Yes officer, we have come to research poverty...

We are fed up with your endless studies...

Give us some money first!

Are all these humans skin traders?

No, they are just busy beggars!

Fill another cupboard with research!
HakiElimu

Vision

HakiElimu’s vision is of a Tanzania where all children enjoy their right to a quality basic education, where schools respect the dignity and human rights of all people, and where education promotes equity, creativity, critical thinking and democracy.

Mission

HakiElimu will work to realize equity, quality, human rights and democracy in education by facilitating communities to transform schools and influence policy making, stimulating imaginative public dialogue and organizing for change, conducting critical research, policy analysis and advocacy and collaborating with partners to advance common interests and social justice.
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Illustrations by Marco Tibasima
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<td>Annual General Meeting</td>
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<td>BEDC</td>
<td>Basic Education Development Committee</td>
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<td>CBO</td>
<td>Community Based Organisation</td>
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<td>CIVs</td>
<td>Community Information Volunteers</td>
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<td>CSO</td>
<td>Civil Society Organisation</td>
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<td>DC</td>
<td>District Commissioner</td>
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<td>DED</td>
<td>District Executive Director</td>
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<td>DEO</td>
<td>District Education Officer</td>
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<tr>
<td>DFID</td>
<td>Department for International Development (UK)</td>
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<td>ESDP</td>
<td>Education Sector Development Plan</td>
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<td>FemAct</td>
<td>Feminist Activism Coalition</td>
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<td>FOE</td>
<td>Friends of Education</td>
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<tr>
<td>IATWG</td>
<td>Institutional Arrangement Technical Working Group</td>
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<tr>
<td>IDASA</td>
<td>Institute for Democracy in South Africa</td>
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<td>IDS</td>
<td>Institute of Development Studies</td>
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<td>ITV</td>
<td>Independent Television</td>
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<td>LGR</td>
<td>Local Government Reform</td>
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<td>LHRC</td>
<td>Legal and Human Rights Centre</td>
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<td>MOEC</td>
<td>Ministry of Education and Culture</td>
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<tr>
<td>NGO</td>
<td>Non-Governmental Organisation</td>
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<tr>
<td>NPF</td>
<td>NGO Policy Forum</td>
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<td>NSGRP</td>
<td>National Strategy for Growth and Reduction of Poverty (MKUKUTA)</td>
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<td>OD</td>
<td>Organisational Development</td>
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<td>PAA</td>
<td>Policy Analysis and Advocacy</td>
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<td>PCB</td>
<td>Prevention of Corruption Bureau</td>
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<td>PE</td>
<td>Public Engagement</td>
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<td>PEDP</td>
<td>Primary Education Development Plan</td>
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<td>PER</td>
<td>Public Expenditure Review</td>
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<td>PETS</td>
<td>Public Expenditure Tracking Survey</td>
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<td>PORALG</td>
<td>President’s Office Regional Administration and Local Government</td>
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<td>PRS</td>
<td>Poverty Reduction Strategy</td>
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<td>PSLE</td>
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<td>RACEF</td>
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<td>RAWG</td>
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<td>RTD</td>
<td>Radio Tanzania Dar es Salaam</td>
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<td>RFA</td>
<td>Radio Free Africa</td>
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<td>SEDP</td>
<td>Secondary Education Development Plan</td>
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<td>SNV</td>
<td>Netherlands Development Organization</td>
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<td>TANGO</td>
<td>Tanzania Association of Non-Governmental Organisations</td>
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<tr>
<td>TEN/MET</td>
<td>Tanzania Education Network/Mtandao wa Elimu Tanzania</td>
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<td>TGNP</td>
<td>Tanzania Gender Networking Programme</td>
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<td>TTU</td>
<td>Teachers’ Trade Union</td>
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<td>TVT</td>
<td>Televisheni ya Taifa</td>
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<tr>
<td>UDSM</td>
<td>University of Dar es Salaam</td>
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<tr>
<td>UN</td>
<td>United Nations</td>
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<tr>
<td>UNICEF</td>
<td>United Nations Children’s Fund</td>
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<td>VPO</td>
<td>Vice President's Office</td>
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<tr>
<td>WEC</td>
<td>Ward Education Coordinator</td>
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<tr>
<td>WEO</td>
<td>Ward Executive Officer</td>
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Introduction

The standard one pupils registration exercise has been very successful. 
"You see? Teh! Teh! Teh!"

"You bet they are getting top notch education here!"
A kind teacher greets pupils and urges them to open their textbooks to page 54. The camera pans over eager faces and focuses on two children who are not able to read the textbook – one because he has no arms to turn the page and the other because she is blind. The clip pauses, and ends with ‘tafakari’ – Swahili for ‘think about it’.

Another slot shows a head teacher and school committee chairperson in a shop, as the owner matter-of-factly explains that all school purchases are more expensive because of the ‘cut’ that officials demand. The clip pauses, tafakari.

A third slot shows a somewhat conceited head-teacher explaining to a visiting Minister that information on school budgets exists, and will be shared publicly ‘in due course’ once officials have digested it. The Minister calmly says ‘no- the information should be made available for all to see’, to the obvious delight of teachers nearby. The clip pauses, tafakari.

These are some of the one-minute TV and radio slots that HakiElimu produced for national broadcast in 2004. The issues raised are based on research studies, findings of reviews and letters received by HakiElimu. The approach is to raise an issue and stimulate public debate, rather than to preach or give answers.

By all accounts the slots have been extremely effective in exciting with the public imagination and stimulating discussion among decision-makers and ordinary citizens. Not that everyone agrees – that was never the intention. The point is for people to be provoked to think about the issues, the evidence, the causes and potential solutions. License to speak openly and debate is often the first step to keener understanding and public action. Issues of equitable educational access for children with disabilities, corruption and the right to public information, are all on the agenda in Tanzania, and HakiElimu has effectively contributed towards this end.

The slots are one component of HakiElimu’s work. This report provides a comprehensive account of the achievements, challenges and lessons learned in the course of implementing HakiElimu’s workplan in 2004. The first three sections describe progress in relation to HakiElimu’s three programs in community governance, public engagement and policy analysis and advocacy. The fourth section outlines progress in relation to organizational issues. During 2004, the programs were reviewed and recalibrated to ensure greater effectiveness. There was agreement from the Board and endorsement from the Members. The final section – the conclusion – outlines key lessons learned and describes these changes that will take effect from 2005.

