

Poverty Reduction Strategy Review

**Consultation of
Civil Society Organisations from the
Southern Highlands Regions of Iringa, Mbeya, Rukwa and
Ruvuma**

**Held at
Rift Valley Hotel, Mbeya,
29-30 March 2004**

Executive Summary

1. This is the report of the Consultation of Civil Society Organisations in the Southern Highlands Regions of Iringa, Mbeya, Rukwa, and Ruvuma which took place 29-30 March 2004. Holding the consultation was instigated by the Vice President's Office, and facilitated by Hakikazi Catalyst in close collaboration with CSO networks from the Southern Highlands Regions, as well as other partners drawn in to support the consultation process. Ownership of the output of the consultations remains with the relevant CSO networks. 135 participants took part in the workshop.
2. The consultation took place in a two-day workshop. Day one focussed on generating knowledge and understanding of policy processes, and featured presentations on:
 - 'The Tanzanian Legal System: Reflection on Policy and Law', by Mr Francis K Stolla, of Hekima Associates.
 - 'Tanzania's Budget Process, PER and MTEF', by Mr Ntambi, of Ministry of Finance
 - 'Poverty / Environment Linkages', by Mr Arnold Mapinduzi, of NEMC.
 - 'The Poverty Environment Programme' by Mr Cletus Shengele, of DoE.
 - 'The PRS Review and the PRS Review Process', by Abdallah Shah of VPO.Day two was the facilitation of grassroots feedback into the PRS process. This was done on the basis of group discussions following the format laid down by VPO and using group discussions. The morning focussed on the priority sectors and the afternoon on the cross cutting issues.
3. The findings of the consultation are captured in this report (a) exactly as recorded by the various rapporteurs (in Annex 9) and (b) in summary form: for comments on the existing PRS (pages 7 – 14); for aspirations for the next PRS (pages 16-19).
4. Various themes however underpin the responses with regards **to the priority sectors**:
 - **Lack of equity in access to basic services:** this is based on problems with demand, such as traditional norms and values which make it hard for some groups access services, and the cost of services. There are also problems with supply of such services due to mismanagement and corruption.
 - **Inadequate budgetary allocations:** this was seen as at least a partial solution to many of the problems identified.
 - **Lack of participation in the development, implementation and monitoring of plans:** participants felt that many stakeholders see CSO participation as an extra, rather than a core component of good governance. Lack of access to relevant information inhibits meaningful participation. Marginalised groups, unsurprisingly, experience particular problems in participation.
 - **Lack of enforcement of laws and policies, and inequitable laws:** In some cases, particularly to do with natural resources, stronger law enforcement was felt necessary. Laws around employment, especially in the informal sector were argued to be inequitable. It was felt the Prevention of Corruption Bureau needs greater strength and independence.
 - **Poor management and Leadership** were blamed for some problems. Lack of relevant skills were highlighted, combined with a demand for higher standards of ethics and

accountability. It was also recognised that poor working conditions and low motivation contributed to the problems observed.

- **Need for widespread public education** was seen as a major requirement. Areas specifically identified were: civics, rights, social issues and the needs of marginalised groups, the damaging effects of some traditional practices, the damaging effects of corruption, environmental issues, health, and education with specific benefits for livelihoods and economic development. Education was seen as a solution to a ‘moral decay’ which some felt was contributing to social problems like HIV/AIDS.
- **Lack of access to capital and financial resources:** this specifically related to difficulties especially for marginalised groups in accessing loans, and accessing support for particular purposes like education.

5. In terms of proposals for the next PRS, most of the responses to this section are a logical follow on to the previous section. For example, where the problem was lack of access to quality basic services, the priority for the next five years to get access to quality services; where the issue was poor governance, the need is equitable and accountable enforcement of laws and policies; where the issue was insufficient public participation, the need is for strengthened involvement and ownership.

In particular, the following key areas were mentioned:

- Access to quality basic services for all, including more and better trained personnel, supported by improved quality and quantity of equipment and consumables; adequate budgets to cover such services.
- Transparency and accountability in management and use of resources; improved leadership and enforcement of laws and policies; more competent government.
- Stronger partnerships with CSOs.
- Better public knowledge and understanding, so people are informed and can take action as appropriate.

Participants were equally clear as to the benefit of such changes. First and foremost, they are seen as strategies to reduce poverty. Other specified justifications include:

- Peace and harmony, due the reduced vulnerability of marginalised groups; reduction in crime; equal opportunities for all to contribute to the social and economic development of the country.
- A stronger, healthier, better educated population promotes economic development
- Increased outputs from production generates increased income both for individuals and for government; economic stability and the sustainability of development
- People oriented open government systems, with stronger accountability, and full recognition of rights; more effective ownership of policies and more effective implementation of plans
- National welfare and pride.

Table of Contents

Executive Summary	i
Table of Contents	iii
Abbreviations	iv
Acknowledgements	iv
1. Introduction	1
1.1 Organisation of Consultation, and Role of Hakikazi Catalyst	1
1.2 Participants at the Meeting.....	1
1.3 Summary of Timetable and Presentations.....	1
1.4 Issues Arising from Presentations and Plenary Discussions.....	2
2. Prioritisation of Key Problems and Issues in Current PRS	4
2.1 Introduction: Questions which participants were answering.	4
2.2 Themes underlying responses to sectoral and cross cutting issues	4
2.3 Summary of Sectoral Priorities	7
2.4 Summary of Cross Cutting Issues	10
3. Identification of Key Outcomes Needed from the Next PRS	15
3.1 Introduction: Questions which participants were answering	15
3.2 Themes underlying responses to sectoral and cross cutting issues	15
3.3 Summary of Sectoral Priorities	16
3.4 Summary of Cross Cutting Issues.....	17
4. Conclusion and Ways Forward	19
Annex 1: List of Participants	20
Annex 2: Opening Address by Mr Lupilya	25
Annex 3: Opening Address by Mr Fred Mwaisaka	27
Annex 4: Presentation on The Tanzanian Legal System	29
Annex 5: Tanzania’s Budget Processes	33
Annex 6: Presentation on Poverty - Environment Links	43
Annex 7: Presentation on the Poverty / Environment Programme	46
Annex 8: Presentation on PRS Review and PRS Review Process,	48
Annex 9: Documentation of Discussions from Group Work	51
With Special Thanks To	52

Abbreviations

CBO	Community Based Organisation
CSO	Civil Society Organisation
MTEF	Medium Term Expenditure Framework
NGO	Non-Governmental Organisation
PCB	Prevention of Corruption Bureau
PRS	Poverty Reduction Strategy
NBS	National Bureau of Statistics
NEMC	National Environmental Management Commission
PPA	Participatory Poverty Assessment
PED	Poverty Eradication Division
PER	Public Expenditure Review
PLW HIV/AIDS	People Living with HIV/AIDS
PLWD	People Living with Disabilities
TBS	Tanzania Bureau of Standards
VPO	Vice President's Office

Acknowledgements

Support and encouragement from a wide variety of quarters enabled this consultation to take place.

The organisers gratefully acknowledge the instigation for a formal consultation of CSOs in the Southern Highlands from the Vice President's Office (VPO), backed by financial support. Presenters from VPO, Ministry of Finance and Hekima Advocates responded at very short notice to the request for inputs on the first day of the workshop, giving time and trouble not only with their presentations but also with the travel to Mbeya.

Leaders of CSO networks in the four southern highland regions assisted in identifying participants and some facilitators for the workshop. The Mbeya regional network assisted with logistical arrangements. NGO Policy Forum, in Dar es Salaam, responded to the request from Hakikazi Catalyst for help in identifying additional facilitators. A full list of those involved in the organisation of the workshop is on the inside back cover of this report.

1. Introduction

1.1 Organisation of Consultation, and Role of Hakikazi Catalyst

PRS Review is a genuine process of seeking popular input and the approach to the consultation workshop was that the that people should take advantage of the opportunity of making it meaningful. Consultations are being held with the belief that all have the right to participate regardless of status. To assist this, tremendous efforts have been made to produce guidelines in English and KiSwahili. Commitment to the process has been built amongst those who have already taken part in consultations as well as self confidence in their capacity to participate.

This particular CSO consultation was undertaken at the instigation of the Vice President's Office, after having participated in such a consultation organised by Hakikazi Catalyst in Arusha. The latter was organised jointly with the Wildlife Working Group, Pastoralist Indigenous NGO Forum (PINGOS) and Tanzania Pastoralist and Hunter Gatherers Organisation (TAPHGO) and Arusha NGO Network (ANGONET) as well as networks in Arusha and further a field. VPO requested Hakikazi Catalyst to use their good offices to facilitate a similar process for the Southern Highland Regions of Iringa, Mbeya, Rukwa and Ruvuma.

To enable this to happen, Hakikazi Catalyst mobilised their existing linkages with CSO networks in those regions, to identify participants and make arrangements at the local level. Hakikazi Catalyst also invited participation from the relevant ministries, as well as a legal expert, to assist in the process of generating a shared understanding of government processes. Ownership remains with the organisations and individuals participating as representing CSOs in the Southern Highlands Regions.

1.2 Participants at the Meeting

Participants were drawn from CSOs operational in the Southern Highlands Regions. A full participant contact list is attached as annex one. The total number of participants was 135.

1.3 Summary of Timetable and Presentations

Each day of the workshop had a separate theme:

- Day One: Generating Knowledge and Understanding of Policy Processes
- Day Two: Facilitating Grassroots PRS Feedback.

Presentations made during day one included the following.

- Welcome by Mr Lupilya, Acting Chair of Shivyambe NGO Network, Mbeya (see Annex Two)
- Opening address by Mr Fred Mwaisaka, Regional Administrative Secretary, Mbeya (annex three)
- Presentation by Mr Francis K Stolla, of Hekima Associates, on 'The Tanzanian Legal System: Reflection on Policy and Law' (annex four)
- Presentation by Mr Ntambi, of Ministry of Finance, on Tanzania's Budget Process, PER and MTEF (annex five)
- Presentation by Mr Arnold Mapinduzi, of NEMC, on Poverty / Environment Linkages (annex six)

- Presentation by Mr Cletus Shengele, of DoE on the Poverty Environment Programme (annex seven)
- Presentation by Abdallah Shah of VPO, on the PRS Review and the PRS Review Process (annex eight)

1.4 Issues Arising from Presentations and Plenary Discussions

1.4.1 Legislative Road Map: Policy Making Processes

1. Discontent with foreign investment:
 - Wages paid to Tanzanian staff are too low.
 - Tax holidays for the investors are too long.
2. Constitutional weaknesses were identified:
 - Repressive laws, as identified by the Nyalali Commission are still in place.
 - Inequality before the law – rich and poor people are not treated equally in court.
 - The need to obtain permission from government in order to sue government is not just, since a conflict of interest is involved.
3. There is a contradiction between the constitution and bye-laws. This particularly effects street sellers who are restricted as to where they can earn their living, despite constitutional freedoms.
4. There is a need to empower the Prevention of Corruption Bureau to sue suspects of corruption in a court of law.
5. Women’s right to own resources is not respected, especially with regard to : land ownership and inheritance in general.

1.4.2 Budgeting Process: PER and MTEF

1. The following weaknesses were identified in the national budget:
 - On-going donor dependence.
 - Expenditure is not in practice aligned with stated policy priorities.
 - The budget formulation process is exclusive.
 - There is a need for subsidies to farmers.
 - Gender is not mainstreamed: there are negligible benefits for poor rural women.
2. Taxation policy
 - Foreign investors are favoured over local ones.
 - Small and medium entrepreneurs are not assisted, for example, if a small scale trader wishes to sell crafts over a national border, full customs duties are payable before a product is sold.
3. VAT
 - This is a particular burden on the poor.
 - Rates are too high.

4. Lending institutions' conditionalities are too severe. Very heavy demands in terms of collateral and security are made on small and medium scale entrepreneurs; larger scale enterprises have relatively easier access to overdrafts and loans.
5. Government Financing of NGOs
 - If NGOs are complementing government efforts, there should be provision for financing NGO initiatives.
 - In some local government budgets there is provision for such financing, but very few NGOs are ever able to access it.

