A civil society review of progress towards the Millennium Development Goals in Commonwealth countries

National Report:

Tanzania

Commonwealth Foundation

END POVERTY 2015 millennium campaign

The Commonwealth Foundation would like to thank the Tanzania Association of Non-Governmental Organisations, CIVICUS: World Alliance for Citizen Participation and all organisations that participated in the research and national consultation.

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This project aims to encourage and articulate civil society analysis of: progress towards the MDGs; the usefulness of the MDG framework for civil society; the contribution of civil society to the attainment of the MDGs; issues for a post-2015 agenda to consider.

This report documents the outputs of a two-stage process: desk research to review UN, government, civil society and other multilateral reports on national progress towards achieving the MDGs; and a national consultation workshop with civil society, which tested the findings of the desk research and enabled a deeper discussion on MDG progress, utility and post-2015 agenda setting.

This project was undertaken as part of a programme with the UN Millennium Campaign (UNMC), which supported country-level research by civil society organisations in 20 countries.

The Commonwealth Foundation led this process for the following 14 countries: Cameroon, Ghana, Grenada, Jamaica, Malawi, New Zealand, Pakistan, Samoa, Sierra Leone, Sri Lanka, Tanzania, Trinidad and Tobago, Uganda and Zambia. The UNMC led in the following six countries: India, Mozambique, Nepal, Nigeria, Philippines and The Gambia.

Commonwealth Foundation

The Commonwealth Foundation is a development organisation with an international remit and reach, uniquely situated at the interface between government and civil society. We develop the capacity of civil society to act together and learn from each other to engage with the institutions that shape people's lives. We strive for more effective, responsive and accountable governance with civil society participation, which contributes to improved development outcomes.

UN Millennium Campaign

The UN Millennium Campaign was established by the UN Secretary General in 2002. The Campaign supports citizens' efforts to hold their governments to account for the achievement of the Millennium Development Goals. The Millennium Development Goals were adopted by 189 world leaders from rich and poor countries, as part of the Millennium Declaration which was signed in 2000. These leaders agreed to achieve the Goals by 2015. Our premise is simple: we are the first generation that can end poverty and we refuse to miss this opportunity.

Executive Summary

Project rationale and process

This summary presents perspectives from civil society in Tanzania on progress made and challenges experienced in relation to the national efforts to achieve the Millennium Development Goals (MDGs), and the extent to which MDG processes have provided opportunities to enhance participatory governance and civil society relations with government. Based on their reflections, Tanzanian civil society organisations (CSOs) made a number of recommendations to accelerate progress on the MDGs and improve future development frameworks.

The review process, led by the Tanzania Association of Non-Governmental Organisations (TANGO) in the first half of 2012, included interviews with representatives of CSOs, national and local government and donors; focus groups; and analysis of government, civil society and donor reviews. This was followed by a national civil society consultation convened by TANGO and CIVICUS: World Alliance for Citizen Participation in December 2012 to verify and enrich the research findings and make additional recommendations.

Civil society review of the MDGs in Tanzania

Civil society in this review assessed Goals 2, 4 and 7, where it relates to water, as demonstrating most progress, with some progress acknowledged on Goals 3 and 6. They saw little progress on Goals 1, 5 and 8. CSOs assert that poverty persists despite official reports of improvement. While gross domestic product (GDP) has increased, so has inflation, and there is high population growth. Many CSOs believe the gap between rich and poor is growing. One reason they put forward for this is the government's preference for private sector-led growth. CSOs suggest that poverty also needs to be understood as a multi-faceted phenomenon with dimensions that go beyond income, such as the availability of freedom and choices.

CSOs feel there has been retreat from achievements on some goals, eg Goal 2, due to failures to sustain earlier funding commitments. They believe that donor support has fallen partly due to high profile reports of corruption. They also suggest that even when there has been progress, access to development outcomes is still patchy, with typically marginalised groups such as young people, older people and people with disabilities less well served.

CSO and government representatives agree that the MDGs offer a relevant framework for creating a shared vision of success in development and poverty reduction. CSOs also feel that the framework has potential for expanding the civil society agenda and creating new entry points for engagement with government and donors. However, a key weakness is the lack of an enforcement mechanism to ensure that government, CSOs and donors honour commitments.

In practice, according to CSOs, there are few multi-stakeholder partnerships, which implies missed opportunities to realise comparative advantages. Collaboration between government and civil society on the MDGs tends to be ad hoc and at the behest of government, and sometimes at the request of donors. CSOs also state that relationships between government and CSOs are characterised by mistrust and misconceptions on both sides, while they see CSO legislation as unduly restrictive: the seven laws that regulate CSOs of different types forbid some forms of campaigning, when such activities are assessed as not in the national interest, but there is no clear definition of what this means.