HakiElimu’s work has been supported by a set of donors who provide budget-support, accept joint plans and reports, and who serve as critical friends. In 2004, these were the Embassies of Sweden, Ireland and Norway, The Ford Foundation Office for East Africa (USA), and Novib and Hivos (Netherlands). Non-financial donors include DFID (UK) and the Embassy of Netherlands, where partnership is based on information sharing and whose representatives participate in joint HakiElimu-donor meetings.

This report is accompanied by a set of financial statements, audited by KPMG. The auditors have declared that “proper books of account have been kept and the financial statements give a true and fair view of the state of affairs of HakiElimu at 31 December 2004”. A list of HakiElimu members, Board directors and staff is provided in the annex.
1. Community Governance
OVERALL OBJECTIVE: To enable communities – including parents, teachers and students – to transform schools and influence decision making by facilitating effective access to information and meaningful participation in school and community governance.

1.1 Information Access and Public Debate

The core purpose of facilitating information access and public debates was to enable community members to generate, analyze and disseminate information related to education and local governance in Serengeti, Misungwi and Ukerewe districts. Technical reference materials and policy guidelines on education, local government reforms, the Poverty Reduction Strategy and others were accessed from government departments, NGOs and research institutions and shared widely with communities. In addition, large numbers of popular easy-to-read publications produced by HakiElimu and its partners were also disseminated to all schools and communities in the three focus districts.

The Community Governance team supported schools, village and ward leadership to document and disseminate locally available information to communities at village, ward, district and, in some cases, national levels. These included records of pupils' examination results, school plans, budgets and expenditure reports, school committee meetings. Public notice boards in schools and villages, supplied by HakiElimu in previous years, were extensively used. The information raised public awareness on basic rights, responsibilities and opportunities, and enabled ordinary people to follow-up more effectively on development issues. For example, increased inquiries were reported on how schools affairs are managed, including use of PEDP funds and processes of decision-making.

The work of Community Information Volunteers (CIVs) was among the most inspiring in 2004. About 105 CIVs in Serengeti and Ukerewe were actively engaged in facilitating communities to be better informed, and able to demand accountability and transparency, from school managers and village authorities. Typically, information about local case studies of problems and successes in implementing education/governance reforms were carefully documented, reproduced and shared at ward level. Government information such as policy papers and budgets were also shared. These were often subject to public discussion, at times through the use of community-theater. Additionally 8 CIVs from Ukerewe and Serengeti established small makeshift ‘library services’ in their homes, using their own resources, to facilitate broader access to documents.

Public Debates provided people, who are normally excluded from formal meetings, to gain information and air their views. In 2004, over 50 public forums were facilitated by CIVs, local branches of the Teachers’ Trade Union (TTU), Ward Education Coordinators, media organizations and local NGO/CBOs in Serengeti, Ukerewe, and Misungwi districts. Issues such as the living and working condition of teachers, improving access to secondary education, uses of school funds, and cultural norms and social-economic barriers to the education were hotly debated. In Ukerewe, CIVs from Bukanda Ward initiated the formation of ‘Toto Clubs' to enable pupils to document and debate issues of concern to themselves, in pupil led forums.
The use of community theatre arts groups, seen to be particularly effective by local communities, was expanded in 2004. Several additional local theatre groups were trained in community development facilitation. Use of media, especially local community FM radio stations, was fostered to promote active debate across the districts. Outside the main focus areas, Victoria FM radio based in Musoma and Orkonerei Radio Service in Simanjiro were provided with information and resources to establish weekly programs to enable ordinary citizens to air their experiences.

Initial reports indicate that the access to information and public debate had significant positive effects. In Ukerewe, for example, actions to review teachers’ remuneration and transfer modalities, were given priority, after the public debate held with the local TTU branch. Community members in several areas have organized to enable girls to have fair access to education, and to minimize the negative impact of children’s involvement in fishing and late night celebrations. School, village and ward leaders are reported to be more responsive to community demands for information and transparency.

Several challenges remain for facilitating information access and public debate. Bureaucratic red tape in accessing documents and information from local government offices is still common. Notice boards in many places are often not updated or placed in public places. A culture of interpreting and debating data critically is only in its infancy. Where persons in positions of authority fail to respond adequately, ordinary teachers, pupils and parents often feel a lack of agency and ability to enforce accountability. Overall, the clear successes noted above tend to be confined to certain places and actors, rather than be evenly spread across the districts.

1.2 Learning, Networking and Linkages

Throughout 2004, staff attempted to promote a culture and practical opportunities for, local learning and exchange. The aim was to foster innovation and boost morale. School committees were encouraged to include learning in their plans. A concept paper and simple guidelines were drafted to enable schools, villages, and ward leaders to plan and carry out effective learning. About one quarter of ward leaders in Ukerewe and Serengeti were supported to explore and document good practices within and outside their districts. Several village and school community groups conducted exchange visits, linkages, and joint implementation of programs. Twelve good practices were documented and shared with schools and wards after exchange visits in Tarime, Kwimba and Magu districts.

These learning opportunities have inspired school committees, pupils, teachers and local authorities to employ creative, alternative ways of doing things. For instance, some schools in Ukerewe now provide safe drinking water to pupils after visiting another school. Several school committees have employed new approaches to mobilize communities to engage in school development activities. The use of public notice boards has been enhanced after observing a particularly effective use at one school. Pupils’ baraza sessions for facilitating greater participation in school decision-making were established in several schools in Serengeti and Ukerewe, enabling new information to come to light.

However, institutional inertia continues to be a major barrier to learning and innovation. People who are motivated to try new things and bring change are often
discouraged and frustrated. Space accorded to school level for decision is often very limited, whether regarding the use of funds, teaching methods or management approaches. The participation of pupils, save a few bright spots, continues to be relatively marginalized and lacks dynamism. Evidence about the meaningful participation of historically excluded people in school committees, which are still overwhelmingly chaired by men, is missing. On all sides, further improvement is required in the documentation of these practices. Staff and partners were often unable to substantiate oral accounts with rigorous information.

Despite these constraints a number of valuable practical ‘lessons’ have been generated from the work in Serengeti and Ukerewe which have a broader relevance for education and local governance reforms. They will be edited and published in 2005, and distributed nationwide.

1.3 Monitoring Program and Policy Impact

In 2004 staff supported key actors to strengthen capacities to monitor implementation of programs and document how policies impact on people’s lives at lower levels. At one level, government staff were supported to strengthen the functioning of formal systems. Technical material, stationery and basic training were provided to all WECs/WEOs in Serengeti and Ukerewe. Joint consultative workshops were held to explore creative and simple ways of sharing this information and enhancing accountability. Internal learning sessions to improve capacity of ward teams to follow up and support schools were conducted in collaboration with the district education offices.