1.4.3 Poverty/Environment Linkages

1. Mining
 - Destruction of the environment.
 - Tax holidays are too long.
 - Contributions made to the local communities around the mine site are too low.
2. Contradictions between Law and Policy and By-laws
 - Law prevents much tree felling for charcoal, but local government charges a levy on those doing this business. This raises questions as to whether the activity is legal or not.
 - Ordinary people need a viable and affordable energy source.
3. The policy on tree planting, cut a tree and plant a tree, is no longer implemented.
4. Environmental pollution due to poor waste disposal is a problem in both rural and urban areas:
 - In urban areas it frequently relates to problems like plastic bags.
 - In rural areas, the problem is infiltration of pollutants into water sources.
5. Water resource management. Despite abiding by the law against tree felling near water sources, people are frustrated that they are not allowed to use the water, for example, where water is needed for hydro-power generation.
6. Institutionalisation of Environmental Coordination: It was argued that NEMC and VPO are only at national level, and there is a need for effective coordination at local government level.
7. There is laxity in law enforcement to protect the environment.
8. There is a need for enhanced collaboration between government and CSOs needed on environmental management.
9. The presence of refugees has led to environmental degradation in Rukwa. This is associated with tree felling, grazing and agricultural activities.

These 'burning issues' from the presentations on the first day, were used by the facilitators of the group discussions on the second day, to help maintain relevance and continuity.

2. Prioritisation of Key Problems and Issues in Current PRS

2.1 Introduction: Questions which participants were answering.

Participants selected themselves into groups according to their areas of expertise and interest, and received feedback from each member present on the consultations they had made within their organisation and programme area.

On the basis of this, and through a process of discussion they identified the 5 most important issues in the current PRS. These were then further qualified in the following:

- Specific issue.
- Problem / challenge.
- Cause.
- Solution / Coping strategy in the short term (further divided into identification of solution; policy / programme recommendation and sector / institution responsible).
- Solution / Coping strategy in the long term (as before, further divided into identification of solution; policy / programme recommendation and sector / institution responsible).

Forms documenting what was recorded are attached as Annex 7 and 8.

2.2 Themes underlying responses to sectoral and cross cutting issues

The summary below is a reflection of the various points made not only from the group discussions documented in Annexes 7 and 8, but in the plenary discussions which followed the various presentations on the first day of the workshop. No order of priority is intended or implied.

2.2.1 Inequities in access to quality basic services

Access was particularly prioritised in terms of education. For education, water and health the concern was more strongly with the quality of the service in terms of availability of trained personnel and equipment, and the overall quality of the product.

On the demand side, two particular obstacles were mentioned:

- Traditional norms and values which prevent some groups accessing services (for example girls and education, disabled people and health care).
- Costs of services, in particular health and clean water.

Reasons given for the problems included mismanagement as well as corruption, on the supply side. Further details of these points is given below under 2.2.5.

It was recognised that some social groups have particular problems in accessing the care and services they need. These include PLWD, PLW HIV/AIDS, the elderly, children over the exemption age of 0-5 years, as well as orphans, street children. Women in general were seen to face disadvantages due to lack of access to and control of resources.

2.2.2 Inadequate budgetary allocations

Most sectors and cross cutting issues argued that greater resource allocation would be at least a partial solution to their problems. Direct funding of better services like education health and

roads were mentioned, but also reduction of taxation, and or subsidies for key concerns like agricultural inputs, human and livestock medicine.

2.2.3 Lack of participation in the development, implementation and monitoring of plans

Lack of participation by civil society in general and NGOs in particular was a strongly recurring theme.

- There was a feeling that CSO participation is not seen by many government officials as basic component of good governance, but only an optional add-on.
- It is hard to get information about some laws and policies, so people are disempowered about engaging with issues that relate to them.

Water and rural roads particularly mentioned the need for stronger community participation. In roads, the issue was the opportunity for poverty reduction which is lost by not involving communities in road construction in their areas, but also that they have the capacity to enhance efficiency and transparency by being informed at the stage of tendering, and by monitoring the quality of road construction work.

Certain groups experience particular problems in participation. The following were specifically mentioned:

- The elderly, as there is no platform for them to air their views.
- PLWD, because of stigma against them.
- Women, because of unfamiliarity with public and leadership roles.

2.2.4 Lack of enforcement of laws and policies; inequitable laws

In some cases, such as water management, or deforestation, it was felt that the laws were sufficient, but they are not being enforced, or they are being enforced inequitably. For example, some people are able to access licenses for obtaining charcoal when this should not be allowed.

It was also felt that some laws themselves are inequitable. Employment law was felt to favour the employer over the worker and expatriates over citizens. Conditions in the informal sector were seen as particularly problematic, with a need for greater protection of workers.

Strengthening the fight against corruption and in particular enhancing the powers of the Prevention of Corruption Bureau (PCB) was mentioned in connection with the legal and judiciary, governance, rural roads and employment. Greater independence for PCB to prosecute, and the need to prosecute 'big people' as well as small people were mentioned. Some of this relates to issues of ethics and accountability, which is the subject of the next section.

2.2.5 Poor Management and Leadership: accountability and ethics

Four distinct issues are mentioned here:

- **Management and Leadership Skills:** it was argued that some government officers lack the skills and knowledge to do their work properly. There is a need for training and support, and for better trained and motivated officers to carry out work in all sectors. Professionalism in carrying out duties was demanded.
- **Accountability:** when policies and laws are not being carried out, there needs to be greater accountability for this. Performance appraisal of government officers was mentioned in

connection with rural roads. Where there is evidence of misuse of funds, action needs to be taken.

- **Ethics:** ethical standards were felt to be low in some cases. Jobs were felt to be allocated on the basis of ‘Who you know, not what you know’.
- **Working conditions and motivation:** However, it was also frequently recognised that the salaries and working conditions of many government officers across all sectors are poor, and that this is a contributing factor in the lack of professionalism and ethical standards. Several groups prioritised improving the pay and conditions of government employees as a key incentive to go alongside strengthened punishment of offenders.

2.2.6 Need for Widespread Public Education

Whilst education is a priority sector in its own right, the need for much broader public education over a massive raft of issues was prioritised. Many key social changes that people are looking for, cannot happen without serious investment in these areas. They include:

- **Civic education** in general, covering such matters as understanding the constitution and the organs of state.
- **Rights education**, and an understanding of laws and policies which effect people’s daily lives and livelihoods
- **Social education** covering issues, such as the needs and rights of vulnerable groups such as PLWD, PLW HIV/AIDS, women, youth, elderly, orphans, street children etc.
- **The damaging effect of some traditional practices**, such as gender discrimination in general and specifically heavier workload on women/girls, FGM, inheritance practices, witchcraft.
- **The damaging effects of corruption** and hence education on ethics in government and leadership.
- **Environmental education.**
- **Education with specific benefits for livelihoods and economic development:** including understanding the free market, market information, skills training for youth, post harvest storage techniques.
- Strengthened **adult education** programmes.
- **Health education**, to strengthen prevention rather than cure.

Stretching the definition of ‘public education’ the issue of challenging ‘moral decay’ was mentioned. It was felt that such decay is behind the spread of HIV/AIDS, drug use, youth alcoholism and also family breakdown.

2.2.7 Lack of Access to Capital and Financial Resources

Besides obvious linkages with employment and self-employment, and hence ultimately poverty reduction, the following particularly highlighted:

- Difficulties in getting loans in rural areas because of lack of acceptable collateral. In particular, loans would help post harvest processing and storage facilities in rural areas.
- Need for loans to help students access secondary and further/higher education

- Difficulties of women in accessing loans related to general issues of access to and control of resources at household level.

2.3 Summary of Sectoral Priorities

Details of the identified sectoral priorities are included in Annex X. The following tables provide an indication only of key issues/challenges, their causes and potential solutions.

2.3.1 Education

Specific Issue/Challenge	Cause/s	Solutions
Inequities in enrolment	<ul style="list-style-type: none"> • Traditional norms and values • Income poverty • Unconducive learning environment 	<ul style="list-style-type: none"> • Stronger focus on marginalised groups • Action against damaging traditional norms and values • Insufficient budgetary allocation
Quality of education	<ul style="list-style-type: none"> • Insufficient teachers • Insufficient teaching learning materials • Corruption and mismanagement of the funds there are • Insufficient funding 	<ul style="list-style-type: none"> • Stronger community support to education • Stronger focus on quality education at policy level
Lack of adult education; increased illiteracy especially of women	Marginalisation of Institute of Adult Education in all levels of government	<ul style="list-style-type: none"> • Better funding • Re establishment of adult education programmes.
Poor governance	Corruption, lack of education for leaders, lack of transparency	Need for education in leadership and governance; clear policy on corruption in the education sector
Poor access to Secondary education	Lack of schools and teachers and equipment	Stronger budget provision Credit institutions to assist poorer groups with access.

2.3.2 Health

Specific Issue/Challenge	Cause/s	Solutions
Child health services; high child mortality rates	Lack of drugs; Insufficient control of epidemics	Extension of free medical services to children under 15 years
Availability of drugs: poor quality and high cost	Uncontrolled inputs; too many pharmaceutical industries; poor storage; failure to dispose of expired drugs	Quality control policy; improved storage facilities
Insufficient quality and quantity of medical personnel and equipment	Lack of trained staff; lack of motivation; lack of funds	Increased training opportunities; increased budget allocation; improved motivation
Overcrowding of patients; transmission of disease	Insufficient personnel and wards	Building more facilities Employing more staff
Community Health Education	Lack of popular knowledge of the importance of going to health facilities in good time	More and better trained staff for community outreach and communication

2.3.3 Water

Specific Issue/Challenge	Cause/s	Solutions
Water sources: destruction of natural sources; lack of knowledge of rainwater harvesting; time wasted in water collection	Agricultural activities too close to water sources; tree cutting; contradictions in laws and policies about protecting water sources	Stronger preventive and protective policies eg over tree cutting; implementation of existing policies Stronger public education
Lack of sustainability in water projects, due to lack of community participation and empowerment	Popular misconception that water projects are owned by the people who assist them / donors	Empowerment and participation in water projects; regulations to promote and assist with this; Stronger public education
Inadequate law enforcement over protection of water sources	Contradictions between some of the relevant laws and policies	Review all relevant laws to arrive at consistency
Inadequate access to clean safe water	Insufficient protection of the water sources	Education so that people understand the issue; also consistency and enforcement of laws.
Particular disadvantage for vulnerable groups in accessing clean safe water due to cost sharing	High cost of water services and lack of exemptions for disadvantaged groups	Removal of cost sharing for groups such as PLWD and other marginalized groups

2.3.4 Agriculture

Specific Issue/Challenge	Cause/s	Solutions
Low productivity	Lack of inputs; poor technology; poor knowledge of modern farming technology; unpredictable climate	Provision of subsidies to farmers; timely provision of inputs; Review of regulations about TBS
Unreliable and unpredictable markets	Policy not fully liberalized; cross border trade prohibited; lack of market and entrepreneurship education	Policy to accommodate freedom of producers to access markets; improved quality of extension services
Storage of produce	Lack of facilities and infrastructure including electricity; lack of knowledge about post-harvest techniques; Lack of capital and inability to access loans	Improved borrowing facilities Improved extension services Improved infrastructure Enforcement of agriculture and rural development policies
Lack of processing industries especially in rural areas	Lack of knowledge about processing and packaging; Lack of capital and Inability to access loans	Establishment of agro-processing industries in rural areas; easier access to capital and credit; investment policy to give equal support to local and foreign investors; Greater public information about Village Land Act; Enforcement of Village Land Act; use of land as collateral for loans;
Inability to use land as collateral for loans	Lack of public information about Village Land Act; Financial institutions not forced to take land as collateral	Better access to credit through use of land as collateral; directions to ensure that this happens

2.3.5 Livestock

Specific Issue/Challenge	Cause/s	Solutions
Livestock keepers do not earn enough from their animals	Ignorance about animal husbandry; failure to promote animal husbandry	Better qualified and motivated livestock officers from village level upwards
Poor quality livestock	Lack of capital for improvement; lack of funds to support this	Introduction of a credit scheme or fund to support animal improvement from ward level upwards
Outbreaks of disease	Scarcity of drugs; poor health of animals; lack of water; government poor economic situation	Reduction or waiver on tax on animal drugs; improved availability of drugs; improved drugs; better education
Lack of grazing areas and environmental degradation	Poor planning Poor environmental education	Control of unrestricted grazing Improved animal husbandry education
Markets for animal products	Lack of knowledge about how to find markets; lack of exposure to how they work	Collaboration amongst animal keepers to find markets and be exposed to them; Support to market access

2.3.6 Rural Roads

Specific Issue/Challenge	Cause/s	Solutions
Insufficient building of rural roads	Inadequate budget; lack of proper feasibility study	Adequate feasibility study Realistic budget Greater public sensitisation over need
Wastage of Resources	Corruption in tender boards; incompetence, lack of accountability and low salaries paid to staff	Public education on effects of corruption; law enforcement; improved salaries
Inadequate monitoring	Lack of popular participation in this; poor division of powers and responsibilities; shortage of working facilities; poor working facilities	Greater competence of personnel Better public education and accountability; stronger CSO involvement; better delegation; review commission to establish these
Opportunities for community employment and participation lost	Community participation managed poorly ; lack of accountability from leaders	Improved information and training to all stakeholders; use of community animators to promote participation
Poor leadership over rural road construction	Lack of commitment and dedication from leaders; poor performance appraisal systems	Agreement on policy, feasible indicators; open appraisal; education on management and leadership

2.3.7 Legal and Judiciary

Specific Issue/Challenge	Cause/s	Solutions
Constitutional problems	Constitution since independence not people oriented and has patches 'added on' to cover specific issues in an ad hoc manner	Re write the constitution
Lack of knowledge about rights and ignorance of law and civic roles and responsibilities	Inadequate education	Better civic education through workshops and seminars
Poor condition of judiciary, police and prison services	Lack of motivation Poor facilities and working conditions	Prioritisation of improvements here as they are for the security of the nation; Changes in budget allocations as appropriate
War against corruption not effective	PCB officials not serious 'Big' Corruption not dealt with Culture of protection of government officers	Insistence on the integrity of leaders Strengthened legal backing to PCB Improved civic education Legal counselling centres to be introduced
Lack of independence in the judiciary	Chief Justice appointed by the President; system inherited from colonial days	New and neutral system to be introduced

2.4 Summary of Cross Cutting Issues

Details of the identified sectoral priorities are included in Annex Y. The following tables provide an indication only of key issues/challenges, their causes and potential solutions.