Child health was offered as an example of an area where there has been progress, with success factors including significant donor attention and strict monitoring of funds; donors supporting CSOs to exercise accountability through skills development and financial resources; and donors supporting local government. However, CSOs also believe there are examples of donors imposing additional conditionalities and making late disbursements of commitments. CSOs fear that due to changes in donor practices, donors are channelling more financial support through government systems and this is impacting negatively on CSOs' capacity to engage effectively in MDG processes.

CSOs report that many development policies and strategies are not well known among poor people, hampering the potential to foster a demand-driven approach to development, and that development jargon also offers a barrier. CSOs believe Tanzania faces a broader challenge of low citizen participation in governance. CSOs also feel that parliament is not able to exercise proper scrutiny over development, due to lack of access, and insufficient budget analysis and aid management skills.

Looking towards the focus of future development frameworks, CSOs suggest that more attention should be given to key environment-related areas such as water, sanitation and health, food security, and sustainable agriculture and its connection to sound environmental management. Improving adaptation to climate change was also underlined, while non-communicable diseases are acknowledged to be rising in importance. Cross-cutting issues include enhancing access to services for marginalised groups, improving employment opportunities for young people, and setting targets on reducing corruption and improving accountability and transparency.

Recommendations

Recommendations from CSOs to accelerate progress on the MDGs include:

- On specific goals, there should be a better balance between access and quality in education; capacity of health systems should be strengthened to provide quality maternal and post-natal care; and enhanced agricultural productivity and incomes should be targeted to help combat poverty.
- There should be greater concentration of poverty eradication resources at local level, to match the fact that many poverty reduction actions take place there.
- Alternative, donor-free funding sources for civil society development efforts should be explored, including greater focus on remittances from the Tanzanian diaspora.

Recommendations from CSOs for future development frameworks include:

- Development frameworks in Tanzania should enable greater participation by CSOs and the public, and include them in development design, implementation, monitoring and evaluation. There also need to be stronger multi-stakeholder partnerships.
- Greater efforts need to be made to understand and respond to the entrenched causes and drivers of poverty, unemployment and underdevelopment. Attention should also be paid to making the distribution of key development assets more equitable, including land, agriculture and finance.
- Development frameworks should foster localisation of goals and measurements. As part of this, indicators should assess quality as well as quantity, and there should be non-income measures of poverty and wealth.
- To underpin development commitments, the government should sign, ratify and implement international human rights agreements.

1. Introduction

This report presents perspectives from civil society in Tanzania on progress made and challenges experienced with the MDGs, and the extent to which MDG processes have provided opportunities to enhance participatory governance and civil society relations with government. The review process, led by the Tanzania Association of Non-Governmental Organisations in the first half of 2012, included interviews with representatives of CSOs, national and local government and donors; focus groups; and analysis of government, civil society and donor reviews. This was followed by a national civil society consultation convened by TANGO and CIVICUS: World Alliance for Citizen Participation in December 2012 to verify and enrich the research findings and make additional recommendations.

Tanzania reports making substantial strides in its development since the previous civil society review was conducted in 2005; however, this study shows that little has been achieved in terms of alleviating poverty. About 33 per cent of the Tanzanian population still survives on less than US$1 a day.[1] In the assessment of many CSO representatives consulted in this review, the poverty situation is worsening despite the government reporting an impressive average growth rate of 7 per cent of gross domestic product (GDP) between 2006 and 2011.[2] This high growth rate has been accompanied by high average inflation of 12 per cent.[3] People remain heavily dependent on agriculture for their livelihoods; agriculture is the main economic activity for 76.9 per cent of the population. A high population growth rate of 2.9 per cent adds development pressure.[4]

CSOs believe that poverty has worsened, and that one of the reasons for this is the government's approach of giving preference to private sector-led growth. In addition, CSO and local government authority representatives interviewed in this review stressed that poverty is a multi-faced phenomenon that goes beyond a shortage of income or restricted availability of resources, and is coupled with other factors such as a lack of citizen's participation and limited civil and political freedoms. This implies that development actors should also invest in resolving these factors if they are to make major strides in reducing poverty.

2. Civil society perspectives on progress towards the MDGs

Analysis of data, statistics and trends on poverty reduction, as highlighted in Table 1, suggests that only four out of eight MDGs can be considered as on track or achievable,[5] and that two of these show mixed performance. The rest are off track and and deemed not achievable. Some negative trends have emerged that are of concern, such as a reversal in education achievements. For example, the percentage of pupils passing the primary school leaving examination fell dramatically from 70.5 per cent in 2006 to 49.9 per cent in 2009.[6] CSOs consulted attribute such reversals to a failure on the part of government to sustain adequate budgetary allocation to key areas. Other reasons suggested by this

1 *Mkukuta Annual Implementation Report 2010*, United Republic of Tanzania

2 *Tanzania Profile 2012*, African Economic Outlook, www.africaneconomicoutlook.org/en/countries/east-africa/tanzania/