At the school level, about 100 schools in Ukerewe and 93 in Serengeti were supported to develop a simple tool for monitoring the collection and analysis of the basic school data (e.g. examination results, enrolment, drop outs, school funds flows, and utilization reports). Additionally, attention was paid to the number and effectiveness of statutory meetings, a key area of focus of local government reforms. Ordinary citizens were encouraged to be part of this process. The findings were shared with school committees, village government, ward development committees and district officers.

However, with the exception of the ‘lessons learned’ noted in the previous section, monitoring policy impact was fraught with three main challenges: Official monitoring processes are heavily oriented to sending information ‘up’ to authorities rather than local use, the concept of independent citizen monitoring is yet to take significant hold, and rigorous quality assurance is lacking in both. In 2005 the tool used will be reviewed/simplified, clearer guidelines developed and information compilation be computerized. The improved tool will be used in Serengeti and Ukerewe districts initially, as well as nationally in conjunction with the Friends of Education initiative (see below).

1.4 Support to Local Government and Civil Society

As in previous years, Hakielimu continued to provide financial support to plans made by school committees to strengthen participation, transparency and accountability. In 2004, about 130 requests from schools (62 Ukerewe and 68 Serengeti), with the
endorsement of district authorities, were received, scrutinized and funded. The amounts for each school varied (unlike the uniform amount used in previous years), with greater funding going to those schools that had demonstrated success, better accountability and effective plans. However, disbursements were delayed due to the time taken to review and strengthen reports and new plans, and to more fully involve district authorities in the process. Consequently, funds will be used in 2005, and local authorities will be responsible for providing support and monitoring the use of funds.

Additionally, Aide et Action in Misungwi district was provided with funds to foster greater access to information and public debate in their education programs, and a few small CBOs were given basic support to enhance participation of their constituencies in education governance. Work commenced in 2004 and will continue in the first half of 2005.

Finally, throughout 2004, Community Governance staff were involved in learning from and supporting local governance activities across Tanzania. This included support to facilitate processes in developing community governance strategies to NGO partners such as Regional Integrated Program Support (RIPS) in Mtwara and Lindi, Hakikazi Catalyst in Arusha, Coalition of Teacher Resource Centers, TEN/MET, NGO Policy Forum, and PAMOJA/SNV in Kilimanjaro. Most notably, the TTU was supported to produce 125,000 copies of its Constitution for distribution to each one of its members prior to their leadership elections. Moreover, exploratory cooperation discussions with Pastoralist Development Initiatives in Monduli districts and Taaluma Women Group in Kinondoni districts were also held. These linkages enabled experiences from the Community Governance Program to be shared more widely.

Conclusion

Developing ownership in the transformation of governance and accountability requires change of mindsets and practices of individuals, communities and institutions. This is a slow and deep process that requires flexibility and patience. The experience of the Community Governance Program shows clear achievements. At the same time, it has brought many challenges into sharp relief.

In Serengeti, Ukerewe and Misungwi, large numbers of citizens are better informed and aware about education and local governance policies and developments. Some of them have been able to use this to engage more effectively with local governance institutions, and to share ideas in public forums. There are pockets of evidence of how this is making both schools and local governance better. Local leaders too are in some instances seeing their roles differently and seeking to be more responsive to community needs and demands. Local initiatives, from CIVs and a few local groups, have also emerged to make use of the ‘new space’ to make a difference.

At the same time, the scope and depth of change is limited. Direct engagement with government machinery and bureaucrats for fostering good governance practices, self accountability, and responsiveness to citizen needs is a challenge. The pressure to hold the government accountable needs to originate from informed and organized civil society, but both citizens and CBOs in the districts are largely unable to take up this role. A lack of agency – a sense among ordinary people that they cannot surmount intractable problems or change poor behavior among local leaders – largely
prevails, as does the notion that help must come from ‘outside’, namely Government and donors.

In this context HakiElimu, despite its stated objectives, in significant ways was seen as the outside agent who would help bring the change. Reinforcing local ownership and responsibility, and the role of HakiElimu as a facilitator of locally driven action, was a persistent challenge. This was perhaps most visible in the relationship with respective district authorities. In both Serengeti and Ukerewe district leaders reiterated their desire to work with HakiElimu and its objectives, but in practice seldom took initiative to provide leadership to the partnership, fulfill its share of agreed roles or respond to requests and suggestions. The unavailability of top leadership, who were often away on work travel and seminars, was clearly a factor.

Overall, this experience has raised a number of key questions and lessons. These contributed to the program recalibration at HakiElimu, as further explained in the overall conclusion of this report. As previously planned, the HakiElimu office presence in Serengeti and Ukerewe districts will be handed over to local government and citizen actors by mid-2005. Work in the districts will be supported as part of the national support by all program units at HakiElimu as appropriate. The main shift will involve an emphasis on a ‘demand driven’ approach to community engagement, with a particularly close link to the Friends of Education.
2. Public Engagement
OVERALL OBJECTIVE: To contribute towards developing and sustaining a national movement for social change by stimulating broad public engagement, information sharing, dialogue, organizing for change and networking throughout Tanzania.

2.1 Booklets & Information Sheets

Popular booklets and information sheets, like other popular materials at HakiElimu, have proven to be highly effective in provoking public debate. Millions of copies of various publications, primarily in Kiswahili, were produced and distributed widely across Tanzania. Feedback received indicates that the materials reached people in every district of the country, are appreciated and raising discussions, and being used by citizens to improve education and democracy.

In 2004, one hundred fifty thousand (150,000) copies (140,000 Kiswahili and 10,000 English) of a booklet titled *Key Principles for Every School Committee,* were printed and distributed to about 14,000 primary schools in Tanzania Mainland (via the District Executive director), 10,000 *Friends of Education,* government and civil society organizations (CSO). About 300 other copies were shared through HakiElimu staff and Members and through meetings. The booklet, whose preface is written by the Permanent Secretary in the President’s Office, Regional Administration and Local Government, elaborates on the key attributes of effective school committees in simple language.

Fifty thousand (50,000) copies of Corruption Competition Booklet were printed & distributed widely to all competition entrants, *Friends of Education,* the government, CSOs across Tanzania. The booklet was the outcome of a national public essay/drawing competition on corruption in education conducted in collaboration with the Prevention of Corruption Bureau (PCB). Its launch received wide media coverage and generated debate, with government officials and ordinary people weighing in with their views on the matter. Significantly, the Ministry of Education and Culture (MOEC) dismissed the joint PCB/HakiElimu competition as lacking scientific basis through a statement issued to all major newspapers. HakiElimu maintained that the views of the nearly 3,000 participants deserved to be taken seriously and should serve as a valuable source of information. Several press articles quoting public sentiment appeared to echo this view. Nevertheless, this situation highlights the tension between HakiElimu advocating independent positions that are at times critical of government and at the same time maintaining working relationships with government bodies.