2.4.1 Environment

Specific Issue/Challenge	Cause/s	Solutions
Environmental pollution	Industrial pollution to the air	Construction of industries away from residential areas; review policy and implementation over allocation of land to industry
Continued environmental degradation	Lack of education of grassroots communities; poverty	Civic education about environmental issues
Desertification and lack of water	Indiscriminate tree cutting; poverty; lack of alternative energy sources	Improved coordination of tree planning and tree cutting; reduction of costs of electricity
Soil erosion and desertification	Overstocking	Education on animal husbandry and destocking
Environmental pollution and animal deaths	Improper disposal of plastics	Appropriate use and disposal of plastics

2.4.2 Employment

Specific Issue/Challenge	Cause/s	Solutions
Crime; HIV/AIDS; rural urban migration; poverty particularly for youth	Lack of relevant skills for youths; inability to meet basic needs and access basic services	Improved education on skills, social ethics, HIV/AIDS etc Improved environment for self-employment Funds for HIV/AIDS should reach beneficiaries Greater cooperation between government and CSOs
Access to capital	Lack of opportunities for self-employment	Softer loan conditions (collateral and repayment requirements), especially for citizens; Greater dissemination of policies to target population; policies accurately reflect prevailing economic conditions
Corruption in obtaining employment	Increase in retiring age from 55 to 60; lack of justice and equity on the part of employers	Strengthening of PCB to give greater autonomy to prosecute Reduction of retiring age to 55.
Poor working environment and lack of security of employment (formal and informal sectors)	Workplace conflicts (eg over union recognition) ; poor performance	Salary levels to match with market economies Labour laws amended to favour citizens
Poor performance	Bureaucracy; failure to value professionalism	Job allocation on the basis of professional skills; Policies to be made transparent to both politicians and those executing the policies

2.4.3 People Living with Disabilities (PLWD)

Specific Issue/Challenge	Cause/s	Solutions
Lack of recognition and failure to value PLWD	Negative values by wider society	Public education
Poor education	Lack of appropriate equipment; lack of skilled teachers; inadequate opportunities; insufficient funds	Increase education budget for PLWD; Strengthening of special schools; affirmative action in employment; clear policy to support PLWD
Lack of employment opportunities	Poor education; stigmatisation; lack of income; lack of mobility equipment; lack of rehabilitation centres	Implementation of 1982 Act; affirmative action; improved education
Lack of participation in decision making processes	Poor attitude towards them reinforced by stigmatisation	Stronger support including affirmative action to ensure participation; enhanced collaboration between government and organisations of PLWD;
Poor access to health services	High cost of these services, without exemptions for PLWD; lack of support for mobility services; high degree of poverty amongst PLWD	Working exemption system to cover mobility services and medical treatment; specific policy on health care for people with disabilities

2.4.4 Gender

Specific Issue/Challenge	Cause/s	Solutions
Equal Right to Education not accessed by many girls	Early and forced marriage; girls as a source of income; belief that the girl child will get pregnant; girl child education will benefit the husband's family	Public education on the value of educating the girl child; law to protect the girl child from discrimination; public education on laws relating to the girl child
Inheritance law and practice discriminates against women	Religious beliefs, as well as traditional customs only allow women to own or inherit a very small amount of family wealth	Gender sensitisation, especially of traditional leaders Public education on gender policy Review and amendment of existing inheritance laws
Gender discrimination in ownership of resources	Traditional patriarchal beliefs and customs which treat women as recipients and not producers	Public education Establishment of income generating groups Easier access to loans for poor women Review of laws, traditions and customs which discriminate against women
Poor participation of women in planning and leadership activities	Low level of understanding participation skills, and confidence Lack of gender sensitivity of planners	Public education Capacity building of women and planners Public information to all Tanzanians about constitutional rights
Gender division of labour	Heavy workload of women and girls due to traditional customs and beliefs as well as socialisation	Public education about gender issues Mainstreaming of gender into education policy and school curricula

2.4.5 Governance

Specific Issue/Challenge	Cause/s	Solutions
Lack of good governance	Some policies are not accessible to people; bad planning, preparation and implementation of some policies – they are difficult to implement	Community participation and involvement in policy development; capacity building to enable this to happen, so people understand development issues
Poor administration (knowledge and skills) at all levels	Inadequate knowledge of good governance; lack of skills and competencies; nepotism	Public education and sensitisation on issues of good governance; strengthened responsibility and accountability
Misuse of people's tools for development: governance, leadership and funding	Negative attitude on the part of some leaders to issues of good governance; individualism; conflict of interest on the part of some leaders	Promotion of greater diligence in work; To develop a dedicated plan for promotion of improved leadership skills and revised leadership styles;
NGO and CBO participation	Negative view of NGOs/CBOs on the part of some government leaders – not seen as a core issue	Specific and formal recognition of the role of NGOs and CBOs in development; capacity development of NGOs and CBOs.
Corruption	Individualism; lack of commitment to development by some leaders and administrators	Public education on issues of damaging effects of corruption; strengthening of PCB; stronger community involvement in the fight against corruption

2.4.6 Youth

Specific Issue/Challenge	Cause/s	Solutions
High rate of HIV/AIDS infection	Poverty; moral decay; inadequate education and information on sexual and reproductive health	Increased employment/self employment/ secure livelihoods; Provision of small loans; better HIV/AIDS education, including in primary and secondary schools; stronger youth involvement in policy development;
Unemployment	Difficulty in accessing loans; corruption in accessing employment	Improved credit facilities for youth Stronger youth involvement in development of youth policy; review of policy over ownership of natural resources
Shortage of secondary and tertiary education opportunities	High cost of such opportunities Curriculum does not prepare youth for self-employment	Increased government sponsorship of students and/or loans, at a wider range of institutions; greater curriculum relevance;
Lack of ownership of natural resources, especially land	Damaging customs and traditions High cost of leasing land	Public education about harmful traditions and practices; by laws against them; review of youth policy and land policy to facilitate greater land ownership by youths.
Moral decay: alcoholism and drug abuse	Globalisation Inadequate parenting	Improved parenting skills Government policy on morals; stronger policy on alcohol and drug abuse Stronger role for religious institutions in overseeing morals

2.4.7 Children

Specific Issue/Challenge	Cause/s	Solutions
Lack of access to basic services for orphans	Deaths of parents due to HIV/AIDS; Lack of appropriate plans for orphans; lack of awareness of child rights; bad cultural values and habits; lack of statistical data	Continuation of HIV/AIDS campaigns; stronger budgetary allocation; creation of data bank about orphans; review of Children Policy, especially over child protection; advocacy for communities to take up some responsibility
Lack of access to basic services for street children ; drug abuse; child abuse;	Lack of family planning education for parents; ill health of parents; poverty; marriage breakdown;	Family planning education; special education programmes for street children; more effective implementation of Child Policy, including punishment of irresponsible parents; increase in vocational training centres;
Violation of rights of Children with disabilities	Stigmatisation; poor education; bad traditional practices;	Public education on children's rights; budget allocation specifically for needs of disabled children
Under five mortality rates	Illness, especially malaria; malnutrition; HIV/AIDS; poor family planning	Improved use of safety nets and better education about them; increased budget line for maternal and child health services; proper immunization; public education on better feeding practices

[Only four priorities identified]

2.4.8 HIV/AIDS

Specific Issue/Challenge	Cause/s	Solutions
Rate of new infections	Alcohol; negligence; lack of information about safe sex; unsafe sex	Correct information about HIV/AIDS, condoms and condom use; strengthened voluntary counselling services; stronger follow-up on HIV/AIDS policy; behaviour change education
Harmful traditions and practices (eg FGM, widow inheritance)	Lack of education about damaging traditions and practices	Public education Mainstreaming of issues of traditional practices into HIV/AIDS Strategies Development of policy on awareness raising about traditional practices
Inadequate care for PLW HIV/AIDS	Lack of anti-retroviral drugs Lack of education about needs of PLW HIV/AIDS Lack of nutrition information Stigmatisation	Public information and education Development and dissemination of guidelines for caring for PLW HIV/AIDS
Orphans and widows due to AIDS deaths	Links to issues of street children, out of school children and position of widows in general	Public information and education disseminated down to community level
Moral decay	High risk behaviour and promiscuity; poor upbringing	Information and education about good lifestyles Economic empowerment Programme on moral rehabilitation

2.4.9 Elderly

Specific Issue/Challenge	Cause/s	Solutions
Lack of security of elders: loneliness, lack of access to basic services, no special care provision	Death of younger generation, especially due to HIV/AIDS	Formulation of a policy to care for the elderly Awareness creation on the needs of the elderly and how to care for them.
Poor health care	Costs of treatment, poor diet, disease, poor social services, processes of aging	Formulation on policy for the elderly including cost exemptions for health care and improved diet
Lack of means of expression	No special platforms where views care be aired Devaluing of the opinions of older people; moral decay	Establishment of a body through which elders voices can be heard Formulation of appropriate policy
Cost of social services	Burden of taxation eg land and housing; business charges Cost of treatment	Exemption from charges for the elderly Tax exemptions Soft loans to enhance economic opportunities
Extended family responsibilities	Deaths of younger generation; culture and customs which put the burden on the older generation	Family planning education; proper provision for care of children in marriage and provision for child rights; enforcement of existing laws to promote better child care

3. Identification of Key Outcomes Needed from the Next PRS

3.1 Introduction: Questions which participants were answering

Participants responded to these two questions:

- What are the five key outcomes needed in the next 5 years?
- Why is each of these important?

3.2 Themes underlying responses to sectoral and cross cutting issues

Most of the responses to this section are a logical follow on to the first question asked. For example:

- Where the problem was lack of access to quality basic services, the priority for the next five years to get access to quality services.
- Where the issue was poor governance, the need is equitable and accountable enforcement of laws and policies.
- Where the issue was insufficient public participation, the need is for strengthened involvement and ownership.

In particular, the following key areas are mentioned:

- Access to quality basic services for all, including more and better trained personnel, supported by improved quality and quantity of equipment and consumables.
- Adequate budgets to cover such services.
- Transparency and accountability in management and use of resources.
- Improved leadership and enforcement of laws and policies; more competent government.
- Stronger partnership with CSOs.
- Better public knowledge and understanding, so people are informed and can take action as appropriate.
- Reduction in the impact of harmful practices, whether traditional (such as FGM) or more modern (such as drug abuse and family breakdown).
- Reduced dependence.

Participants were equally clear as to the benefit of such changes. First and foremost, collectively and individually, these are clearly seen as strategies to reduce poverty. Other specified justifications include:

- Peace and harmony, because of the reduced vulnerability of certain groups such as orphans and street children.
- A stronger, healthier, better educated population promotes economic development.
- Increased outputs from production leading to increased income both for individuals and for government.
- People oriented open government systems, with stronger accountability, and full recognition of rights.