3 *Mkukuta Annual Implementation Report*, op. cit

4 *Poverty and Human Development Report 2011*, Ministry of Finance, United Republic of Tanzania, May 2012, http://www.repoa.or.tz/documents_storage/Poverty_and_Human_Development_Report_2011.pdf

5 According to the government's *Tanzania MDG Progress Report 2011*, all indicators of Goal 2 and Goal 6 were listed as achievable. Goal 3 and Goal 4 were marked as mixed performance, with some areas showing only probable achievement. See Table 1 for further explanation

6 *Tanzania Country Report on the Millennium Development Goals 2010*, United Republic of Tanzania, 2011

review are dwindling donor support, from US$744 million in 2008 to US$573.3 million in 2011,[7] seen as a response to the government's failure to deal with reported high profile corruption (as captured in public expenditure audits for the 2008 and 2009 financial years), and the impact on public spending of the global financial crisis.

Table 1: Civil society assessment of progress towards the MDGs

Goals, targets and indicators[8]	Civil society assessment of progress	Government assessment of progress	Civil society perspectives on challenges
Goal 1. Eradicate extreme poverty and hunger: 1a. Halve, between 1990 and 2015, the proportion of people whose income is less than $1.25 a day 1b. Achieve full and productive employment and decent work for all, including women and young people 1c. Halve, between 1990 and 2015, the proportion of people who suffer from hunger	Will not be achieved	Not achievable	The decline of financial poverty, defined by one measure as a person living on less than US$1.25 a day, has been minimal, from 35.7 per cent in 2001 to 33.6 per cent in 2011[9]. CSOs consulted believe that one factor in Tanzania's under-performance, given Tanzania's heavily agrarian economy, is the stringent policy and regulatory framework for agro-product marketing, characterised by government bans on cereal crop trade, which makes it hard for Tanzanian farmers to maximise benefit from agro-trade.[10] Other reasons put forward in the government's review include worsening financial flows, including reduced foreign direct investment (FDI),[11] official development assistance (ODA) (as outlined above) and short-term capital flows, and low national capacity to deal with natural shocks, which have strained the fiscal capacity of the government to make public investments and the private sector's ability to engage in economic development.[12] CSOs also suggest that beyond income-based measures of poverty, food poverty is an issue, and that the gap beyond the rich and poor is widening. There is a sense that while the national economy is growing, the individual economy is contracting.

7 *Joint Assistance Strategy Report*, United Republic of Tanzania, 2009

8 Unless otherwise stated, government assessments, targets, indicators and quantitative data in Table 1 are drawn from the *Tanzania MDG Progress Report*, op. cit. Unless otherwise stated, the target date for goals to be achieved is 2015

9 *Mkukuta Annual Implementation Report 2011*, United Republic of Tanzania

10 *Poverty and Human Development Report 2011*, op.cit

11 *Economic Survey 2010*, Ministry of Finance, United Republic of Tanzania

12 *Poverty and Human Development Report 2010*, Ministry of Finance, United Republic of Tanzania

Goals, targets and indicators	Civil society assessment of progress	Government assessment of progress	Civil society perspectives on challenges
Goal 2. Achieve universal primary education: 2a. Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling	Possible to achieve	Very achievable	The net enrolment rate in primary education is 95.4 per cent, not far short of the 100 per cent target. Gross enrolment[13] in primary education stands at 112.7 per cent.[14] Despite impressive enrolment rates, completion rates are still low, with only 60 per cent of pupils completing primary school education.[15] Many pupils still do not know how to read and write.[16] There is also a challenge with transition into continuing education, with secondary enrolment standing at only 45 per cent.[17] CSOs assess that the push to achieve the quantitative MDG target overlooked the need to train more teachers and invest in more secondary schools. They also question whether education is sufficiently linked to employment opportunities.
Goal 3. Promote gender equality and empower women: 3a. Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015	Some progress, but will not be achieved	Achievable	Tanzania has achieved gender parity in primary education and has also increased the representation of women in parliament through preferential seats, which have existed in various forms since 1985. The proportion of women in parliament after the 2010 election stood at 36 per cent, placing Tanzania 20th in the world for women's representation in parliament at the time of writing,[18] although elected representation in local government is lower.[19]
Goal 4. Reduce child mortality: 4a. Reduce by two thirds, between 1990 and 2015, the under-five mortality rate	Possible to achieve	Achievable	The under fives mortality rate has fallen from 112 deaths per 1,000 live births in 2005 to 91 per 1,000 in 2008 and 81 per 1,000 in 2010, and the infant mortality rate has fallen from 68 per 1,000 live births in 2005 to 58 per 1,000 in 2008 and 51 per 1,000 in 2010.[20] This suggests that this goal in on track, as the targets to be achieved by 2015 are a rate of 64 deaths per 1,000 live births for under fives and 38 deaths per 1,000 live births for infants. This is an area where there has been a significant donor push and strict monitoring of funds, which included donor support to CSOs for skills development and financial resources to exercise accountability, and support to local government to strengthen its service delivery capacity. This is a good model for other areas.[21]