Thirteen million (13,000,000) commercially sold exercise books with education messages and quotes from Julius Nyerere were printed and distributed across the country in collaboration with a private company. HakiElimu only pays the marginal additional cost of printing the messages, all other costs are borne by the printers and distributors. The quantity printed was 3 million more than originally planned due to high demand. The primary users of the exercise books were school pupils. An indicative media survey conducted in two districts (Dodoma and Temeke) and correspondence indicated that many people are reading the messages on the exercise books, though its impact cannot yet be determined. Feedback also suggested that the
quality of images should be improved, which was done for the last batch of printing. In addition, old ones were re-printed with the aim of reaching more people across the country. These included reprinting *Nidhamu Bila Viboko* (a Kuleana publication), the *Hii Ndio Elimu* booklet, T-shirts and key Government’s documents such as President Mkapa’s speech on secondary education and the 2004 Ministry of Education Budget Speech. Public relevance, demand and interest are key determinant factors for reprinting.

Publications and materials were distributed through two major channels. Two ‘mass’ distributions were done, although the second one was only completed in early 2005. In addition regular distribution was done continuously through the HakiElimu reception, exhibitions, meetings and in response to specific requests. Increasingly, many CSOs are finding HakiElimu materials useful in their own work. Positive feedback and requests for more publications from thousands of recipients continued to validate the relevance and usefulness of the materials. Nonetheless, improving the distribution system to the end user remains a challenge. A private company that was recruited was unable to do the job, posing a serious setback to the effort. In 2005 improvements are needed in systematizing distribution lists at HakiElimu, as well as in the mechanisms used to get the materials out.

A further challenge is that the feedback received has not been systematically and consistently compiled and analyzed on time. While anecdotal information has been used to improve HakiElimu’s work, the process needs to be properly organized and data analyzed using a computer database. A ‘coding form’ to record information received has already been designed and tested. In 2005 the form will be used to record all feedback as of 2004 and software customized to record this data and provide basic analytical reports.

### 2.2 HakiElimu Newsletter

*Friends of Education*, schools and partners have been facilitated to share information, share experiences and learn from others through the *SautiElimu* Newsletter. Three issues of the newsletter were produced, each focused on a particular theme. Eighty thousand (80,000) copies of issues 6 and 8, and one hundred thousand (100,000) copies of issue 7 were produced and distributed across the country. The latter was produced in a larger quantity because it was combined with a poster on the disability and education competition.

Several hundred *Friends* and other citizens wrote to *SautiElimu* on various issues concerning education and governance. Articles published were selected on the basis of quality and relevance, and took into account geographical and gender distribution. Other articles were forwarded to newspapers for publication as letters to the editor.

Redesigning the current poster format was considered; however, on balance readers preferred to maintain the format since it enabled broader viewing.

### 2.3 Calendar & Posters

Eighty thousand (80,000) copies of an annual calendar with educational messages were produced and distributed throughout the country. The calendar focused on 4
Public Engagement

key challenges in education, including access to secondary education for the poor, access for children with disabilities, adult literacy and expulsion of pregnant schoolgirls. Concrete facts from authoritative sources were given for each. The aim was to inform and stimulate public pressure for action on these challenges. Among other channels, about 25,000 copies of the calendar were distributed as an insert in a leading local Swahili newspaper.

As planned, no new posters were produced in 2004. However, posters published previously featuring quotes from Presidents Nyerere and Mkapa among others were distributed in response to demand.

2.4 Media Investigations

One major and 5 smaller media investigations were conducted in a total of 18 districts in Tanzania. The investigations focused on Government’s support fund for secondary education, expulsion of pregnant school girls, procurement of school building materials and supplies, school contributions and PEDP implementation. Special emphasis was placed on enabling ordinary people, teachers and local authorities to share their views, knowledge, experience and concerns. Journalists reported their findings independently directly through the media, and in addition provided a brief report to HakiElimu.

The extensive media coverage enhanced public knowledge about education policy and practice. New information was unearthed, sometimes for the first time, and put in the public domain. For example, through this initiative, many more people became aware of the existence of the education support fund or policies regarding school girls and pregnancy. A report on the special fund for education investigation has been compiled, and will be distributed in 2005.

Interestingly, this initiative served as practical training for journalists, with some of them using the investigative approach for the first time. Journalists are now taking their own initiatives to strengthen the investigative aspects of their own work. A strong partner in this effort has been several regional press clubs who have been supported by HakiElimu in this regard.

The investigations reportedly led to immediate impact in some areas. For example, in Tanga pregnant girls were allowed to return to schools. In Bukene, illegal mandatory contributions were stopped. In Same district freedom to procure materials from reasonably priced shops was granted to school committees. Overall, placement of these issues was observed to often create public pressure on policy processes and authorities to respond more effectively, than they may have done otherwise.

Additionally, HakiElimu supported a number of individual journalists to investigate specific education issues, write and publish news stories or features in major newspapers and electronic media. Over 45 articles and features on education and governance were written and published by individual journalists in 2004. Other features were broadcasted on Radio and TV. Through HakiElimu support and guidelines journalists are enabled to write better features focusing on raising ordinary people’s voices. According to feedback received, journalists are motivated to write and report on education and governance issues.
The success of investigative work confirms the enormous power of the media to inform and bring public pressure to bear. As explained in the overall conclusion of this report, the media component of HakiElimu’s work will be significantly expanded as of 2005. The experience has also validated the idea of important synergies between civil society organizations and mass media, particularly in promoting public transparency and accountability. At the same time, this also poses an important challenge: How can the quality of journalism be enhanced under current constraints of poorly trained staff and resource constraints in media organizations? HakiElimu will continue to pursue this issue in 2005, including making the case for an increased role for media in development and accountability.

2.5 Electronic Media and Cartoons

The increasing spread of radio and television across Tanzania provides a vital opportunity to engage with a large section of the public in a fast and cost effective manner. In 2004, building on past achievements, HakiElimu developed several new initiatives to stimulate public dialogue using the power of media.