- More effective ownership of policies and more effective implementation of plans.
- Equal opportunities for all to contribute to the social and economic development of the country.
- National welfare and pride.
- Reduction in crime.
- Economic stability and the sustainability of development.

3.3 Summary of Sectoral Priorities

Full details of the outcomes and their justifications are included in Annex Z of this report. Summarised here are only the desired outcomes.

3.3.1 Education

1. All children access education.
2. Children and youth will be able to be independent.
3. All children will be literate.
4. Government systems are transparent and accountable.
5. All children who pass the primary school leaving examination get access to secondary education.

3.3.2 Health

1. Improved health services.
2. Ready availability of drugs and treatment.
3. Adequate availability of medical personnel and medical equipment.
4. Reduction or elimination of overcrowding of patients in hospital wards.
5. Increased community knowledge of health issues.

3.3.3 Water

1. Sustainability of protection of water sources.
2. People's community empowerment and involvement.
3. Effective enforcement of policies and regulations that protect water sources.
4. Availability of safe and clean water.
5. Free water services to disabled people and vulnerable groups.

3.3.4 Agriculture

1. Increased agricultural production to more than 6% of GDP.
2. Establishment of an agricultural marketing system.
3. Establishment of storage facilities.
4. Establishment of processing and packaging facilities and industries.
5. Rural land to be used as collateral for accessing loans.

3.3.5 Livestock

1. Availability of a livestock officer at village level who is at least a certificate holder.
2. Credit scheme to be introduced at ward level.
3. Government reduces or waives tax on livestock drugs.
4. By-laws created to control unrestricted grazing.
5. Strong husbandry groups introduced with government support and technical advice.

3.3.6 Rural Roads

1. Realistic and achievable budget.
2. Reduction in corruption.
3. Proper supervision and monitoring of construction processes.
4. Community involvement in road construction.
5. Good leadership of rural roads projects.

3.3.7 Legal and Judiciary

1. New constitution.
2. Higher level of civic education.
3. Improved conditions for people working in judiciary, police and prisons.
4. More effective war on corruption.
5. Greater independence of the judiciary.

3.4 Summary of Cross Cutting Issues

3.4.1 Environment

1. Reduction in environmental pollution.
2. Improved environmental education.
3. Availability of sufficient and safe water.
4. Improved land management.
5. Decreased use of plastic products.

3.4.2 Employment

1. Increased employment opportunities.
2. Increased opportunity for self employment due to the availability of capital.
3. Decreased incidence of corruption.
4. Improved working environment, with the informal sector attracting more people.
5. Professionalism valued and recognised.

3.4.3 People with Disabilities

1. Equal opportunities for all.
2. Disabled people access improved education.

3. Increased employment opportunities.
4. Large proportion of PLWD are self-reliant, with equal rights to own resources.
5. PLWD actively participate in decision-making processes.

3.4.4 Gender

1. Equal educational opportunities.
2. Equal inheritance rights.
3. Equal opportunity to own resources.
4. Gender mainstreamed into all decision making processes.
5. Equal division of responsibilities towards poverty reduction, between the sexes.

3.4.5 Governance

1. Policies will be made available in an accessible way to people at community level.
2. Open leadership; reduction in maladministration and favouritism in appointments.
3. Strengthened power for the Prevention of Corruption Bureau (PCB).
4. More effective collaboration between government and CSOs (NGOs and CBOs).
5. Diminished levels of corruption, increased community awareness and action about it.

3.4.6 Youth

1. Reduced HIV/AIDS infection rate.
2. Improved employment / secure livelihoods.
3. Most youths accessing relevant education.
4. Youths able to own resources.
5. Nation of citizens with good behaviour.

3.4.7 Children

1. Basic social services to be readily accessible to all orphans.
2. Decreased number of street children, and provision for their access to basic services to be made.
3. Decreased child mortality rate.
4. Disabled children are able to access their rights.
5. Decreased number of children living in vulnerable circumstances and in danger.

3.4.8 HIV/AIDS

1. Reduction in the rate of new infections.
2. Reduction in harmful practices and traditions.
3. Improved care of PLW HIV/AIDS in the community.
4. Reduction in the number of AIDS widows and orphans.
5. Community characterised by risk free behaviour.

3.4.9 Elderly

1. Assurance of full security of life for the elderly.
2. Free treatment and access to appropriate nutrition for the elderly.
3. Platforms are created so that the views of the elderly can be heard.
4. Appropriate tax exemptions particularly on property.
5. Support for street children and orphans to reduce the burden on the elderly.

4. Conclusion and Ways Forward

At the conclusion of the meeting, boxes of PRS Consultation fliers were distributed to participants for further dissemination in the communities in which they work.

The timetable for the drafting and further consultation on the PRS were explained. Participants expressed a strong appreciation for their involvement in the PRS consultation process and for continued engagement through commenting on drafts of the document as they emerge.

Annex 1: List of Participants

Last Name	First Name	Organization	Address	Phone	Email
Ahmad	Amina	Maisha Group	Box 25, Mbeya	0744-362503	
Alex	Scholastica	Child Concern Consortium	Box 78677, Dar es Salaam	022-2701069, 0741-269880	childcc@yahoo.com
Assilia	Phintan	Media Communication	Box 57, Mbeya	025-2503185, 0748-351707	
Bachubila	Bernadette	Hakikazi Catalyist	Box 781, Arusha	027-2509860	hakikazi@cybernet.co.tz
Bugeraha	Gabah	CHAWATA-Rukwa	Box 192, Sumbawanga	025-2802034, 0745-372319	
Buhori	Aloyce	Malihai Club of TZ (Tawi la Mkoa Rukwa)	Box 54, Sumbawanga	025-2800166, 0744-867365	buhori2004@yahoo.com
Bundala	Georgina	Rukwa Assoc. for Advancement of Women	Box 570, Sumbawanga	025-2802985, 0744-509548	
Chatwanga	Andrew	TZ Media & Youth Development Assoc.	Box 384, Songea	0744-896105	ruvumatameyoda@yahoo.com
Chawe	Merali	Mwananchi Communication Ltd.	Box 2117, Mbeya	0745-853049	meralic@hotmail.com
Chungu	Mathew	Youth Partnership Countrywide (YPC)	Box 9354, Dar es Salaam	0744-772212, 0745-620875	YPCyouth@yahoo.com
Clemence	Konkamkula	KIHUMBE	Box 2982, Mbeya	0744-447458	
Donald	Willy	Namtumbo Health Group	Box 615, Songea		
Dyer	Kate	Maarifa ni Ufunguo	Box 15102, Arusha	027-2752457, 0741-510095	brandondyer@eoltz.com
Fumbo	Dilika	Mbozi NGO Network	Box 520, Mbozi		
Hamis	Abukarim	Hakikazi Catalyist	Box 781, Arusha	027-2509860	hakikazi@cybernet.co.tz
Hassani	Yassini	UBENA Group	Box 26, Njombe		
Haule	Zacharia	ACACIA	Box 548, Iringa	0748-353180, 0748-516805	
Haule	Michael Thomas	Iringa Civil Society Organizations	Box 317, Iringa	0748-598421, 0741-405998	iciso@yahoo.com
Hekela	Oddo	Nenda Group	Box 446, Mbinga	025-2640280, 0748-490476	
Hekela	Gisbert Panckras	Nenda Group	Box 726, Songea	025-2600959	nendagroup@yahoo.com
Hinjo	Danidenson	All Saints Anglican Church	Box 226, Sumbawanga	025-2802509, 0744-867365	rangos@africaonline.co.tz
Jairos	Leonora	TAHEA-Rukwa Branch	c/o Box 748, Sumbawanga	025-2801022, 0744-655410	
Jilala	Joseph	Mennonite Church	Box 485, Sumbawanga	025-2802509	rangos@africaonline.co.tz
Jilatu	Ibrahim	SUET	Box 187, Sumbawanga	025-2802163, 0744-668841	
Joseph	Yonah	CHAWEHU	Box 1719, Mbeya	0744-297816	comp992001@yahoo.co.uk

Kadum	Leokadia	MVITANJO	Box 250 (?)	026-2782417	Imdugo@yahoo.com
Kaduma	Margreth	CHASAWAYA NGO	Box 103, Makambako	0748-481248	
Kaduma	Ezekiel	ILEDATA	Box 307, Iringa	0748-748345	
Kahamele	Zainabu Amiry	KASAKA C	Box 1220, Iringa	0741-543512	
Kajege	Chamba Max	TZ Coalition on Debt & Development	Box 9193, Dar es Salaam	022-2181211, 0741-608854	tcdd@africaonline.co.tz
Kallonga	Emmanuel	Hakikazi Catalyst	Box 781, Arusha	027-2509860	hakikazi@cybernet.co.tz
Kambanga	Bernard	Songea Beekeeping Association	Box 591, Songea		
Kamwela	Rodrick	CORRECT	Box 1084, Mbeya		
Kandongga	Aggrey Japhet	Mbeya Youth Development Org.	Box 590, Mbeya	0744-516579	aggreykandongga@yahoo.com
Kapinga	Oliver	Poverty Alleviation Organization	Box 35, Tunduru	0744-533032	
Kapinga	Angelus Stanislaus	MBISHESCO	Box 194, Mbinga	025-2640004/5, 0744-767558	
Kaporo	Ibrahimu	Tunduru Development Group		0748-516698	
Kasililwa	Valentine	Kaenyesa Environmental Conservation Soc.	Box 294, Sumbawanga	025-2800104, 0744-647393	kaesongo@yahoo.com
Kassanga	Michael	TZ Youth Development Foundation	Box 1056, Iringa	2701780, 0748-356593	tayodef@yahoo.com
Katata	Terezya Adreno	Chama cha Wazee Rukwa	Box 377, Sumbawanga		
Katunzi	Savelyne	ARDA	Box 232, Sumbawanga	025-2802133, 0744-950685	
Kiboko	Ramadhan	Media Centre	Box 57, Mbeya	025-2503185, 0744-020292	
Kihwele	Hawa	MVIWATA	Box 336, Mbeya	0744-518935	mviwata@africaonline.co.tz
Kikopyo	Jerome	Rukwa Development Association	Box 521, Sumbawanga	025-2802268, 0744-964635	
Kiondo	Esther	TZ Council for Social Development	Box 63196, Dar es Salaam	0744-472744	tacosode@yahoo.com
Kivumya	Moshi Ramadhani	TANECRA	Box 162, Iringa	0741-4774 (?)	
Komba	January	Kikundi cha Sanaa Tanga (KISATA)	Box 280, Songea		
Komba	Mary	Women & Child Care Association	Box 605, Songea	0744-836231	
Kurubai	Tera	UWAMA	Box 39, Mbeya	0744-677209	
Kwilabya	Happiness	MNN-Mbozi	Box 204, Mbozi	0744-775194	
Longo	Herman	NURU Orphan Centre	Box 1128, Mbeya	025-2510161, 0745-899846	nuruorphanscentre@yahoo.com
Lugenge	Roselyn	RUHURIDA	Box 112, Sumbawanga	025-2802437	rangos@africaonline.co.tz
Lugomi	Matilda	YAG	Box 1000, Songea	0744-030900	