13 Gross enrolment statistics can be higher than 100 per cent because pupils repeat grades and some are enrolled in the education system beyond the target ages for school attendance. Net enrolment statistics cover only the enrolment of the target age group

14 *Tanzania Demographic and Health Survey*, United Republic of Tanzania, 2010

15 *Basic Education Statistics Tanzania*, 2011

16 National Examinations Council of Tanzania, 2012

17 *Poverty and Human Development Report 2011*, op. cit

18 Inter-Parliamentary Union Women in National Parliaments database, 2012, http://www.ipu.org/wmn-e/classif.htm

19 A quota system requires that one-third of local council seats should be filled by women. However, of non-quota elected seats, only 14.26 per cent were taken by women in 2007/08, according to Tanzania's *Mid-Way Evaluation of the MDGs*, 2008. No update is given in the 2010 *MDGs Progress Report*

20 *Poverty and Human Development Report 2010*, op. cit

21 *Donor Group Report*, 2010

Goals, targets and indicators	Civil society assessment of progress	Government assessment of progress	Civil society perspectives on challenges
Goal 5. Improve maternal health: 5a. Reduce by three quarters the maternal mortality ratio 5b. Achieve universal access to reproductive health	Limited progress	Not achievable	The maternal mortality rate stands at 454 deaths per 100,000 live births in 2010, compared to 578 deaths per 100,000 in 2004. CSOs call for greater improvements. Only 43 per cent of pregnant women receive the recommended minimum of four antenatal visits.[22] About half of births are attended by qualified health professionals,[23] while only 24 per cent of the necessary contraceptives are available.[24] CSOs assess that there is not enough training of birth attendants. While plans exist, insufficient financial resources are made available. Data gaps also make it difficult to determine the improvement interventions needed for different groups.
Goal 6. Combat HIV/AIDS, malaria and other diseases: 6a. Have halted by 2015 and begun to reverse the spread of HIV/AIDS 6b. Achieve, by 2010, universal access to treatment for HIV/AIDS for all those who need it 6c. Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases	Some progress, but will not be achieved	Achievable	The HIV/AIDS prevalence rate has stayed fairly static, at 6 per cent in 2010, compared to the baseline of 6.3 per cent in 2005, suggesting insufficient progress towards the target. The tuberculosis treatment success rate has, however, improved consistently, from 81.3 per cent in 2003 to 88 per cent in 2008, exceeding the target of 85 per cent.[25] CSOs argue that while there have been a number of rapid response plans to HIV/AIDS, there has been an absence of a systemic and sustainable approach to the pandemic. They state that too much HIV/AIDS funding is used for administration and management of HIV/AIDS programmes, rather than for treatment and provision of antiretroviral drugs. They also draw attention to increasing worries about non-communicable diseases (NCDs).

22 *Tanzania Demographic and Health Survey* 2010, op. cit

23 *Reproductive Health Profile for Tanzania*, UNDP/World Bank, 2010

24 *Tanzania Demographic and Health Survey* 2010, op.cit

25 Ibid

Goals, targets and indicators	Civil society assessment of progress	Government assessment of progress	Civil society perspectives on challenges
Goal 7. Ensure environmental sustainability: 7a. Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources 7b. Reduce biodiversity loss, achieving, by 2010, a significant reduction in the rate of loss 7c. Halve, by 2015, the proportion of the population without sustainable access to safe drinking water and basic sanitation 7d. Achieve, by 2020, a significant improvement in the lives of at least 100 million slum dwellers	On track, likely to be achieved	Achievable	There has been improvement in urban access to drinking water from 68 per cent to 79.9 per cent of the population between 1990 and 2008. However, there is a challenge in providing safe rural water supplies, which only increased from 46 per cent in 1990 to 57.1 per cent in 2008. [26] CSOs consider that the improvements in water supply are due to the application of a coherent and systematic plan. The effects of climate change are being seen in sea level rise and depletion of the glacier on Mount Kilimanjaro.
Goal 8. Develop a global partnership for development 8a. Develop further an open, rule-based, predictable, non-discriminatory trading and financial system 8b. Address the special needs of least developed countries 8c. Address the special needs of landlocked developing countries and small island developing states 8d. Deal comprehensively with the debt problems of developing countries 8e. In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries 8f. In cooperation with the private sector, make available benefits of new technologies, especially information and communications	Limited progress	Achievable	CSOs assess that Tanzania is under-performing on debt and aid despite enjoying good relations with donors, the Bretton Woods Institutions and other multilateral organisations. External debt service as a percentage of exports shows a decline from 9.4 per cent in 2001 to 1.4 per cent in 2010, while the ratio of external debt to GDP between 2006 and 2011 has stood at an average of 33.3 per cent. [27] Tanzania is doing well on the communications targets of Goal 8, with 21 million mobile phone subscribers, a 47 per cent penetration rate, and 4.8 million internet users. [28] It is hard for civil society to assess dialogue processes between the government and donors, as it is a closed door process, but intelligence that CSOs receive, as passed on during this review, points to some remaining impositions of conditionality and late disbursements of donor commitments. CSOs also note that parliament is not able to exercise proper scrutiny over development dialogues, due to lack of access and insufficient budget analysis and aid management skills.