6 new TV and 6 new Radio slots on education and governance were developed, with special emphasis on access to information, procurement, disability, girls’ right to education and quality of education, and governance issues. These one minute messages were broadcast throughout Tanzania, through the Independent Television (ITV), Radio One, Star Television (Star TV), Radio Free Africa (RFA), Televisheni ya Taifa (TVT) and Radio Tanzania Dar es Salaam (RTD). The large number of responses received has been overwhelmingly positive, with people commenting on their high quality, relevance of issues and effectiveness in generating debate. Overall, the slots are the best known aspect of HakiElimu’s work across the country, and all indications are that they have generated widespread attention to issues raised. However, not all people agree with HakiElimu in how the issues are addressed. The Ministry of Education and Culture expressed concern over the ‘negative’ tone of the slots, but others in Government appreciated the approach and sought HakiElimu’s input on producing similar materials for their own public education efforts. Media slots will continue with greater coverage and increased frequency in 2005, taking into account views received from different stakeholders.

About 50 editorial cartoons focusing on issues of education quality and governance were published weekly in Rai and daily in Mtanzania newspapers. Mtanzania continues to publish the cartoons to date. The cartoons were compiled into a booklet and distributed to all primary schools and Friends of Education in Tanzania. Cartoons are fun but very powerful in communicating important messages and reaching many people in a society. Feedback indicates that the demand is high and the public has an interest in them.

In support of public debate on issues of education and democracy HakiElimu sponsored TV and radio weekly programs during the year 2004. The popular Sauti ya Watu (‘Voices of the People’) weekly program broadcast by the Government run TVT and RTD has been highly successful. Ordinary people from rural and urban areas have been accorded an opportunity to air their views and directly challenge leaders to give explanations to persistent problems. Most concerns and questions are responded to immediately by authorities present, establishing a model of
Government responsiveness to citizens. The program can be improved through joint consultation between HakiElimu and TVT, but the media station maintains final editorial independence.

As a step towards strengthening the relationship with media, HakiElimu organized a strategic meeting with 15 editors. This meeting enhanced working relations and created a better understanding of HakiElimu’s work. Consequently, demand for collaboration from individual journalists and media houses has increased. Letters from *Friends of Education* that HakiElimu sends to the news editors are being published in newspapers. This ensures more space for voices of *Friends of Education* to be aired.

A free, fair and critical media is essential to democratic development anywhere. In Tanzania, the recent mushrooming of media outlets has expanded the space for democratic expression, but its overall poor quality, particularly in regard to investigative journalism, remains a key challenge. In addition, in 2005, HakiElimu will advocate for greater synergies between civil society organizations and media, as well as support to media from donors, while consistently insisting on media independence and high ethical standards. Additionally, targeted support for quality coverage of education and governance issues will continue, with attention to giving opportunities to those who are not heard a voice. Media editors and journalists will be enabled to strengthen skills and gain experience by ‘learning through doing’.

Finally, HakiElimu vigorously promoted writing of letters to editors of national newspapers among citizens (see below) and staff. In 2004 staff wrote about 96 letters to news editors, using either actual or pen names. The aim was to respond to emerging issues and inform public debate on education and governance. Of the letters written, over 75% were published in various nationally circulating English and Swahili newspapers. This is a high rate of publication, and attests to the relevance and quality of the letters sent. A significant number of the letters provoked responses from other readers and responsible officers, while others received interesting verbal responses from partners and colleagues. Given the reach of newspapers, and that each newspaper is often shared by many, it is a fair assumption to say that in sum the letters are likely to have been read by hundreds of thousands of people. This activity, which is simple and virtually has no cost, but high impact, will be continued in 2005 with increased targets.

**2.6 Public Essay Competitions**

HakiElimu continues to run national essay and drawing competitions on key issues affecting public interest on education. These competitions supported with media coverage have proven to be one of the most effective ways to solicit citizens' concerns and concrete solutions for improvement.

In 2004, the 3,000 entries of the essay/drawing competition on *Corruption in Education* launched in collaboration with the Prevention of Corruption Bureau (PCB) were assessed. A total of 17 winners and 110 runners up were awarded. The public has been informed and provoked to think critically on burning issues through country-wide essay and drawing competitions.
As noted above, a booklet comprising of winners essays and drawings was produced, launched and distributed. Issues raised through the competition on Corruption in Education are being debated at public level. The response of the Ministry of Education and Culture raised further debate, with the public being left in a position to determine the issues themselves.

In addition, a new competition on Education and Disability was launched by the Commissioner of Welfare in collaboration with disability organizations. The competition calls for public views on problems facing people with disability in education and practical ways to address the problems. Posters were distributed across the country through newspapers, post offices and along railways lines. Assessment and awarding of winners will be done in 2005.

2.7 Friends of Education Movement

The Friends of Education Movement continued to grow fast. In 2004, fifty thousand (50,000) copies of Friends of Education joining leaflet were reprinted and distributed to all Friends and other interested citizens through mail, meetings and other means. An additional 15,000 copies of Friends of Education Handbook were reprinted and distributed to all Friends. Over 5,318 new Friends were recruited and recorded into the database by the end of 2004, making the total number of Friends to reach 10,318. The high rate of joining the Movement has partly been a result of the need for information on education and governance; and Friends’ wishes to contribute towards improving education in Tanzania.

The Friends database was updated regularly. However, the database needs to be further customized to provide several useful reports, including comprehensive profiles of Friends, activity reports, tracking of correspondence and coding of views. This will be done in 2005.

Having received several thousand pieces of correspondence from Friends, managing responses was one of the most challenging activities within HakiElimu. Friends raised questions and issues of concern related to education and governance through correspondence, media and physical visits to HakiElimu. In order to provide useful answers and manage responses, a frequently asked ‘Questions and Answers’ booklet was produced in late 2004. This booklet responds to the typical questions asked by Friends about Government policies, their rights and entitlements, about options and sources of information. Additionally, specific questions not covered in the booklet are responded to individually or referred to government institutions, partner NGOs and media as appropriate. Specific tools and management targets were developed to reduce the backlog of responses (which had caused considerable disappointment among those who we failed to respond to on time), and to monitor quality and timeliness of responses. By the end of the year the target of responding to all Friends letters within four weeks was reached.

Friends are also informed through regular mailings of information, of which three were planned in 2004. However, only one such mass mailing to all Friends was completed and the second was prepared to take place in early 2005. Delays were caused by delay in publications and the need to strengthen management of timely
results. In 2005, the distribution function is planned to be consolidated into the new Information Access Unit, with clear benchmarks.

A key goal of the *Friends* initiative is to enable the voices of ordinary people to be aired and heard. To that effect, a number of activities were done in 2004. A coding form was developed to document the profile and views of *Friends* systematically, from which views and insights can be easily gleaned. Using this, a *Sauti za Marafiki* (‘Voices of Friends’) booklet focused on teachers and teaching was developed, and forty thousand (40,000) copies of the same printed. The booklet consists of comments, proposals and case studies by ordinary *Friends* across the country. The basic idea was to demonstrate that ordinary people are thinking about these issues and have useful insights for change, and to inspire other *Friends* to give their own views.