Lungu	Joyce	Namtumbo Women Health Group	Box 41, Namtumbo	025-2602809 ext. 38	
Lupilya	Charles	SHIVYAMBE (UMATI)	Box 1021, Mbeya	025-2502528, 0741-237963	umatimby@africaonline.co.tz
Luinga	Cletus	Mwaya Environ. & Tech. Service Org.	Box 317, Iringa	0741-409859	
Lwabulala	Charles	TZ Diamond & Gemstones Polishers	Box 954, Iringa	026-2702342, 0744-645670	
Lyanga	Mushali Peter	ADP-Isangati Trust Fund	Box 1687, Mbeya	025-2503033, 0744-553523	mushalil@hotmail.com
Madamba	Jaffary Selemani	Shujaa Kupiga Umaskini Vita	Box 13, Igurusi	0744-645560, 0744-392936	
Makulukulo	Mwingira	Youth with Hope Foundation	Box 1719, Mbeya	0744-925856	ananiacyril@yahoo.com
Malekela	Dr.	Songea Network of NGOs	c/o Box 5, Songea	c/o 025-2602048, 0744-893976	danmalekela@yahoo.co.uk
Manyangu	Salu	Sumbawanga Econ. & Social Services Assoc.	Box 475, Sumbawanga		
Manyerere	David	Youth Action Volunteers	Box 12183, Dar es Salaam	022-2773416, 0741-498369	yavolunteers@yahoo.com
Mapinduzi	Arnold	National Environment Mgt. Council	Box 63154, Dar es Salaam	022-2134603, 0744-279542	amapinduzi@hotmail.com
Mbilinyi	Erasto Joel	TZ Chamber of Commerce	Box 1951, Mbeya	025-2503007, 0744-020262	tccia.mbeya@cats-net.com
Mchunguzi	Rose Kayumba	WAWATA	Box 34, Sumbawanga	0745-565357	
Mchunguzi	Julieth	Hakikazi Catalyst	Box 781, Arusha	027-2509860	hakikazi@cybernet.co.tz
Mdiganzi	Steven Vincent	Farmers Environmentalist Association	Box 26, Chunya	0744-815004	
Mgongolwa	Yahya	TZ Red Cross Society, Mbeya	Box 419, Mbeya	0748-386854	yamangolwa@yahoo.com
Mhagama	Isaya Boniface	COCODA	Box 202, Njombe	0744-602776, 0748-458908	cocoda_ngo@yahoo.com
Millinga	Octavian	Mbaha Development Association	P.O. Mbaha, Mbinga		
Mkisi	Rev. Eden	Mission for Ignorance & Poverty Allev.	Box 1177, Mbeya		revmkisi@yahoo.com
Mligo	Josephat Severin	Luponde Development Assoc. - Ludea	Box 698, Njombe	026-2782554, 0748-377687	
Mpogole	Eliza	EAGT	Box 838, Iringa	0744-587091	
Mpoto	Msagama Edmund	Umoja wa Wastaafu Mkoa Mbeya	Box 3676, Mbeya		
Mshana	Stanley	Rukwa Association of NGOs	Box 748, Rukwa	025-2802509, 0744-673697	rangos@africaonline.co.tz
Mungi	Omary	USACA-KYODI	Box 466, Kyela	025-2540113, 0744-094725	
Mushigwa	Imelda	Ruvuma Women Dev. Trust Fund	Box 321, Songea	025-2602157, 0744-874113	
Mvella	Eliud Peter	Iringa Youth Development Association	Box 38, Iringa	026-2701213, 0744-543266	iyodea@mkwawa.com
Mwafulango	Elia	KIHUMBE	Box 2982, Mbeya	0744-387272	
Mwaibale	Nico	Televisheni ya Taifa (TvT)	Box 3406, Mbeya	025-2503411, 0741-350718	nicomwaibale@hotmail.com

Mwaisango	Joseph	ITV	Box 3406, Mbeya	025-2503411	
Mwakabeta	Gwakisa Paul	Chama cha Walemavu Tanzania	Box 2496, Mbeya	025-2502391, 0744-290373	gwamwa2003@yahoo.com
Mwakagenda	Hebron	The Leadership Forum	Box 79450, Dar es Salaam	0741-612681	theleadership2000@yahoo.com
Mwakalile	Niccodem	Rungwe-YODEA	Box 387, Tukuyu	0744-081869	
Mwakasege	Esta	SWAAT	Box 413, Sumbawanga	025-2801093	
Mwakasendile	Amnon	Mango Tree Orphan Support Prog. Trust	Box 455, Kyela	025-2540087, 0748-380638	mango@atma.co.tz
Mwakatumbula	Devotha Amoni	Mbuyuni Development Association	Box 51, Iringa	0744-538274, 0748-368180	
Mwakipesile	Rev. Isaack Gallen	Moravian Church	Box 456, Tukuyu	025-2552002, 0748-429127	
Mwakyusa	Asumwisye	Lusungu Ward Development Assoc.	Box 599, Kyela	0744-327852	
Mwalupani	Adolofina	MEHEA	Box 29, Tukuyu, Mbeya		
Mwalusamba	Rose Daudi	TZ Young Ladies Progressive Union	Box 3671, Mbeya	0741-298344	mwaroser@yahoo.com
Mwamalumbali	Moses	Oak Tree Fund	Box 2631, Mbeya		oaktreefundtz633@hotmail.com
Mwamfupe	Sarah Osia	Oak Tree Fund	Box 2631, Mbeya	0744-885174	oaktreefundtz633@hotmail.com
Mwanachega	Midos Sabuni	Pentekoste	Box 2, Sumbawanga	025-2802018, 0744-895894	
Mwangonda	Simon	Ileje Rural Development Trust Fund	Box 160, Itumba-Ileje	025-2503033, 0744-553523	miico@atma.co.tz
Mwasampeta	A.A.	UWUMU (Umoja wa Wakulima...)	Box 2213, Mbeya		
Mwazyunga	Semu Jonas	SHIVYAMBE	Box 3631, Mbeya		ikoloj@hotmail.com
Mzuzuri	Mwanaharusi	TZ Woman Mines Association	Box 88, Songea	025-2600277, 0744-512433	
Ndimubenya	Laban	Rukwa Association of NGOs	Box 346, Mpanda	025-2820693	rangos@africaonline.co.tz
Nditi	Rozina	KIHUMBE	Box 165, Mbeya	025-2259500, 0744-740500	
Ndyetabura	Kiziba Willington	Evangelistic Assemblies of God	Box 84, Sumbawanga	025-2802459, 0744-424889	rangos@africaonline.co.tz
Ngalimanayo	Mathew	Songea Network of NGOs	Box 1196, Songea	025-2602967, 0744-533032	sonngo2@yahoo.com
Ngalla	Asajenye Thomas	Oak Tree Fund	Box 2631, Mbeya	0744-885172	oaktreefundtz633@hotmail.com
Ngumbe	Ramadhani	TUFAE	Box 240, Tunduru		
Ngwira	Martha	Radio Tanzania - Mbeya	Box 503, Mbeya	025-2502553, 0741-333404	marthangwira@hotmail.com
Nindi	Adam Mzuza	Mwantrans Farmer Association	Box 411, Songea	025-2600672, 0744-895964	adam_nindi@yahoo.com
Njovu	Rose	CDTF	Box 120, Songea	025-2600959	
Njovu	Haruna	Health Development Foundation	Box 263, Tunduru	025-2602450, 0744-533032	hedefo2@yahoo.com

Njuyuvi	Stratony	Population Services International	c/o Box 1067, Songea	025-2600100, 0744-031450	stratons2000@yahoo.com
Noel	Ret. Capt. Nkoswe	Rukwa Environmental Management Society	Box 305, Sumbawanga	025-2802048, 0744-673692	nkoswezeno@yahoo.com
Nswila	Alson	Mbeya Vijijini	Box 4596, Mbeya	0744-329656	
Nswilla	Allan	Hakikazi Catalyst	Box 781, Arusha	027-2509860	hakikazi@cybernet.co.tz
Ntevi	Elias Raphael	Chunya Self Development Org.	Box 209, Mkwajuni	0744-645626	
Nyambo	Damas Alois	CORRECT/SHIVYAMBE	Box 1089, Mbeya	025-2503004	damasalois@yahoo.com
Nyato	Suzana	UMATI	Box 1021, Mbeya	0744-606216	
Nyirenda	Teresa	Saint Teresa Orphans Foundation	Box 598, Songea	025-2600826, 0745-556466	teresanyirenda702@hotmail.com
Nyondo	Felix Joseph	Upendo Group	Box 325, Iringa	0748-399972	
Ojwando	Seto	Hakikazi Catalyst	Box 781, Arusha	027-2509860	hakikazi@cybernet.co.tz
Philip	Ambele	TARENA	Box 413, Sumbawanga	025-2802078, 0748-487150	
Poslo	Sosten John	AIM Tanzania	Box 1058, Iringa	0748-610521	
Rubega	Issa	Rukwa Environmental Youth Org.	Box 144, Sumbawanga	025-2800291, 0744-885232	rangos@africaonline.co.tz
Ruliho	Lyidia	UMATI	Box 468, Sumbawanga	025-2800267	
Saidi	Aminari	Youth Empowered for TZ United (YETU)	Box 311, Songea	0748-516698	aminarisaidi@yahoo.com
Sanga	Samson	Brooke Bond Tanzania Ltd.	Box 427, Mbeya	025-2500895, 0744315837	samsongsanga@hotmail.com
Sanga	Festo John	Jielimishe Epuka Ukimwi Makambako	Box 360, Makambako	2730380, 0748-385216	
Seif	Rashid	UMATI	Box 1021, Mbeya	0745-657233	
Shengena	Cletus	VPO, Divison of Environment	Box 5380, Dar es Salaam	022-2113983, 0744-091732	kshengena@hotmail.com
Sikagonamo	Festo	PST & Radio One Stereo	Box 2580, Mbeya	025-2503411, 0744-350377	festosm@hotmail.com
Sikanda	Sebastian	Wazee Wastaafu Rukwa (WAWARU)	Box 418, Sumbawanga		
Sinkala	Egdius	Voice for Women Mbeya	Box 2862, Mbeya	025-2504164, 0744-691039	vowombe@yahoo.com
Sleboda	Jennifer	Hakikazi Catalyst	Box 781, Arusha	027-2509860	hakikazi@cybernet.co.tz
Solomon	Boniface	UWUMU (Umoja wa Wakulima...)	Box 2213, Mbeya		
Stolla	Francis	Hekima Advocates	Box 76366, Dar es Salaam	0744-312345, 0744-855636	hekimaadvocates@yahoo.com
Tende	Kijicho	FUMAKI	c/o Mkwawa Sec., Iringa	0748-596448	

Annex 2: Opening Address by Mr Lupilya

Acting Chairperson, SHIVYAMBE NGO Network (Mbeya)

Dear Guest of Honor, Regional Administrative Secretary Mbeya Region, Director Hakikazi Catalyst, facilitators and colleagues participating in this unique gathering. On behalf of workshop organizers and all the people who have made this dream come true, I welcome all of you to this workshop and to Mbeya Region.

Dear Guest of honor I would like to inform you that this workshop is being attended by Civil Society Organization Leaders from Iringa, Ruvuma, Rukwa and the host Mbeya Regions.

Civil society organizations working on social and economic issues strive to advocate for pro-poor laws and policies that ultimately lead to poverty reduction.

To effectively influence pro-poor laws and policies, it is critical for civil society organizations to have a clear and detailed understanding of the machinery of the Government. Unfortunately there is an information gap to many civil society organization stakeholders on basic questions like how does Government work? How are resources allocated? What windows of opportunity exist to have a say in policy-making processes etc.

This particular workshop is intended to fill the information gap and enable civil society organizations to practically engage in policy-making process through PRS review.

In the next two days individuals and organizations will be able to share knowledge and experiences on four key areas:

- Policy and law-making processes
- An overview of Governmental structure with respect to environmental issues.
- Poverty Reduction Strategy – both process and content
- Budgeting processes for poverty reduction. The sharing will focus on Public Expenditure Review and Medium Term Expenditure Framework.

The principal outputs from this workshop will be:

- Greater understanding among key civil society organizations about policy-making processes, poverty and environment, poverty reduction strategy and budgeting processes.
- Broader involvement of grassroots communities in providing critical input to the ongoing PRS review process. Participating NGO's and individuals who are here are expected to stimulate discussion and analysis of what need to be considered to make PRS more comprehensive and pro-poor.
- Feedback to the Government after grassroots consultations.

The organizing institutions would like to thank sponsoring partners and assure them of a gathering oriented to achieve outputs explained earlier and of our wish for future collaboration

with them. We would like to acknowledge specific contribution from Vice President's Office and UNDP.

Honorable Guest of Honor, the Regional Administrative Secretary for Mbeya, I kindly invite you to open our workshop.

Annex 3: Opening Address by Mr Fred Mwaisaka

Regional Administrative Secretary, Mbeya

Dear Mr. Emmanuel Kallonga Director Hakikazi Catalyst, Participants and facilitators, it is with great pleasure that I welcome you all to Mbeya Region.

I would like to thank the workshop organizers for inviting me to become part of this unique gathering. From the briefing I have received, you will be doing an important and exciting work. Workshop organizers have informed me that the main objectives for your workshop are four:-

1. Enabling civil society organizations to create understanding on the policy and law-making processes.
2. An overview of Government structure with respect to environmental issues
3. Generating knowledge and understanding on Poverty Reduction Strategy (PRS) review process and content that finally facilitates identification of critical issues cso's would like to see included in the second phase of PRS.
4. Explanation of the budgeting process, including:
 - Public Expenditure Review
 - Medium Term Expenditure Framework.