26 *Poverty and Human Development Report 2010*, op. cit

27 Bank of Tanzania, 2011

28 Ibid

It can be seen from the above that the areas of greatest agreement between government and civil society are on the positive assessment of progress on Goals 2 and 7 and negative assessment of Goals 1 and 5. Where there is disagreement, for example on Goals 3, 6 and 8, CSOs tend to be less optimistic than the government that targets can be achieved by 2015.

While this review demonstrates progress in some areas, it should be said that even on goals where Tanzania as a whole has done well, CSOs perceive significant inequality and argue that excluded groups have benefited less. Research conducted by Shirikisho la Vyama Vya Walemavu Tanzania (SHIVYAWATA – Tanzania's Coalition of People with Disabilities) in 2010/11 found that although Goal 2 has been met on paper, access to education for children with disabilities remained at a very low 3 per cent.[29] This demonstrates a clear need for analysis that takes account of excluded communities and for disaggregated statistics that provide data on the needs of excluded groups such as young people, older people and people with disabilities.

For a full list of the MDGs, along with the targets and indicators, see: **http://mdgs.un.org/unsd/mdg/host.aspx?Content=indicators/officiallist.htm**

3. Usefulness and challenges of the MDG framework to civil society

Government and CSO representatives who were interviewed agreed that the MDGs are a relevant framework for helping to create a shared understanding of what success for Tanzania in development and poverty reduction should look like. CSOs affirmed that part of the value of the MDG framework is that it offered new opportunities to help make leaders more accountable, establish development benchmarks and mobilise citizens to demand better social delivery. In turn, this offered potential to expand the civil society agenda and create new entry points for engagement with the government and donors.

In Tanzania, the MDGs have been integrated into the main national development frameworks: the first and second editions of the National Strategy for Growth and Reduction of Poverty (NSGRP, popularly known by its Swahili acronym, MKUKUTA I and MKUKUTA II) and subsequently the Five Year Development plan (FYDP, 2010–2015).[30] The MDGs also form the basis of the planning and monitoring of poverty reduction efforts by both government and CSOs.

Civil society mobilised people very actively in the development of the first and second editions of MKUKUTA. However, the effectiveness of this mobilisation has been questioned for two reasons. The first is that there was no time between the plans to evaluate performance, which would ideally have generated lessons to inform the second iteration. Second, there were parallel planning processes for the second MKUKUTA and the FYDP. While CSO representatives feel that civil society was very active in engaging with MKUKUTA II, they feel they were kept in the dark on the FYDP, which was created by the

29 *SHIVYAWATA Annual Report*, 2011

30 *Mkukuta Annual Implementation Report 2010*, op. cit

31 The Planning Commission is a unit of the Ministry of Finance

Planning Commission.[31] MKUKUTA II embeds Goals 1 to 6 and some of Goal 7, while other aspects of Goal 7 and Goal 8 are included in the framework of the Joint Assistance Strategy for Tanzania.[32]

Government and CSO representatives drew attention to the low level of multi-stakeholder partnerships, which implies that the government, CSOs and the private sector are failing to realise their comparative advantages to maximise progress on the MDGs. The lack of an enforcement mechanism to ensure that the government, CSOs and donors honour commitments is also seen as a weakness of the MDGs.

In the opinion of CSOs consulted, collaboration between the government and CSOs on the MDGs has generally been ad hoc, and has tended to come at the request of government as needs arise, and when the interest of the government would be served by it.[33] Sometimes collaboration comes as a result of donor intervention. For example, the United Nations Development Programme (UNDP) and UN Millennium Campaign asked the government to collaborate with CSOs in consultations on the post-2015 development framework.

CSOs reached by this review also indicate that the relationship between the government and CSOs in Tanzania is characterised by mistrust of and misconceptions about each other. The government appears to be quick to see CSOs as incompetent, seeking to engage in anti-poverty processes without having a sufficiently deep understanding of the issues. CSOs in turn tend to see the government as authoritarian and a source of barriers against people's participation in poverty reduction processes.[34] There is also little collaboration between CSOs and the private sector.[35]

Many development policies and strategies are not well known among the poor people who are supposed to benefit from them, hindering the prospect of a rights-based, demand-driven approach to development. Development jargon is identified as a barrier. More generally, CSOs believe Tanzania faces a broader challenge of low citizen participation in governance and policy-making processes at both national and sub-national levels. Public frustration with formal political channels for dissent was made clear in 2011, when demonstrations, in which some people died, were held in the wake of rising commodity prices and allegations about malpractice in a mayoral election.[36]

Most CSO engagements have been supported by the UNDP, ActionAid, Oxfam and Norwegian Church Aid, in collaboration with the government. However due to changing donor priorities and a shift to aligning aid to national priorities and through national systems, including donor collaboration in providing combined basket funding to governments, more bilateral and multilateral donors are channelling their financial support through government systems, and Tanzanian CSOs report that this is impacting negatively on their capacity to engage effectively in MDG processes.