In addition a sample of 221 *Friends* letters have been analyzed and a draft analytical report compiled. Examples of more than 10 practical changes influenced by *Friends* have been identified and documented. The information will be shared during 2005.

HakiElimu facilitated the *Friends* concerns to reach government authorities by sharing letters. A total of 36 letters from *Friends* were sent to Government authorities (MOEC, PO-RALG & DEOs). Some of the authorities, especially those at regional, district and ward levels responded by taking action on issues raised. However, there has been low level of response from national level authorities. Reasons for non-responsiveness are yet to be explored.

Fifty seven letters from *Friends* were sent to newspaper editors. Of these 50 were published in various newspapers. The quality of the letters and good relationship with media houses led to a high rate of publication. Once the letters were published, news clippings were photocopied and sent to all *Friends* for information sharing and stimulating further debate on issues of concern.

Finally, the initiative also seeks to enable *Friends* to link up with one another for a learning and joint action. In 2004, there were initial signs of *Friends* beginning to organize themselves across the country. However, this information needs to be better documented than was done to date. In 2005, the database and tools for communication with *Friends* will be strengthened for this purpose.

*Friends* are linked to one another and with other actors. Links were established with ‘Human Rights Monitors’, a network of locally based advocates organized with support from the Legal and Human Rights Center. Some of these monitors have started to take action in their areas, to follow up *Friends’ issues. Others paid visits to HakiElimu office for information sharing. A list of *Friends* addresses was compiled into a book for all *Friends*. *Friends* were also linked through *SautiElimu* Newsletter, which has continued to be a potential ground for them to share information as explained above.

Furthermore, collaboration with PAMOJA in Kilimanjaro region has been established and memorandum of understanding was signed between HakiElimu and PAMOJA. Part of the collaboration is to recruit, facilitate the participation of *Friends of
Education and link Friends with other actors in their areas. There has been high demand for Friends to link with one another. This is evidenced by their requests for the addresses of other Friends in their areas.

Because the Friends initiative is new, ambitious in scope and conceptually complex, continuous reflection and learning is needed. In 2004 extensive discussions on clarifying the concept and making the work more effective were conducted and documented. This work was further aided by the participation of the unit manager in a masters' level course on participation, citizenship and social change at the Institute of Development Studies in Sussex, UK. Issues of perceptions, linkages and ownership were discussed. The discussions contributed significantly to the recalibration of the HakiElimu program (see Conclusion). Further conceptualization work will be continued in 2005.

Conclusion

At one level, the success of the Public Engagement program in 2004 was abundantly evident. Feedback received, and other indicators, demonstrated that the popular publications, public competitions and media programs reached millions of people across Tanzania, and that they were succeeding in informing citizens, stimulating debate and, in some cases, concerted action. The Friends of Education initiative grew in numbers, conceptualization and substance, with better information and systems for response and analysis. Slowly, its potential for contributing towards a social movement are beginning to unfold, led by ordinary people across the country who have the courage to ask questions and take action to both improve matters and hold Government to account.

Overall, the basic approach of this program – to connect with citizens and widen the space for their engagement, on a demand driven basis, rather than projects and programs – has been an important source of reflection in parts of the development community in Tanzania and elsewhere. The approach represents a somewhat new way of conceptualizing sustainable development, the role of citizens and CSOs, and synergies with other institutions such as the media. Aspects of this work will be expanded in 2005, through smaller units that enable both sharper focus and make the work more manageable, as has been described in the Conclusion.

At the same time there are several daunting challenges. These will need to be squarely addressed in 2005. First, the distribution of publications countrywide needs to be strengthened so as to be able to reach pupils, parents and community actors. The company recruited to do the job at the end of 2004 was unable to perform satisfactorily, and more concerted efforts and imaginative solutions will be needed. The address database will also need to be able to produce reliable mailing lists, and better track information about what was sent to whom when. Preparation of publications will need to be managed better to ensure synchronization with distribution. The consolidation of these functions into one unit is expected to help reduce inefficiencies and transaction costs.

Second, the Friends of Education initiative needs sharper conceptualization, improved documentation and communication, and strengthened systematic analysis of the information received from Friends. Activities started in 2004 will aid towards
this purpose, but more will need to be done. Conceptualization work will be an explicit output of the new Citizen Engagement Program. The database will need significant advances to record key data, and analytical capability developed in the unit to ‘learn’ from the thousands of letters received from *Friends* and other citizens. Finally, effective ways to inspire *Friends* to mount individual and joint action will need to be promoted and rigorously documented.

Third, while the outputs and basic indicators of the Public Engagement program are impressive, the precise level of impact is not well known. This is a difficult task, given the ambitious and broad ranging scope of the approach, and the complexities of attribution when HakiElimu works closely with many actors. A public survey planned for 2005 will provide useful information. However, further work will also be needed on the logical linkages between longer term program goals and annual outputs, and on measurement of the same. Clarity will be developed on what can and should be measured, with an emphasis on rigorous documentation of results while avoiding ‘dumbing down’ of objectives just because they are difficult to measure.
3. Policy Analysis and Advocacy
OVERALL OBJECTIVE: To influence national policy making and practice on education and related matters and broaden public participation in the policy process through a program of research, analysis and networking by 2007.

3.1 Advocacy Actions and Coalitions

HakiElimu’s policy engagement was characterized by two main features: focussing on selected key policy issues and processes (see next section), and structured with and through key NGO coalitions. This approach is designed to provide focus, enable in-depth engagement and follow-through, foster mutual learning, and amplify the impact and legitimacy of advocacy. The key coalitions are the NGO Policy Forum (NPF), the Feminist Activist Coalition (FemAct) and the Tanzania Education Network (TENMET). The levels of engagement and roles played by HakiElimu in 2004 are shown below:

<table>
<thead>
<tr>
<th>Key Coalition</th>
<th>Aim/Group</th>
<th>Position/Role</th>
</tr>
</thead>
<tbody>
<tr>
<td>NGO Policy Forum (NPF)</td>
<td>Aims to make policies work for people, focuses on PRS, PER and Local Government Reforms (LGR)</td>
<td>Chairperson and active member of the Steering Committee (SC)</td>
</tr>
<tr>
<td>Feminist Activist Coalition (FemAct)</td>
<td>Aims to promote a feminist human rights based vision through collective activism</td>
<td>Member and active participant</td>
</tr>
<tr>
<td>Tanzania Education Network (TENMET)</td>
<td>Aims to enables NGOs and CBOs to speak with informed collective voice to bring basic quality education for all</td>
<td>Chairperson until June 2004, thereafter active member of the SC</td>
</tr>
</tbody>
</table>

In 2004, HakiElimu staff were actively engaged with coalition activities. Through NPF, HakiElimu led the process of engaging with the drafting of the new Poverty Reduction Strategy for Tanzania. Particular focus was placed on broadening public engagement in the process, as will be explained below. Other NPF engagements included participating in the external PER evaluation led by the World Bank (with a focus on local government issues), contributing to the popularisation of booklets on participation in local government, and engaging with various key actors on issues related to the politics of aid, the Africa Commission, impact of reforms and the right to information. In its role of administrative support and as Chair, HakiElimu staff also contributed to organizational functioning of NPF.