Over the past few years, civil society organizations have demonstrated significant capacity to work together with Government, to stimulate and strengthen popular participation in policy issues. Informing people about the policies that affect their lives is a critical first step in this. Your interest and commitment to participate in reviewing Poverty Reduction Strategy (PRS) is a good example of this relationship.

As we are all aware, the Government is now in its third year of implementing the Poverty Reduction Strategy (PRS), which was prepared in the year 2000. A commitment was made then to review the PRS after three years of implementation with a view to make it more comprehensive and pro-poor.

The process of PRS review has begun and open to all stakeholders to participate. The government has the view that the PRS review process undertakes to advance participation and partnership approach. In this approach the views of all participants need to be respected regardless of the level of education, color, religion, age, sex etc.

In the view of the above I suggest to you that your engagement with PRS review process especially at grassroot level be guided by the following: -

- Key issues in improving service delivery both social and non-social.

- Elicit key poverty reduction priorities in PRS review proposed areas.
- Participation in monitoring process at the local level.

I would also like to draw to your attention, the importance of feedback. Popular engagement with policy issues is not simply about communicating policies downwards and outwards in an accessible way. It is also about up streaming the messages back to policy and decision makers. Thought need to be given to the different horizons of that feedback, communicating a clear message, and how to sustain the process.

So much for words, the priority now is deeds. I am impressed with the range of stakeholders who have gathered here for this workshop, and ask you now to commit yourselves fully to meeting all its objectives. Alongside many in government, as well as other sections of the community, I await with interest to see the fruits of your discussions. Hence, without further delay, I have great pleasure to declare the workshop open.

Annex 4: Presentation on The Tanzanian Legal System

Reflection on Policy and Law, Prepared by Francis K. Stolla, Hekima Advocates

1.0 INTRODUCTION

The Tanzanian Legal System can be discussed by taking reference to the three main aspects. These are:

- (i) The Instruments of the Legal System
- (ii) The Institutions in the Legal System
- (iii) The Bill of Rights as enshrined in the Constitution

2.0 INSTRUMENTS OF THE LEGAL SYSTEM

Instruments of the legal system are:

2.1 The Constitution of the United Republic of Tanzania if 1977

This is the basic law of the country and is above all the Laws made by the Parliament. The Constitution is enacted by the Constituent Assembly. It is the Constitution which creates the State and its organs (Government, Parliament and the Judiciary).

2.2 The National Policies

Policies are directives of what should be done in a particular sector. They are made by the Government. They are used as drafting instructions of the Laws.

2.3 Acts of Parliament

These are Laws enacted by the Parliament and they are subordinate to the Constitution.

2.4 Subsidiary Legislation

These are pieces of legislation made by a body which is delegated with the power to make Law by the Parliament. These subsidiary legislation can be in different forms like Regulations, By-laws, Orders.

2.5 Case Laws

These are principles made by the Courts in the course of interpreting laws to administer justice.

2.6 Customary Laws

These are principles derived from usages and customs of particular societies or tribes. They are recognised so long as they do not conflict with the Laws, human rights and morality.

3.0 INSTITUTIONS OF THE LEGAL SYSTEM IN TANZANIA

The main institution in Tanzania is called the State. The state is a combination of three organs. These organs are:

The Legislature: This means the Parliament of the United Republic of Tanzania and the House of Representatives of Zanzibar.

The Executive: This means the Government of the United Republic of Tanzania and the Revolutionary Council of Zanzibar.

The Judiciary: This means the Judiciary of the United Republic of Tanzania and the Judiciary of Zanzibar.

3.1 The Legislature

This is the state organ which performs legislative functions, that is making laws and supervision and implementation of policies.

3.2 The Executive

This is a state organ which performs executive function; this is the Government. It is charged with the function of general administration of the country and enforcement of laws. There is central and local government.

3.3 The Judiciary

This is the state organ that is charged with the function of interpreting the Constitution and the Law in the course of justice administration and dispute settlement.

4.0 PRINCIPLES UNDER WHICH THESE STATE ORGANS OPERATE

All these three state organs work under Constitutional principles as mentioned hereunder.

4.1 Separation of Powers

This requires that each state organ should perform its own function. Further that no state organ should perform the function of another organ. Also that no one state organ need to interfere with the function of another.

4.2 Rule of Law

This principle requires that all actions affecting the rights and duties of individuals should be done according to what is prescribed by a fair law.

4.3 Sovereignty of the Parliament

This is a principle to the effect that “it is the Parliament which has supreme power to make and unmake the law, not any other organ of state”.

4.4 Independence of the Judiciary

This is a constitutional principle which requires the courts to administer justice without fear from other state organs. This has three sub-principles which are:

- (i) Non-partisanship of judges and other judicial officers. That they should not be given executive functions to perform.
- (ii) Remuneration of judges. That judges should receive their salaries from the consolidated funds.
- (iii) Security of tenure of judges. That judges can not be “unceremoniously” removed from their office by the President. It is the commonwealth judges who must recommend to the President that a judge be removed. If no recommendation, then no removal of a judge.

5.0 THE BILL OF RIGHTS

The Bill of Rights is a list of fundamental human rights which are enshrined in the Constitution. They are provided for from Article 12 up to 24 of the Constitution.

These rights can, in short, be mentioned as hereunder:

1. equality of human beings
2. equality of people before the law
3. right to life
4. right to freedom
5. right to privacy and security
6. right to freedom of movement
7. right to freedom of expression
8. right to freedom of association, assembly and cooperation

9. right to participate in public affairs such as leadership and administration of the country and anything which affects a person's life
10. right to work
11. right to own property
12. right to fair remuneration

These rights, when violated, can be protected by taking the violator to court.

What is seen to be the major weakness of the Constitution is that it subjects itself to the laws to which it is superior. This situation makes the rights spelt out in the bill of rights to be not absolute as they can easily be interfered with.

It should also be remembered that to every right there is a corresponding duty.

That any person can go to High Court under Article 26 of the Constitution to challenge the legality or constitutionality of anything.

In order to succeed in the Poverty Reduction Strategy, the legal system must be improved. And lastly, implementation of the laws must be effectively supervised.

Prepared by:

Francis K. Stolla
Hekima Advocates
P.O. Box 76366
Dar es Salaam.

Telephone: 0744 312345

E-mail: francisstolla@yahoo.co.uk; hekimaadvocates@yahoo.com

Annex 5: Tanzania's Budget Processes

Public Expenditure Review (PER) And Medium Term Expenditure Framework (MTEF), Presentation by Mr Ntambi, Ministry of Finance

1. Introduction:

The Budget is an important tool for implementation of policy decisions by the Government to achieve social, economic and political objectives. Budgeting as a process involves various stages and interventions by a number of key actors and stakeholders. It involves a series of activities, which are performed throughout the financial year. In a nutshell, budget formulation and implementation process is a legalised and formalised work cycle of preparing budget estimates, authorisation, implementation, monitoring, control and accounting for the public funds. This presentation outlines the legal base and key stages of the Tanzania's Budget process, namely, formulation of budget policies and preparation of Budget Guidelines, preparation of revenue and expenditure estimates by spending agencies, finalisation of the estimates, execution, monitoring and control. The paper also highlights on the key players and the timing of the main activities performed by Ministries, Departments and Agencies (MDAs) as well as Regions and Local Authorities. PER, MTEF and the PRS processes are also highlighted in the context of the budget formulation and management.

2. Legal Base:

The legal base is that body of laws, regulations and administrative procedures that govern budget system in terms of allocation of formal powers and responsibilities, accountability and timing in the budget process. The legal base of the budget is contained in the following: -

The Constitution of Tanzania

The Constitution of the United Republic of Tanzania chapter Seven outlines the provisions regarding the finances of the United Republic. It stipulates the need to prepare yearly estimates of revenue and expenditure of the Government and submit to the Parliament.

The Public Finance Act 2001:

The Public Finance Act 2001 provides for legal framework of the budget with regard to revenue, expenditure control and accountability. This Act has repealed the former Exchequer and Audit Ordinance of 1961.

Annual Finance Act:

The Authority to collect government revenue is granted by the Parliament through the Finance Act. This act grants powers to the Minister for Finance to raise money by imposing taxes to finance the Budget.

Annual Appropriation Act:

This is an act of Parliament, which gives authority to the government to appropriate funds from the Exchequer Account for meeting government expenditures. It provides powers to the Minister for Finance to draw money from the Consolidated Fund and allocate it to various votes. It also provides powers for reallocation of funds between votes.

Government Circulars:

Circulars regulate other Administrative procedures as the case may be from time to time.

Basically four fundamental principles govern the legal base: -

- No tax shall be imposed and no money shall be spent without authority of the National Assembly.
- Expenditure shall be made only for the purpose authorised by Parliament
- There shall be a single fund known as the 'consolidated fund' for receiving and recording all revenues and expenditures, unless otherwise directed by Parliament.
- All moneys spend on the consolidated fund must be accounted before Parliament.

3. The Structure Of The Government Budget

Revenue

Government revenue is comprised of recurrent and development revenues.

(i) Recurrent Revenue:

Recurrent revenues are funds used to finance recurrent budget, which mainly come from tax and non-tax domestic sources. Tax revenues include custom duty, sales tax (VAT) and excise duty on locally manufactured goods and imports. Non-tax revenues are collected from user charges (i.e. school fees, water, rents etc), dividends, royalties and sale of stores.

(ii) Development Revenue:

Development revenues are funds used mainly for financing development expenditures and consist of grants and loans from bilateral and multilateral sources.

Expenditure

Expenditures refer to what the Government spends for current and capital goods and services. Government expenditures are divided into recurrent and development.

(i) Recurrent Expenditure:

Recurrent expenditures are expenses of running and managing the day-to-day Government operations. Recurrent expenditure is comprised of Consolidated Fund Service (CFS) and Supply Votes. CFS covers the outlay for servicing local and foreign Public debts, remunerations of specified officers (i.e. Chief Justice, Judges, CAG etc) and operational costs of the State House.

Supply Votes cover outlays for meeting salaries (PE) and recurrent expenses (OC) of MDAs and RDAs. Essentially, OC refers to funds allocated for the provision of Government goods and services.

(ii) Development Expenditure:

Development expenditures are outlays for financing the implementation of capital programmes and projects. Ministries, Regions and Local Authorities are implementers of programmes and projects. Development expenditures are financed from both local and external sources. Foreign funds, whether grants or loans, come in the form of cash, reimbursement or direct to Project disbursement.

4. Key Stages And Actors In Budget Formulation And Implementation

(1) Formulation of Budget Policy and Resource Projections:

The budget process begins with formulation of budget policy objectives and priorities, based on macroeconomic review and analysis.

The macroeconomic review is facilitated by the Budget Guidelines Committee, which is charged with the responsibility of preparing annual Budget Guidelines. This committee is composed of officers from the Ministry of Finance, Planning Commission, Prime Ministers Office, Public Service Management and Regional Administration and Local Government.

This review of macroeconomic performance starts with an assessment of performance of the previous budget assumptions and targets to determine the level of achievement. Other variables, which are reviewed, include economic growth rate, inflation and government finance. It is imperative to review the past and current performance before looking into the future. During this stage of macroeconomic review and resource projections the Public Expenditure Review (PER) process also provides important support to the Budget Process. PER provides such inputs as, updated sector MTEFs, sectoral resource requirements, macroeconomic issues, donor financial commitments and other important concerns for improving resource allocation.

Currently, the sector MTEF inputs come mainly from PRS sectors. Thus, performance and resource requirements indicated in the MTEFs of PRS sector ministries reflect PRS set targets and actual performance.

Based on the macroeconomic and other developments as indicated in the economic performance review, the overall framework for the future is then formulated.

Once the macro-policy and sectoral performance review, and resource projections are completed, the government then sets, objectives and budget priorities to be achieved in the annual and next

two years of the MTEF. Resource ceilings are then determined for each sector and spending agencies.

The Budget Guidelines are prepared and submitted to Cabinet Secretariat and Inter-Ministerial Technical Committee (IMTC) for discussion and then to the Cabinet for approval before they are distributed to spending agencies. However, in practice, Draft Budget Guidelines are issued to MDAs to start preparing their Budgets while waiting for the approved document, which contains firmed up ceilings.

The Budget Guidelines, besides the macro-economic assumptions, budget frame, forecasts and institutional ceilings, also present the procedures to be followed in preparing the MTEF based Budgets, institutional responsibilities, policy priorities to be pursued in the three years and the budget limits for the sectors. Timetable for submission of estimates and some specific instructions to be adhered by MDAs are also outlined in the Guidelines.