CSOs criticise some aspects of the data produced by the government, for example on maternal health and on the quality of government services, where

32 The Joint Assistance Strategy sets out the international development co-operation strategy of Tanzania

33 See Zaa Twalangeti, 'The Policy and Legislative Regime for Civil Society in Tanzania', in *Disenabling the Public Sphere: Civil Society Regulation in Africa*, Southern African Trust and TrustAfrica, 2010

34 *CSO and Government Dialogue Report*, TANGO, 2011

35 *Civil Society in Tanzania*, KEPA, 2007, http://www.sarpn.org/documents/d0002929/CS_Tanzania_Haapanen.pdf

36 See 'Civil Society Profile: Tanzania', *CIVICUS State of Civil Society Report*, 2011, http://socs.civicus.org/CountryCivilSocietyProfiles/Tanzania.pdf

data produced by CSOs such as the Mzeituni Foundation, a reproductive health rights CSO, and TANGO suggest that there is poorer access to reproductive health services than that reported by official data. Further, CSOs feel that their contributions are not significantly recognised in official reports.

4. Contribution of CSOs to the MDGs and their delivery

CSOs believe they play a key role in implementation and service delivery, as well as the important role of acting as a watchdog on government. However, CSOs report that they are less active in policy analysis and inputting into development frameworks.

The main co-ordinating framework for Tanzanian CSOs on their engagement and work on the MDGs is through the nationwide anti-poverty network commonly known by its Kiswahili name Ondoa Umaskini Tanzania Kampeni (OUTK), which translates as the 'Kick Poverty out of Tanzania Campaign'.

OUTK has trained regional and district CSO networks and umbrellas on advocacy, monitoring and evaluation of district, national and global poverty reduction actions. The MDG framework has further encouraged the creation of other CSO networks to push for the attainment of the MDGs, for example, the Tanzania Global Call to Action against Poverty (GCAP) MDG coalition[37] led by TANGO, which has conducted research, awareness and advocacy activities.

There are numerous CSOs working in service delivery in education, health, gender equality, HIV/AIDS, water and the environment. Examples suggested in this review include HIV/AIDS-oriented CSOs such as the Comprehensive Community Based Rehabilitation in Tanzania (CCBRT), the Medical Women Association of Tanzania (MEWATA), the Mkapa Foundation, the Tanzania Network for Organisations of People Living with HIV/AIDS (TANOPHA) and the People in the Fight Against AIDS in Tanzania (known as WAMAT, its Swahili acronym), which offer services related to Goal 6, such as free HIV testing, awareness raising, and care and treatment.

CSOs such as Africare, Population Services International (PSI) and World Vision Tanzania are able to access funding from the Global Fund to Fight HIV/AIDS, Tuberculosis and Malaria to provide drugs and family planning services, although this raises a contentious issue for indigenous CSOs, in that international CSOs seem to enjoy better access to such funding.

At community level, CSOs such as MVIWATA (a national organisation of small farmers) and Village Community Banking (VICOBA) support income generation, relating to Goal 1, by providing seed capital for small farmers and producers, and for women and young entrepreneurs.

37 This is a network of CSOs engaged in poverty reduction that has, among other areas, sought to facilitate more effective participation in MDG monitoring and evaluation

Generally, national CSOs assert that over the last five years they have taken steps to increase their capacity to engage in poverty eradication processes by, for example, employing more skilled personnel and developing the social accountability, poverty monitoring and audit skills required for effective engagement in the MDG agenda. CSOs, however, are hampered by limited financial resources, which makes it difficult to undertake some activities related to the MDGs, such as organising annual poverty day campaigns and sustaining the recent initiative to carry out an independent civil society review of the MDGs and the National Strategies for Poverty Reduction.[38]

Monitoring activities undertaken by CSOs in relation to the MDGs, including Goal 2, include a joint initiative, 'Lost Freedoms', between TANGO and Action Aid Tanzania in 2005, which found that 74 per cent of girls enrolled in primary school abscond from classes; and the research conducted by SHIVYAWATA mentioned above on access to education by people with disabilities. More generally, an annual shadow MDG report is produced by Southern African Human Rights NGO Network (SAHRINGON) Tanzania chapter as part of the Social Watch report;[39] and an annual 'State of Human Rights in Tanzania' report is produced by the Legal and Human Rights Centre (LHRC).