Through FemAct, HakiElimu contributed to work on a national campaign against corruption and advocacy on the gendered implications of HIV/AIDS. A common theme in this engagement has been to interrogate who benefits from the use of public resources. HakiElimu staff also participated in some of the Wednesday seminars hosted by TGNP, both learning and contributing in the process.

Through TEN/MET, HakiElimu was involved in the Global Week of Action, which focused on children excluded from schooling, such as those with disabilities, the poor and pregnant schoolgirls. Staff also participated in meetings of the ESDP process and other education forums, using these forums to emphasize aspects of public participation, transparency and access to information, resources reaching people and quality of education. More significantly, HakiElimu staff provided significant time to organizational development at TEN/MET. Considerable attention was given to
developing a comprehensive three year strategy and budget, establishing systems and manuals, and drafting a legal basis for registration. The HakiElimu Accountant assisted in the professional preparation of audit accounts for two years, which received a clean report. As a result of these contributions, TEN/MET is now on a stronger organizational footing. A comprehensive strategy is in place and it is fully funded. A number of key lessons have been learned about effective management, such as the importance of avoiding scattered donor funding with disparate reporting requirements.

In all three cases, emphasis was placed on make space for participation of historically disadvantaged people. HakiElimu funds were used to enable representatives from outside Dar es Salaam and disability/youth groups to access information and participate in key meetings. Over time, this is likely to contribute to democratising and informing policy developments in the country. A challenge remains to link-up with broader civil society, particularly trade unions.

### 3.2 Policy Engagement

HakiElimu’s policy engagement has focused on 4 key policy processes: The Poverty Reduction Strategy (PRS), the Public Expenditure Review (PER), the Education Sector Development Program (ESDP), and increasingly Local Government Reforms (LGR). The specific roles played by staff are shown below:

<table>
<thead>
<tr>
<th>Policy Engagement</th>
<th>Aim/Group</th>
<th>Position/Role</th>
</tr>
</thead>
<tbody>
<tr>
<td>Poverty Reduction Strategy (PRS)</td>
<td>Consultations for PRS II (MKUKUTA)</td>
<td>Member (through NPF)</td>
</tr>
<tr>
<td>Public Expenditure Review (PER)</td>
<td>PER Working Group</td>
<td>Member (through NPF)</td>
</tr>
<tr>
<td></td>
<td>PER Macro Group</td>
<td>Member (independent/ through NPF)</td>
</tr>
<tr>
<td>Education Sector Development Program (ESDP)</td>
<td>Education PER Working Group (RACEF) – also part of the ESDP structure</td>
<td>Member</td>
</tr>
<tr>
<td></td>
<td>Basic Education Development Committee (BEDC)</td>
<td>Member (through TENMET)</td>
</tr>
<tr>
<td></td>
<td>Institutional Arrangements Technical Working Group (IATWG)</td>
<td>Member (through TENMET)</td>
</tr>
<tr>
<td>Local Government Reforms (LGR)</td>
<td>NPF working group on LGR LGR Review Meeting and Follow-up</td>
<td>Active member/participant, edited popular materials</td>
</tr>
</tbody>
</table>

In 2004, a major focus was the development of the new Tanzania PRS, now called the National Strategy for Growth and Reduction of Poverty (NSGRP, or MKUKUTA in Swahili). Through NPF, HakiElimu was involved in designing the consultation process, providing analysis, input and commenting on drafts, and facilitating public access to information. HakiElimu successfully advocated for a consultation strategy for open and imaginative public involvement, rather than controlled stakeholder workshops. Staff supported the Vice President’s Office (VPO) to design a flyer to obtain public views on poverty priorities, which was sent to half a million citizens. The proposal that governance and accountability stand as an underlying pillar in the new PRS (advocated in the NPF submission edited by HakiElimu), was adopted in the final version, as were other ideas regarding quality of life. Overall, the new PRS
Policy Analysis and Advocacy

reflects both better consultation and clear commitments to achieving progressive outcomes.

Nevertheless, there are shortcomings. The value of public consultations was often curtailed by rushed timeframes and lack of clear mechanisms to deal with large volumes of inputs. The NSGRP’s first cluster falls short on concrete strategies to make growth broad based and equitable. Implementation is likely to be bedevilled by the lack of clarity on accountability to deliver and a transparent financing framework. An overall scepticism about the extent to which the NSGRP is broadly owned within Government, and to its status as overall policy framework, remains. Some of these challenges may be unavoidable at this stage, and the real test will be the adequacy with which they are addressed in the coming 6-12 months.

The PER process is meant to ensure that public funds are used judiciously, effectively and consistently with Government policy. The record in 2004 was mixed. The development of S-BAS, a software program to explicitly link budget making to the NSGRP, represents a major advance in closing the gap between policy and budget priorities. The public expenditure tracking survey (PETS) on education, an excellent tool, reveals valuable findings on how to more effectively get resources to people. Turning these findings into concrete policy actions has not yet happened, however. Overall, sectoral PER groups and studies continue to be poorly organized, and have had little impact on the budget. Participation of CSO members is unevenly welcomed, and access to studies and reports often less than optimal. These shortcomings compromise the overall effectiveness of the PER process in achieving its purposes.

Within ESDP process, a major focus in 2004 was the PEDP Review, conducted jointly by the Government and its donors. Its findings show that significant progress has been made on a number of fronts, including teacher recruitment and classroom construction. At the same time the study confirms what many CSOs and the media have reported for a long time – that quality lags far behind. Disturbingly, the Review finds little or no action taken on a large number of recommendations from the previous PEDP Review. In 2004, staff at HakiElimu and TEN/MET partners also participated in several ESDP technical working groups. But the predictability, functioning and output of these groups was limited, and CSOs often felt they were being treated as ‘less than equal citizens’ in meetings.

