

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

Hakikazi Catalyst, in collaboration with Oxfam Ireland, used Participatory Action Learning Research to gain an indication of how poverty reduction strategies are working in grassroots communities.

Hakikazi Catalyst is an independent, non-profit, non-governmental and non-religious Tanzanian social and economic justice organisation. Hakikazi has undertaken participatory monitoring of the Tanzania Poverty Reduction Strategy (PRS) and pro-poor expenditure in selected areas of Arusha Municipal and Arumeru Districts in the Arusha Region, Tanzania. The intention was to give an indication of how PRS is working in the selected grassroots communities.

Tanzania has developed a range of poverty reduction policies including the PRS. The Poverty Monitoring Master Plan outlines poverty monitoring in detail and identifies the need to determine if PRS activities are improving the welfare of poor people. The participatory monitoring has made 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 built the capacity of the selected grassroots communities by using participatory action learning research from February to September 2003. This has empowered these communities to demand accountability by monitoring and evaluating PRS budgets, targets, indicators and activities.

The primary stakeholders were 14 squatter and rural grassroots communities, ranging in size from 60 to 900 households. Other key stakeholders were 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 project.

Research Focus

Key Research Questions

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

The participatory research focused on three areas.

1. An analysis of the Arusha Municipal and Arumeru District Councils' 2003/2004 Budgets was undertaken to determine recurrent and development budgets for PRS

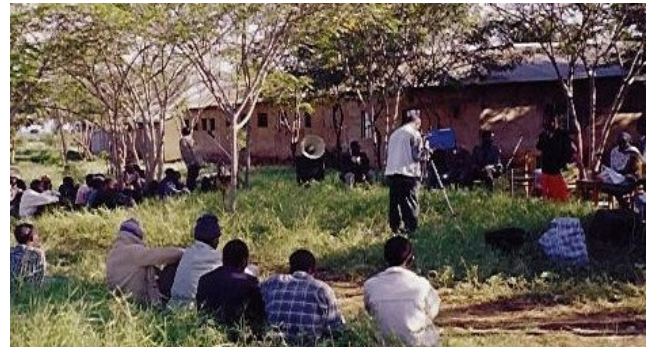


Photo - Lorailee Hyde

Village Participatory Meeting

priority sectors; what PRS activities for the priority sectors were included; and expenditure allocation for PRS activities.

2. Information was collected 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. Rather than the data collection being done through focus groups with facilitators as for Community Score Cards, a committee of 15 members in each community collected the data. The PIMA Card initiative collected both quantitative and qualitative information with the unit of analysis being the community.

The process involved capacity building for Local Government officials, CSOs, CBOs, community leaders and community members; holding community based PRS debates; selecting and training PRS monitoring committees; collecting the information with a PIMA Card; and analysis of the information.

Each monitoring community selected two PRS priority sectors to monitor and evaluate with PIMA Cards and a representative committee. 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 included equal numbers of men and women.

3. A Self-Evaluation Card was 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.

Key Findings of Monitoring Communities - Perceptions

- The Government is making a difference in the priority sectors. However, resources allocated are not adequate to meet the demand of services required and resources for poverty eradication are not being allocated fairly.
- Some of the most vulnerable groups, such as single and widowed women, orphans, youths and those living with HIV/AIDS, have difficulty accessing basic services, for example, education and water.
- HIV/AIDS awareness and sensitisation programmes are not having the desired impact in the communities.
- There is a lack of transparency in terms of comparing what resources have been allocated versus actual expenditure.
- Actuals on expenditure were difficult to obtain and there were no breakdowns of expenditure for individual items.
- There are indications that the priorities of the councils do not match the priorities of the communities.
- 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.

“HIV/AIDS is spreading widely as many people are not ready to talk publicly about the disease and the victims are not ready to tell others that they are infected.”

Makaburi ya Baniani community, Unga Limited, Arusha Municipal

PRS Priority Sectors

- **Education** - abolition of primary education school fees has had a positive effect on Standard One enrolment rate. However, there is a shortage of classrooms, teachers and other resources to cater for these children.
- **Health** - malaria control; improved reproductive health and family planning; and HIV/AIDS need attention.
- **Agriculture** - lack of extension services; poor roads; shortage of rainfall; farmers' inability to buy inputs; lack of credit; and absence of effective marketing infrastructures affect the quantity and quality of crops produced.
- **Rural Roads** - quality and quantity is extremely poor.
- **Water** - distance and time involved in collecting safe drinking water are immense and leave little time for participation in development activities.
- Problems relating to quality, quantity and equity in education, water and health are more pronounced in the Unga Limited squatter area than in the other communities.

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

Oyster Bay community, Unga Limited, Arusha Municipal

Empowerment

- The communities are not being provided with information on expenditure allocation for poverty reduction activities. They

also are not participating in development processes - from design to implementation to monitoring.

- The selected grassroots communities have been empowered 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.



Women have their say

Photo - Lorraine Hyde

- The project 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. Records of local discussions are being used as a negotiating tool with local authorities .
- The innovative PIMA Card process, with members of the community gathering information from the community, has been successful in exacting social and public accountability.

“The Government should ensure that all development activities such as tendering, rehabilitation of roads and dispensaries are done with community participation. Currently, we are not aware of quality standards or how funds are being allocated.”

Loolasho, Lolovon, and Mangashini communities, (Arumeru District), Olevolosi and Erangau communities, (Arusha Municipal)

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 not put on notice boards by local authorities?

You are invited as an individual or as a group to respond to these questions or to make any other comments. Send your responses to Hakikazi Catalyst, P O Box 781, Arusha or email hakikazi@cybernet.co.tz

Hakikazi Catalyst gratefully acknowledges the contribution of Makaburi ya Baniani, Oyster Bay, Tindiga, Viwandani, Erangau, Olevolosi, Elwani, Embararuai, Mangashini, Ngejusosia Kati, R.C., Lolovon, Loolasho and Mashariki communities.