Examples of MDG-related advocacy activities undertaken by CSOs identified by this review include health advocacy and awareness (Sikika, a health advocacy CSO, and Human Development Trust); advocacy for gender-responsive budgets (Tanzania Gender Networking Programme); advocacy for peasant livelihoods (Land Rights Institute); and advocacy for environmental protection and linking national resource management with poverty reduction (Lawyer's Environmental Action Team, TaTEDO – Tanzania Traditional Energy Development Organisation and Envirocare).

A challenge faced by Tanzanian CSOs as they seek to undertake work both in advocacy and monitoring is the restrictive legislative regime that governs CSO affairs in Tanzania. The seven pieces of legislation that regulate CSOs all forbid some forms of campaign, on the pretext that such activities do not serve the national interest.[40] They contain clauses conferring ministerial power to stop any CSO activities when they are deemed not to be in the national interest. However, none of this legislation clearly defines the 'national interest'. CSOs assess the existing legislation as not sufficiently enabling, and restricting freedom of assembly and organisation.[41] A disenabling legal environment for civil society can only hold back partnerships.

5. Lessons learned and recommendations

Tanzania has failed to translate an impressive growth in GDP into a significant reduction in the number of poor people. This gives a clear indication that current development processes are flawed and new arrangements are needed in future.

CSOs see the current global development framework as top-down, and as a result not necessarily relevant to the national context. This review suggests that in the future each country should implement a development framework with

38 This initiative was undertaken in 2010 and aimed at soliciting the views of CSOs and the public on the performance of the government moving towards the achievement of the MDGs at local level. See *GCAP Annual Report, 2011*

39 See, for example, 'Tanzania: Stuck in Poverty', SHARINGON contribution to *Social Watch Report: The Right to a Future*, Social Watch, 2012, http://www.socialwatch.org/sites/default/files/tanzania2012_eng.pdf

40 The laws are the recently enacted Non-Governmental Organisations Act (Act No. 24 of 2002); the Societies Ordinance, Cap.337 (now the Societies Act, Cap.337, R.E. 2002), which governs 'societies'; the Trustees' Incorporation Ordinance, Cap.375 (now the Trustees' Incorporation Act, Cap. 318, R.E. 2002), which governs trusts; the Companies Act (Act No.12 of 2002), which repealed the colonial Companies Ordinance, Cap. 212, which governs companies limited by guarantee; the Law of Contract Ordinance, Cap. 433 (now the Law of Contract Act; Cap. 345, R.E.2002), which governs 'partnerships'; The Building Societies Ordinance (now the Building Societies Act, Cap. 87, R.E. 2002); and the Tanganyika Law Society Ordinance, Cap. 341 (the Tanganyika Law Society Act, Cap. j307, R.E. 2002), which governs the Tanganyika Law Society, a professional association for advocates

41 In the 2008–2011 CIVICUS Civil Society Index, 42 per cent of CSOs consulted stated that they were subject to unfair restrictions by government. See 'Civil Society Profile: Tanzania' in *The State of Civil Society 2011*, CIVICUS: World Alliance for Citizen Participation, 2012, http://socs.civicus.org/CountryCivilSocietyProfiles/Tanzania.pdf

full consideration of its own needs and resources. Frameworks should enable localisation and the possibility of local innovation. Measurement should be localised. There is a need as part of this for measurement of indicators of quality as well as quantity, and for non-income measures of poverty and wealth. At the same time, the post-2015 agenda needs to be made simple, global and binding on all countries, unlike the MDGs, where only developing countries were made accountable for achieving the goals.

Localised, flexible goals imply that CSOs need to be involved in the design of development frameworks in order to play a better role in implementation.

CSOs also consider that there have been inadequate mechanisms to access funding at community level and insufficient opportunities to scale up successful community initiatives undertaken by CBOs. To help in this, alternative funding sources need to be identified that are free from donor-driven agendas. This should include exploring the potential of connecting remittances from the Tanzanian diaspora with development goals.

The experience in Tanzania suggests that there is a need to support the accountability and oversight role of parliament as well as civil society.

The following emerged from the consultations as possible areas of additional thematic focus for future development goals:

- Water, sanitation and health
- Employment creation for young people
- Adaptation to climate change
- Food security
- Sustainable agriculture and its connection to sound environmental management
- Non-communicable diseases as well as communicable diseases
- The setting of targets for addressing corruption and improving accountability and transparency

In addition, CSOs feel that there is a need for development goals to address all three pillars of the sustainable development goals, as came out of the Rio+20 processes: environment, economy and social needs.

As cross-cutting issues, there should be a focus on access to services for marginalised groups, including people with disabilities, young people and older people; to underpin the adoption of a rights-based approach, the government should sign, ratify and implement international human rights agreements.

6. The post-2015 development framework

Consistent with the above lessons from the MDG experience, CSOs involved in this review suggest that a post-2015 development framework should adopt a bottom-up approach in its design, planning and implementation. A second important principle should be that progress should not depend on donors. As part of a human rights approach to the framework, financing for development should be integral, and not an added charitable consideration.

