility
		Council	5,000,000	
Rehabilitate small irrigation schemes	631,277,383	World Bank	600,000,000	Improving irrigation
		Farmers	30,000,000	
		Council	1,277,383	
Rehabilitate traditional irrigation	30,500,000	TIP organisation	20,000,000	Improving irrigation
		Central Govt	5,000,000	
		Council	2,000,000	
		Water groups	3,500,000	
Train farmers on soil conservation	6,500,000	Donors	4,000,000	Improving environment
		Farmers	2,500,000	
Encourage use of alternative fuel	2,100,000	Donors	1,000,000	Improving environment
		Farmers	800,000	
		Council	300,000	
Renovate cattle dip	2,500,000	Council	2,500,000	Improving livestock productivity
Extend artificial insemination services	1,000,000	Council	1,000,000	Improving livestock productivity
Construct water pond	19,000,000	Donors	13,000,000	Improving livestock productivity
		Community	4,000,000	
		Council	2,000,000	
Conduct livestock census	1,500,000	Council	1,500,000	Improving livestock productivity
Control epizootic outbreaks	5,000,000	Donors	4,000,000	Improving livestock productivity
		Council	1,000,000	
Total Arumeru District PRS Activities	936,479,945			

Appendix 6: Increase/ Decrease in Quantity of Crops Produced in Monitoring Communities 2001 – 2003

Index (2001 = 100 except for Sunflower 2002 =100)

	Arumeru District					
	Musa Ward - Oloitushula Village			King'ori Ward -Ngejusosia Village		
	Loolasho	Lolovon	Mashariki	Mangashini	R.C.	Ngejusosia Kati
Maize 2002	111	127	100	152	157	209
Maize 2003	20	12	11	73	70	106
Beans 2002	101	133	96		33	56
Beans 2003	39	19	49		64	41
Wheat 2002	67	140	49			
Wheat 2003	0	60	42			
Pigeon Peas 2002	143			122		295
Pigeon Peas 2003	43			14		23
Cow Peas 2002	100		100			
Cow Peas 2003	20		22			
Chick Peas 2002	150	200	104			
Chick Peas 2003	275	220	129			
Tobacco 2002	120		192			
Tobacco 2003	120		192			
Sunflower 2003				99		67

Appendix 7: Quality of Crops Produced in Monitoring Communities 2001 - 2003

	Arumeru District					
	Musa Ward - Oloitushula Village			King'ori Ward -Ngejusosia Village		
	Loolasho	Lolovon	Mashariki	Mangashini	R.C.	Ngejusosia Kati
Maize 2001	good		good		good	poor
Maize 2002	v.good		good		v.good	good
Maize 2003	poor		poor		poor	poor
Beans 2001	good	poor	good		v.good	good
Beans 2002	good	good	poor		poor	good
Beans 2003	poor	poor	poor		good	poor
Wheat 2001	good	poor	good			
Wheat 2002	good	good	poor			
Wheat 2003	poor	poor	poor			
Pigeon Peas 2001	good			good		poor
Pigeon Peas 2002	v.good			v.good		good
Pigeon Peas 2003	poor			poor		poor
Cow Peas 2001	good		good			
Cow Peas 2002	good		good			
Cow Peas 2003	poor		poor			
Chick Peas 2001	poor	poor	poor			
Chick Peas 2002	good	good	good			
Chick Peas 2003	v.good	v.good	v.good			
Tobacco 2001	good		poor			
Tobacco 2002	v.good		good			
Tobacco 2003	v.good		good			
Sunflower 2002						good
Sunflower 2003						poor

Appendix 8: New Cash Crops Produced in Monitoring Communities 2001 - 2003

Arumeru District		2001	2002	2003
Musa Ward - Oloitushula Village	Loolasho	Sunflowers	Flowers	
		Coriander Seeds		
	Lolovon			Flowers
	Mashariki			
King'ori Ward - Ngejusosia Village	Mangashini	Sunflowers		
	R.C.		Pigeon Peas	Sunflowers
	Ngejusosia Kati		Sunflowers	

Appendix 9: Roads Budgets

Table 75: Arusha Municipal Roads Budget (Tshs)

	2003/2004
Road Services PE	12,047,750
Road Services OC	246,736,296
Council Admin PE	20,226,100
Council OC	15,882,400
Total Arusha Municipal Budget	294,892,546

Table 76: Arumeru District Roads Budget (Tshs)

	2003/2004
Roads PE	25,952,796
Roads OC	48,688,000
Total Arumeru District Budget	74,640,796

Table 77: Arusha Municipal Roads PRS Activities – OC Budget (Tshs)