Date for submission of Institutional budget estimates to the Ministry of Finance (MOF) is set after considering time required by MDAs to prepare their Budgets and by MOF to consolidate and finalise the National Budget in time to meet the budget day.

The Budget Guidelines are supposed to be ready for distribution to Vote holders by end of December or early January in each year.

(2) Revenue and Expenditure Estimates Preparation

Budget estimates preparation involves revenue, recurrent and development expenditures by Ministries, Departments and Agencies as well as Regions and Local Governments. This process starts soon after the Budget Guidelines have been issued.

Each Accounting Officer, through the Budget Committee is responsible for translating the National Budget Guidelines and issue specific instructions to the Heads of Departments on how to prepare their estimates. Budget officers in the departments are normally assigned to prepare departmental estimates. Heads of departments and units within the organizations are involved in supervising this exercise as well as in finalizing and submitting the estimates to the Accounting Officer.

Key activities that take place at this stage at Institutional level include environmental Scan, review of institutional perspectives, budget performance reviews, finalization of institutional budgets. Budget Committee is responsible for carrying out all these activities. The committee is composed of the Accounting Officer as Chairperson and Director of Policy and Planning or Regional Economist as Secretary. Other members include DAP or head of one service division and heads of key divisions.

Following completion of review of an MDA environmental scans, institutional perspectives and budget performance, the focus now is put on formulation of the annual budget for revenue,

annual expenditure and the MTEF. This process involves establishing institutional objectives, departmental targets and activities, identifying inputs and their prices and costing them for each year of the MTEF period.

MDA's Budget Committee is responsible for carrying out all the above reviews and for scrutiny of the budget proposals of units, divisions and departments to ensure correctness and relevance of the financial demands. Subsequently, the Committee undertakes the consolidation and finalisation of the institutional budget by ensuring that the departmental budgets are consistent with ceilings and institutional priorities. The Committee is also responsible for preparing budget memorandum and submission of the estimates to the Ministry of Finance.

Budget formulation at Institutional level takes place between January and March and the Estimates are submitted to the Ministry of Finance (MOF) in Mid-March.

(3) Budget Finalization at the Centre:

Final phases of budget preparation includes scrutiny of estimates, Donor/Government Consultations, submission of estimates to Inter – Ministerial Technical Committee (IMTC) and submission of the budget Cabinet Paper for approval.

Every organisation's draft budget estimates are scrutinised by the Ministry of Finance to ensure that the estimates submitted conform to the strategic concerns of the Budget Guidelines, set ceilings and the strategic priorities of the organization. Scrutiny and dialogue also takes place to ascertain the accuracy of the budget figures and GFS coding. The institutions involved at the centre for scrutiny are: -

- Ministry of Finance;
- President's Office - Public Service Management (for staff particulars);
- President's Office - Planning and Privatization (for macro policy issues);
- Regional Administration and Local Government (for issues related to Councils)

Donor and Government consultations facilitate the budget process by confirming donor financial commitments in the coming annual budget and MTEF period. These discussions take place between Ministry of Finance or Sector Ministries and Development Partners. The timing for these intervention is between March and April.

The Estimates are then submitted to the Cabinet Secretariat and Inter – Ministerial Technical Committee (IMTC). IMTC is a committee of all Permanent Secretaries, which has a role to scrutinise Budget proposals before the Cabinet finally approves them. To facilitate the discussions, the MoF prepares a draft Cabinet Budget paper that covers the budget frame, the financial demands after dialogue with MDAs, the government priorities and financial implications. The budget draft Cabinet Paper is presented to IMTC by Permanent Secretary to the Treasury.

IMTC considers the proposals, makes necessary adjustments, especially those related to technical improvements on the Paper and advises the Cabinet accordingly.

After incorporating IMTC comments and inputs, the Cabinet Paper is then finalized for submission to the Cabinet. The Minister for Finance then submits the Budget proposals to the Cabinet. The role of the Cabinet is to deliberate on the budget Cabinet paper and to approve Government Budget proposals for fiscal year in question before they are submitted to the Legislature.

The Cabinet after satisfying itself that the Budget conforms to Government policies and priorities approves it, with or without further amendment.

If the Cabinet approves the budget with amendments, the organisations are required to make final adjustments to their Estimates as well as their Budget Memorandum. The Ministry of Finance receives the proposed changes in the item allocations and prepares printouts of the budget books. The printouts are then sent to the Government Printer for full production. The timing for scrutinization, Cabinet discussion and printing of budget documents is between March and May.

(4) Budget Authorisation by Parliament

The process of obtaining Parliamentary authorisation starts with discussions by Sector Parliamentary Committees. The Minister for Planning and Privatization and the Minister of Finance provide preliminary briefs on the economic outlook and National Budget respectively. MDA's budget books and memorandums (that include their budget proposals) are submitted to Parliamentary committees for detailed scrutiny. Essentially, the committees give prior approval to the estimates before they are submitted to the National Assembly for debate and authorisation.

After the Sector committees of the Parliament have reviewed the Estimates, the Budget Proposals are tabled to the Parliament for debate and authorisation. The major events during Parliamentary debate and authorization of the Government Budget are as follows: -

- Presentation of a Public Speech on macroeconomic performance and projections by the Minister for Planning and Privatization.
- Presentation of the government budget proposals to Parliament by the Minister for Finance through a Budget speech
- Parliamentary debates/discussions on Ministerial estimates submitted by each minister responsible

Parliament approves the Budget by passing the Appropriation and Finance Bills for that year. The President then assents the bills, becoming the Appropriation and Finance Acts for that year. It is these acts that empower the Minister for Finance to raise the money and finance the Approved Budget.

Review of Budget proposals by the Parliamentary Committees is carried out between May and early June and the Budget day is normally in mid- June. After thorough discussions, Parliament approves the government budget.

(5) Budget Execution

Approval of the Budget is the start of budget execution, which is one of the important stages of the budget process. It is at this stage that actual revenue collections and service delivery takes place. Execution of the budget therefore is about the collection and accounting for revenue, provision of services through the recurrent budget and implementation of development projects. The key documents used during implementation of the budget are Revenue and Expenditure estimates books, action plans or work programmes (containing targets/activities and cash flow plans) and budget memorandum.

Main activities during this phase are:-

- Release of funds by the Ministry of Finance.
- Collection and accounting for revenue collections by Tanzania Revenue Authority (TRA) and other MDAs. Accounting officers are appointed as receivers of revenue and accounting officers for expenditure in accordance with the Public Finance Act, 2001.
- Delivery of services and project implementation by institutions. This involves both government institutions and Development Partners. Donors are required in some cases to release funds and award of contracts.

Maintenance of proper accounts for control and accountability

Reporting on budget performance (both financial and physical) and evaluation

Project inspection and expenditure monitoring

- Auditing and accounting for revenues and expenditures
- Parliamentary reviews and scrutiny of accounts
- Budget review and adjustments

5. PER, MTEF And PRS Processes In The Context Of Budget Formulation And Management

A number of reform programmes have been ongoing in Tanzania since 1995. The most recent reforms include the Public Expenditure Review (PER), MTEF and Poverty Reduction Strategy (PRS). The following is a brief discussion of the reform initiatives and their link to the Budget Processes.

(1) PER PROCESS:

Public expenditure Review (PER) has been an ongoing process for several years. Initially, PER function focused more on the budget processes in terms of management, control and accountability. The underlying objective has been to evaluate budget performance against approved targets and procedures or processes and identify shortcomings and corrective measures.

Until recently, the World Bank with local participation limited to providing documents, data and other budget information to mission teams conducted Public Expenditure Reviews. Even the participation by other donors and stakeholders was minimal. Since the output was a World Bank document, follow-up action and commitment to implementation of the recommendations of the PER final report was apparently weak.

Lack of ownership of the PER process by the Government also meant that sustainability of the process was uncertain. Consequently, the development partners, the Government and CSOs agreed to strengthen PER process by taking positive steps to internalize the process and committed themselves to: -

- Conduct PER on an annual basis and integrate the PER process into the budget cycle;
- Prioritize development expenditures among and within sectors and ensure their consistency with the Medium Term Expenditure Framework;
- Seek to achieve full coverage of budgeting and accounting of donor-financed expenditures;
- Achieve full integration of recurrent and development budgets taking into account sector investment priorities and their long-term recurrent implications;

PER process now is collaborative between the whole donor community, the government and civil society organizations. PER objectives are mainly two. First, is to facilitate and improve the implementation of a medium term effort in strengthening budget management, through improved predictability, efficiency and sustainability of the government budget. Second, is to evaluate performance against approved budget frame and output targets in order to ascertain whether funds were spent for purposes agreed and whether the spending units achieved the intended goals.

Underlying concern is also to attain an increased shift of donor finance from project to broader budget support in order to enhance flexibility of allocation across investment and recurrent expenditure items.

As of now, PER focuses on Poverty Reduction Strategy (PRS) Sectors. Studies are carried out almost throughout the financial year by consultants. Through the budget guidelines, vital inputs from the PER process are fed into the Budget process and utilized in preparing the annual budget and sector MTEFs. Again, during implementation of the Budget some interventions from PER are also made to improve budget performance. The Government, development partners and Civil Service Organizations (CSOs) are all involved in the PER discussions especially in regard to sector plans and performance.

(2) MTEF PROCESS:

MTEF was introduced as a logical development from the PER process to enhance efficiency and effectiveness in budget management. Adoption of a Medium Term Expenditure Framework (MTEF) approach to budgeting was considered a best way of linking the strategic plan and the budget. The three-year time frame was considered ideal for development of meaningful and sustainable plans and budgets than one year or longer periods than three years.

MTEF is not a completely new process. It encompasses some key elements of previous reforms, which were addressing the issue of enhancing efficiency in the use of resources and delivery of services. Such reforms are the Rolling Plan and Forward Budget (RPFb), whose main components were policy and strategic review and three-year ceilings and the adoption of performance budgeting. Performance budgeting, essentially, is an output or result oriented technique of budgeting based on the strategic plans, which were developed by the support of Civil Service Department (CSD) now President's Office Public Service Management (PO-PSM).

Strategic plans encompass MDAs' vision and mission statements, key result areas, strategic objectives and service delivery targets. Others are outcome and output performance indicators. Each MDA is required to have in place a Strategic Plan covering five years.

MTEF process, therefore, ends up with a three-year budget that is based on clearly defined performance targets within a strategic framework. Resource needs on each target depends on activities involved and related prices of the required inputs. Consequently, MTEF approach enables the MDAs to link resources to the attainment of specified objectives. More emphasis is put on service delivery and meeting the needs of priority stakeholders.

(3) Poverty Reduction Strategy (PRS):

Poverty Reduction Strategy (PRS) aims at addressing key causes of poverty in the country, which include inadequate economic growth and lack of access to essential services and infrastructure. It sets a framework for prioritizing sectors and objectives, identifies actions to be taken and the associated costs. PRS process is highly consultative and participatory based on strong partnership between Government, development partners and civil society.

Tanzania continues to implement Poverty Reduction Strategy (PRS). The third PRS progress report is being prepared covering, among others, the current status of poverty in the country, progress of implementation within the priority sectors.

The Government has agreed to undertake a comprehensive review of the Strategy for the purpose of making it more pro-poor, harmonizing the PRS, Public Expenditure Reviews (PER) and Budget cycle.

PRS has its own cycle of policy objectives or desired outputs to be attained and the timing normally going beyond the Annual Budget Cycle. However, the PRS targets for each PRS sector are the bases of resource allocation. As PRS progress reports are completed and targets updated, the results fed into the PRS sector annual budgets and MTEFs. Allocation of government resources is focused on poverty reduction.

6. Conclusion

This paper has outlined the key stages in the budget process in Tanzania and main actors, initiatives taken by the government in improving efficiency in the management of the Budget and institutional framework in place for stakeholder participation in the budget process.

It is explained that the Budget is prepared using MTEF approach, which focuses on efficient service delivery to key stakeholders. PER is one of key initiatives in enhancing efficiency in public expenditure management, particularly in improving government budget management and resource allocation. Inputs from PER as well as PRS documents are incorporated into the sector plans and budgets.

PER process involves membership from civil society organizations; and as the PER continues to be an important instrument in strategic resource allocations, the influence of CSOs into the budget process will equally be strengthened.

Annex 6: Presentation on Poverty - Environment Links

Arnold Mapinduzi, NEMC

Environment

What do we mean?

Us and our surroundings

Green – Bio physical environment – Forest, wildlife, water, land.

Brown – man made - Built environment, sewerage, plastics.