Key recommendations to emerge from CSOs engaged in this review are:

On the process:

- The government should ensure that any post-2015 development and policy framework applied in Tanzania is more enabling to non-state actors, and includes CSOs and the public in its design, implementation, monitoring and evaluation
- The government should open up the poverty policy process to public scrutiny and should provide information to the public in a timely manner
- The post-2015 framework should put in place measures aimed at strengthening multi-stakeholder partnerships among the government, CSOs and the private sector.
- Post-2015 poverty reduction policies in Tanzania should use experiences gained from the implementation of the two PRSPs, rather than from imported poverty frameworks
- Tanzania should strive to reach greater consistency between the objectives of economic policy and social policy

On a poverty focus:

- There should be greater concentration of poverty eradication resources at local level, where most poverty reduction actions take place
- There should be an in-depth induction for the public on new poverty reduction strategies and plans
- In the new framework, the government should invest more in understanding the entrenched causes and drivers of poverty and underdevelopment in Tanzania
- The government should pay greater attention to more equitable distribution of key development assets, including land, agriculture and finance

On extending current goals:

- Given the importance of agriculture in Tanzania, post-2015 development, policy and economic frameworks should aim to increase agricultural productivity and incomes substantially
- In setting new targets on education, development actors should strike a better balance between access to and quality of education
- The capacity of health systems to provide quality maternal delivery and post-natal care should be strengthened, as these are prerequisites for reducing and ultimately preventing maternal and infant mortality

7. Conclusion

This study concludes that despite Tanzania undertaking a number of interventions and investing resources in the achievement of the MDGs since 2005, this investment has had little impact on poverty reduction and achievement of the MDGs. It is not possible to meet MDGs 1, 3, 5, 6 and 8 in the two years left before 2015.

For significant progress to be made, it is clear that a new approach is needed to eradicate poverty in Tanzania, and it is only through including citizens in planning, and improving the enabling environment for civil society as an essential part of this, that it will be possible to have a post-2015 framework that responds to the needs of those living in poverty.

Participating organisations

Original research partner:

- Tanzania Association of Non-Governmental Organisations

Questionnaires were administered to:

- Central Statistical Office
- Dodoma CSO Network
- Economic and Social Research Foundation
- Iringa CSOs Organisation
- Kagera Development Foundation
- Lindi NGO Network
- Mara CSO Forum
- Mtwara NGO Network
- Mzeituni Foundation Mwanza
- One United Nations Country Office
- Policy Forum
- Poverty Eradication Coalition for Tanzania (Ondoa Umaskini Tanzania)
- Poverty Eradication Division, Ministry of Finance and Economic Affairs
- Pwani Development Organisation
- Rukwa NGO Network
- Shinyanga NGO Network
- Singida NGO Network
- SO-Joint Engagement Platform
- Tabora NGO Cluster Network
- Tanzania Association of Non-Governmental Organisations
- Tanzania Trade Economic Justice Network
- Union of NGOs Morogoro

The following focus groups and workshops were held:

- 40 representatives of Lake Zone District civil society networks from Mwanza, Shinyanga, Tabora, Dodoma, Mara, Kagera and Kigoma regions. Each CSO had an average of five delegates.
- 40 representatives of Southern Highland Zone District civil society networks from Iringa, Mbeya, Ruvuma and Rukwa. Each CSO had an average of five delegates.
- 40 representatives of Northern District civil society networks from Kilimanjaro, Arusha, Manyara and Tanga regions.
- 40 representatives of Coastal Zone District civil society networks from Dar es Salaam, Morogoro, Lindi, and Pwani regions. Each CSO had an average of five delegates.

Consultation partners:

- Tanzania Association of Non-Governmental Organisations
- CIVICUS: World Alliance for Citizen Participation

Consultation participants:

- Agenda Participation 2000
- Baraza la NGO Tanzania
- Children's Health and Education Society
- Citizens Global Platform Tanzania
- CIVICUS: World Alliance for Citizens Participation
- Coastal Youth Vision Association
- Community-Oriented Development Action
- Constitutional Review Commissioner
- Envirocare
- Forum for Development Initiatives in Africa
- HAKIARDHI – Land Rights Research and Resources Institute
- Human Development Trust
- ITV – Independent Television Tanzania
- Kepa Tanzania
- Lawyers' Environmental Action Team
- LIVES
- Member of Parliament
- Media Institute of Sothern Africa Tanzania
- Mtazamo Makurumla
- Shirikisho la Vyamavya Walemavu Tanzania
- Southern Africa Human Rights NGO Network
- Tanzania Aids Forum
- Tanzania Association of Non-Governmental Organisations
- Tanzania Coalition on Debt and Development
- Tanzania Council for Social Development
- Tanzania Youth Coalition
- United Nations Association Tanzania
- Village Community Banking
- Women Empowerment Initiative
- Youth Alive

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