Council Activity	2003/2004	% OC Budget	Details	PRS Activity
Training staff on road maintenance	1,800,000	0.7	2 staff	Rehabilitating roads
Maintenance tarmac roads	70,000,000	26.7		Rehabilitating roads
Maintenance sand roads	15,000,000	5.7		Rehabilitating roads
Total Arusha Municipal PRS Activities	86,800,000			

Table 78: Arumeru District Roads PRS Activities – OC Budget (Tshs)

Council Activity	2003/2004	% OC Budget	Details	PRS Activity
Training staff	700,000	1.4	2 staff	Rehabilitating roads
Road and bridge construction	1,500,000	3.1		Rehabilitating roads
Total Arumeru District PRS Activities	2,200,000			

Table 79: Arusha Municipal Roads PRS Activities – Development Budget (Tshs)

No Development Budget

Table 80: Arumeru District Roads PRS Activities – Development Budget (Tshs)

Council Activity	2003/2004	Funding Source	Amount	PRS Activity
Rehabilitating & constructing roads, bridges & culverts	154,500,000	Local Govt Road Toll Fund	154,500,000	Improving roads
Constructing roads	264,950,000	African Development Fund	264,950,000	Improving roads
Total Arumeru District Development	419,450,000			

Appendix 10: Urgent Road Programmes Needed in Monitoring Communities

District	Community	Road Programmes Needed
Arusha Municipal Terrat Ward	Elwani	Rehabilitation of Burka bridge on main route to Arusha as it is in a dangerous condition.
		Rehabilitation of main road to Arusha up to Murram level.
		Construction of road to Mkonoo health centre.
	Embararuai	Construction of road and bridge to Mkonoo health centre.
		Construction of road and bridge to Laroi village. To enable collection of building aggregates and access to the livestock and agricultural markets at Mirongoire.
		Construction of road to Olokii to enable purchasing of foodstuffs, livestock, veterinary drugs and clothes.
	Erangau	Construction of a bridge to join Terrat and Njiro in Arusha.
	Olevolosi	Rehabilitation of roads to Nadosoito village which has a market and Mkonoo for hospital access.
		Construction of five culverts: Diwani gully; Melani gully; Memusi; Saiguran Migwani; Njoree.
Rehabilitation of the main sub-village road to enable access to markets.		
Arumeru District – Oloitushula Village	Lolovon	Rehabilitation of bridges and culverts that were constructed poorly: culverts from Godau to Olchoroyus; Lesanic bridge; Nadaare bridge; Letion bridge
	Loolasho	Completion of TPRI-Monduli road as it was not finished during construction.

Appendix 11: Water Budgets

Table 81: Arusha Municipal Water Budget

Arusha Municipal does not have a Water Budget for 2003/2004
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Table 82: Arumeru District Water Budget (Tshs)

	2003/2004
Water PE	24,497,636
Water OC	77,908,750
Total Arumeru District Budget	102,406,386

Table 83: Arumeru District Water PRS Activities – OC Budget (Tshs)

Council Activity	2003/2004	% OC Budget	Details	PRS Activity
Rehabilitation of gravity schemes	7,000,000	9.0	60 schemes	Providing clean and safe water
Water connection meters	4,500,000	5.8	50,000 connections	Providing clean and safe water
Total Arumeru District PRS Activities	11,500,000			

Table 84: Arumeru District Water PRS Activities – Development Budget (Tshs)

Council Activity	2003/2004	Funding Source	Amount	PRS Activity
Continue constructing Nasapoli pipeline	19,600,000	Central Govt	5,000,000	Providing clean and safe water
		Council	5,000,000	
		Community	9,600,000	
Constructing dam at Imbibia	13,000,000	Central Govt	5,000,000	Providing water for livestock
		Council	5,000,000	
		Community	3,000,000	
Renovating Tengeru pipeline	10,000,000	Central Govt	3,000,000	Providing clean and safe water
		Council	3,000,000	
		Community	4,000,000	
Continue constructing Ngaramtoni water project	16,000,000	Central Govt	5,000,000	Providing clean and safe water
		Community	11,000,000	
Rehabilitating of Nguruma pipeline	6,024,500	World Vision	6,024,500	Providing clean and safe water
Constructing Kikatiti pipeline	249,300,000	Donors	249,300,000	Providing clean and safe water
Rehabilitating of Ngarenanyuki pipeline	3,000,000	Central Govt	1,500,000	Providing clean and safe water
		Community	1,500,000	
Continue constructing Sokon II pipeline	3,000,000	Central Govt	1,500,000	Providing clean and safe water
		Community	1,500,000	
Total Arumeru District Development	319,924,500			

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Acknowledgements

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