Why are we/should we be concerned?

Degradation – Forests, land,

Pollution – Air, water, land

Impact on lives and livelihood – Loss of farm land, effects on people's health

Poverty

- Generally - poverty is lack or low capability of people and communities to meet their basic needs and to develop themselves.
- Can be defined to include “income” and “non-income” human development attributes.
- One half of all Tanzanians today are considered to be basically poor, and approximately one-third live in abject poverty. The situation is worsening!!!!

Key questions/challenges

- Mainstreaming of environment in PRS is now accepted as a priority but what do we mean?
- How can the issue of environment as a cross cutting issue in PRS be addressed?
- What are our roles in government, civil society and private sector?

Poverty-Environment Links

Conflict

Gender

HIV/AIDS

Age (young & old)

Disabled

Livelihoods

- Majority of people (rural & urban) depend upon environment and nat. resources for their livelihoods (agric., forests, fisheries, & wildlife)
- ENR use was main economic activity for 63% of adults (76% in rural areas) in 2002
- Degradation of environment is affecting poor (confirmed in Participatory Poverty Assess.)
- We need to promote better and sustainable land use, land tenure, community management of forests/wildlife/fisheries

Water

- We need water for drinking, agriculture, energy and env services.
- Access to improved water sources has improved.
- But time taken in rural areas has increased.
- Emerging conflict over water use – e.g. Usangu (irrigators, pastoralists, park, energy)
- Pollution of sources increasing

Energy

- 2002 estimate 926,000 tonnes of charcoal consumed. Also fuel-wood.
- Present poor management leading to deforestation (est. 91,000 ha/year!)
- But charcoal is renewable, it's a major "industry" & source of livelihoods, no immediate substitute.
- Similarly main source in rural areas of energy is wood.
- Environment is also main source of electricity generation (hydro)

Economic Growth

- Main economic sectors depend upon environment and natural resources (ENR)
- Agriculture – Tourism - Mining
- In 2000 ENR (not inc tourism/mining) contributed 48.3% to the economy (monetary & non-monetary)
- Tourism depends on protecting env, yet impacts on the env, but do the poor benefit?
- Mining has major env. and social impacts, potential for conflicts (e.g. artisanal and commercial).
- Agriculture – issues of degradation & water, impact of using marginal lands & access/tenure.

Vulnerability

- Poor are most at risk from environmental related disasters:
- Floods (e.g. El Nino '98)
- Drought (look what is happening now)
- Pollution
- Land degradation
- Environment featured strongly in participatory poverty assessment on vulnerability

Health

- People's health is dependent upon the good and clean environment
- Safe water
- Sanitation
- Solid waste management (2001 – 58% disposed in pit/bin, 42% thrown away)
- Water borne diseases
- Indoor air pollution (serious factor in child < 5 yr mortality)

Pollution

- Poor are most vulnerable from pollution:
- Indoor air pollution from lamps/candles/stoves
- Solid and liquid waste in water courses

- Hazardous wastes mixed up in general waste
- Agrochemicals – est 1700 tonnes laying around the country

Conflicts

Abundance and scarcity of natural resources as triggers/fuels for conflict:

Gold:

- Commercial mines and artisanal mines
- Police and artisanal mines
- Districts vs. National government
- Sectoral Policies and laws

Land/water:

- agriculturalists vs pastoralists
- Refugees vs resident communities over fuelwood/water/land

Governance

Access and control over ENR resources impacts on peoples' livelihoods:

- Land tenure -
- Wildlife Management Areas
- Joint forestry management
- Fisheries
- Environmental management – EIA process, bye laws
- Solid waste management

Other links

Gender e.g. women & collection of water/fuel

HIV/AIDs e.g. vulnerability from poor sanitation & housing

Age e.g. young/old susceptibility to pollution

Disabled e.g. access and use of env. resources

Employment e.g. most based on natural resource use

Annex 7: Presentation on the Poverty / Environment Programme

Cletus Shengele, DoE

Today's Presentation

- Background and Justification
- Programme Outcomes
- Programme Outputs
- Implementing Modalities
- Program Progress

Background and Justification

- The linkage between environment and poverty recognized NEP and PRSP endorsed in the WSSD.
- Tanzania's progress towards achieving the MDG, reduce poverty by 0.5 and of reversing environmental resources loss by 2015.
- Realization that the success of the PRSP is dependent on the full integration of environmental issues.
- Though recognized in PRSP. The actions included in the first PRSP do not reflect the importance of environmental issues, and the fact that majority of Tanzanians depend directly on natural resources for their livelihoods and poor are more vulnerable to environmental risks and pollution
- Therefore Tanzania made a commitment to integrate environmental issues into future iterations of the PRSP process, hence this program.

Timing

The programmes launch and implementation has coincided with the PRS review. Thus an opportunity to influence the PRSP.

The programmes Outcomes

Outcome 1 - Awareness and understanding on environment- poverty linkages strengthened, across government, civil society and private sector.

Outcome 2 - Improved access and utilisation of environment/livelihoods data for use in PRS process and in local level planning.

Outcome 3 - Institutional capacity built to integrate environment in multisectoral plans and strategies at both national and district level and to monitor implementation.

Programme Outputs

Output 1 - Knowledge base on poverty environment linkages improved and disseminated

Output 2 - Environmental/livelihoods data integrated into data systems, and p-e indicators developed and used in PMS.

Output 3 . Strengthened capacity in PED, DOE, NEMC and LA to integrate poverty environmental and livelihoods issues into PRS and respective mainstream programmes.

Implementing Modalities

- Multisectoral
- Lead organisations PED, DOE and NEMC.
- Additional – PORALG and NBS
- Other sectors/Ministries to be consulted include MAFS, MNRT, MOFS, NGOs

Progress so far

- Environment management act
- Env. sust. included in perf. action framework of PRSC
- Poverty environment indicators
- Knowledge and awareness on PE issues
- Strategic Environment Assessment study
- PPA – environment and vulnerability
- Inputs into 2003/04 agricultural survey
- Environment Working Group
- PER of environment
- PRS review – cross-cutting issues

Annex 8: Presentation on PRS Review and PRS Review Process,

Abdallah Shah, Vice President's Office

PRS Review and Process Presentation Outline

- PRS Background
- Purpose and focus of the review
- Proposed issues of review
- Consultation Process
- Time frame for review

PRS Background

- The first PRSP was finalized in October 2000 after a consultative process, which began in June 2000.
- For the last three years the PRS (P) has been updated on incremental basis through the PRS progress reports (2000/01, 2001/02 and 2002/03).

Challenges of PRS 2000

- Participatory structures formed on an ad-hoc basis
- Collaboration with stakeholders was less frequent and joint decision-making on relevant aspects of pro poor policy was limited.
- Tight time frame for consultation limited the participation of stakeholders. CSO involvement was limited and their impact on the outcome of the processes has been very limited.
- Inadequate background and understanding of PRSP limited stakeholders participation
- Women, youth, people with disabilities, elderly, people living with HIV/AIDS, orphans were not adequately represented in PRSP process.
- Trade unions were not involved in the PRS participatory process.
- Inadequate analysis of "Voice of the poor" through the zonal workshops.
- Existence of narrow view of "civil society".
- Inadequate mechanism in dealing with cross cutting issues such as Environment, HIV/AIDS, Gender, Employment.
- The PRS process was exceptionally compressed (six months duration).
- The PRS process was exceptionally compressed (six months duration).
- Inadequate preparation of the stakeholders when the PRS process was conducted.
- The consultative phase was short-lived; only 7 simultaneous zonal workshops were conducted at once.
- The composition of participants in the workshop did not represent adequately all sections of the society.
- The plans for participatory process were not adequately discussed.
- CSO lacked access to key documents and adequate mechanism to provide feedback.
- Inadequate capacity of several CSOs to engage in policy issues discussions.

- Underestimation of resources required to building the capacity of CSOs to contribute effectively to policy formulation.

Purpose and Focus of the Review

The overall purpose of the review process is

- To up date the current PRS by making it more comprehensive and pro-poor. The commitment of the government was to undertake comprehensive review after every three years.
- To expand and deepen interventions to reduce poverty. Make analysis of the gaps and design approach for improvement.
- To raise awareness on the PRS to create the sense of ownership.

Key principles of PRS Review

- Be **Nationally owned** and **driven by country interests and agenda**. The government will foster country ownership through participatory consultations by improving participation.
- Be Realistic and achievable – both in content and timeframe. For the PRS review, the timeframe will not be allowed to undermine quality of the strategy. Emphasis will be placed on the importance of participatory dialogue.

PRS Pillars

- The reduction of income poverty.
- The improvement in the quality of life and social well-being.
- The achievement and sustaining of a conducive development environment, and the promotion of good governance and accountability.

PRS Formulation Process

- Identification of key poverty reduction priorities
- Making public choices for implementation
- Monitoring outcome

Steps for the PRS consultations

- **The internal stakeholder analysis**
 - Scope of the PRS formulation process (Phases and issues)
 - Identify, classify and match the stakeholders with key poverty issues and aspects of the participatory process
 - Analyze existing nature and frequency of engagement, participation, mechanisms of accountability and channels of communication and information flow.
 - Design appropriate participatory process.
- Actual Consultation
 - Meetings
 - Workshop
 - Seminars
 - Radios
 - Television

- News papers
- Letters
- Fliers

Levels Of Consultations

- National
- Regional
- District
- Community

PRS Consultation Progress

- Stakeholders Meeting at Karimjee
- Stakeholders consultation guideline
- Training of PRS consultation facilitators
- District level consultations
- Zonal level consultation
- Village level consultation
- Distribution of questionnaires

Action Plan

- Aug – Oct 2003 - Finalization and Approval of Review plans.
- Oct 2003 – March 2004 - Launch , First round Consultations
- April 2004 – Drafting PRS Review.
- May-June, 2004 Second round Consultations
- July 2004 Drafting PRS Revision (2nd draft)
- August 2004 Final round Consultation
- Sept 2004 Final PRS Review
- Oct 2004 - Approval and dissemination of new PRSP.

**Annex 9: Documentation of Discussions from Group Work
On Priority Sectors and Cross Cutting Issues**

With Special Thanks To

The following individuals and organisations deserve special appreciation for their efforts. Full contact details are supplied in Annex One, the List of Participants.

- **For Speeches or Presentations, on the first day of the workshop:**
Mr Lupilya, Acting Chairperson, Shivyambe NGO Network
Mr Fred Mwaisaka, Regional Administrative Secretary, Mbeya
Mr Francis Stolla, Advocate, Hekima Advocates
Mr Ntambi, Ministry of Finance
Mr Arnold Mapinduzi, NEMC
Mr Cletus Shengele, DoE
Mr Abdullah Shah, VPO
- **Leaders of CSO Networks in the Four Southern Highland Regions:**
Mr Michael Thomas Mduma, Iringa CSO Network
Mr Peter Njiba, Chairperson, Mbeya NGO Network
Mr Mshana, Executive Secretary, Rukwa NGO Network – RANGO
Mr Mathew Ngalimanayo, Secretary of Songea NGO Network, Contact point for Ruvuma and District Networks of Songea, Mbinga and Tunduru
- **Facilitators and Rapporteurs for Group Discussions:**
Gaba Bugeraha, CHAWATA – Rukwa
Georgina Bundala, Rukwa Association for Advancement of Women
Mathew Chungu, Youth Partnership Countrywide
Abukarim Hamis, Hakikazi Catalyst
Michael Haule, Iringa Civil Society Organizations
Oddo Hekela, Nenda Group
Chamba Kajege, TCDD
Angelus Kapinga, MBISHESCO
Esther M. Kiondo, Tanzania Council for Social Development (TACOSODE)
Charles Lupilya, SHIVYAMBE (UMATI)
Mwingira Makulukulu, Youth with Hope Foundation
David Manyerere, Youth Action Volunteers
Stanley Mshana, Rukwa Association of NGOs
Julieth Muchunguzi, Hakikazi Catalyst
Hebron Mwakagenda, The Leadership Forum
Laban Ndimubenyé, Rukwa Association of NGOs
Mathew Ngalimanayo, Songea Network of NGOs
Susan Nyato, UMATI
Seto Ojwando, Hakikazi Catalyst
- **Logistical and other support,** Bernadette Bachubila and Allan Nswilla both of Hakikazi Catalyst
- **Chief rapporteur and report writer,** Kate Dyer, Chair, Maarifa ni Ufunguo
- **Chief facilitator of the meeting,** Emmanuel Kallonga, Director, Hakikazi Catalyst