Finally, HakiElimu participated in a national meeting to discuss a major review of local government reforms. The Review found that a large number of activities had been held to decentralize and devolve authority and resources to local levels. Major achievements include the introduction of more equitable formula based grants for health and education, and the development of software meant to improve planning and budgeting. However, these activities have yet to transform the basic governance arrangements at local levels. A major limitation is that the reforms are largely conceptualised only to the district level, rather than communities (village/mtaa) where people live. Institutionally, linkages between the reform program and its parent ministry (PORALG) also appear to be weak, such that reforms are said to ‘live in a world of their own’.

Overall, policy engagement represents both a vital opportunity and a major challenge. The space for involvement in policy formulation, monitoring and debate
has increased significantly. By using this space effectively CSOs have exerted a significant degree of influence and scrutiny. At the same time, the quality of these processes – space for participation, follow-through on findings, linkages between key policy processes and others – is often limited. Consequently, the strategic functionality of policy processes – whether they effectively enable Tanzania to focus, debate and decisively act on what matters – is not assured. The upshot for HakiElimu then is uncertainty about whether engagement represents value for time spent. For 2005, HakiElimu will advocate for better and clearer ‘rules of the game’ to make policy process functional, participative with better information access and more effective follow through. HakiElimu will also need to be more selective in its engagement, as will be discussed further in the conclusion below.

<table>
<thead>
<tr>
<th>NGO</th>
<th>Achievement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Information Centre on Disability</td>
<td>Supported the Welfare Department of the Ministry of Labour to produce 5000 copies of the new policy on disability in Kiswahili, English and Braille so as to enable greater public access.</td>
</tr>
<tr>
<td>The Shinyanga Foundation</td>
<td>Initiated a survey in Shinyanga on access to complementary basic education opportunities for older/excluded children.</td>
</tr>
<tr>
<td>Youth Partnership Countrywide</td>
<td>Held monthly civic education talks and organized sports competitions through which young people can learn about and debate policy aspects.</td>
</tr>
<tr>
<td>PAMOJA Kilimanjaro</td>
<td>Enabled greater public access to information on education, PRS and related issues, promoted public debate and better use of the media.</td>
</tr>
</tbody>
</table>

### 3.3. Enabling Broader Participation

While Government has opened up opportunities for consultation in major policy processes, participation can quickly become monopolized by a small group of NGOs. HakiElimu has therefore consistently sought to broaden the level of involvement. At one level, this involves enabling organized groups to access information, monitor policy, provide inputs and engage in key meetings. This is done primarily through supporting wider involvement of actors across Tanzania in the NGO coalitions discussed above. Additionally, in 2004, HakiElimu collaborated with 4 NGO groups to advance specific aspects as follows:

The partnerships listed above have brought clear achievements. In the process partners have also gained a keener appreciation of how policy works and opportunities of engagement. However, the partnership experience also showed that HakiElimu needs to be careful not to be perceived as or forced to act as a ‘donor’. Partnership involving funds with some organizations creates expectations among others that may undermine relationships too. In 2005 and beyond care will be taken to avoid being a ‘donor’, and channel support to core activities of major coalitions.

At another level, HakiElimu sought to move beyond the rhetoric of ‘stakeholders’ to that of ‘public’, with an emphasis on democratic public institutions and public debate rather than stakeholder workshops. A major component involved making information widely accessible to the public. In 2004, for example, 40,000 copies of the President’s speech on secondary education development and 70,000 copies of an illustrated version of the first NSGRP/MKUKUTA draft (both in Swahili) were reprinted and distributed across Tanzania. Particular emphasis was placed on coverage through the
media, including by arranging for citizens to air their views and analysis. Feedback has demonstrated that these approaches are widely appreciated, and will be expanded in 2005.

3.4 Public Policy Debates

In 2004, eleven ‘7:30 People and Policies Debates’ (also known as ‘breakfast talks’) were organized in collaboration with NPF and The Business Times. Each debate brought together 55-80 representatives from civil society, development agencies, the government and media to debate policy issues. Specific topics in 2004 are shown below:

<table>
<thead>
<tr>
<th>Number</th>
<th>Date</th>
<th>Topic</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>30/01/2004</td>
<td>What is the Future of Secondary Education in Tanzania?</td>
</tr>
<tr>
<td>2</td>
<td>27/02/2004</td>
<td>Tanzania Development vision 2025: A vision for Civil Society?</td>
</tr>
<tr>
<td>3</td>
<td>26/03/2004</td>
<td>Break the Silence: HIV/AIDS is about Resources and Gender</td>
</tr>
<tr>
<td>4</td>
<td>30/04/2004</td>
<td>The Living and Working Conditions of Teachers: Preliminary findings</td>
</tr>
<tr>
<td>5</td>
<td>28/05/2004</td>
<td>The Helsinki process on Globalization and Democracy</td>
</tr>
<tr>
<td>6</td>
<td>25/06/2004</td>
<td>Attitudes to Democracy and Markets – Afrobarometer Survey</td>
</tr>
<tr>
<td>7</td>
<td>30/07/2004</td>
<td>Budget Support and Conditionality</td>
</tr>
<tr>
<td>8</td>
<td>27/08/2004</td>
<td>Governance and Accountability of Tanzania’s Natural Assets</td>
</tr>
<tr>
<td>9</td>
<td>24/09/2004</td>
<td>HIV/AIDS and its linkage to Poverty Reduction Strategy</td>
</tr>
<tr>
<td>10</td>
<td>29/10/2004</td>
<td>District Service Boards-The Theory and the Reality</td>
</tr>
<tr>
<td>11</td>
<td>26/11/2004</td>
<td>Local Government Reform: How has it affected people’s lives so far</td>
</tr>
</tbody>
</table>

The 7:30 debates are widely respected in the policy community as providing a forum in which critical issues are discussed in an open, forthright and focussed manner. One significant effect is that the debates allow policy makers to interact with interesting, intelligent people who do not normally participate in formal policy processes, and in this way brings fresh views into consideration. As in previous years, key constituencies, such as young people and people with disabilities, are generally well represented and have used the space to articulate their interests in relation to mainstream policy issues. Informal networking around the debates has helped participants to share information and plan joint work.

Coverage of the debates covered in the media, so as to enable wider access, was mixed. Journalists attend the meetings and coverage of the sessions in news was relatively good. At the same time, quality of coverage was not even. Plans to have each debate discussed on a media talk-show only materialized in some instances, due to logistical difficulties and staffing shortages. This aspect will need a more systematic focus in 2005.

Finally, a survey of the debates was carried out in late 2004 to assess quality of topics, discussion and policy value. Findings showed high degrees of satisfaction and learning. Participants also generated suggestions for improvements and topics for discussion.

3.5 Library

The HakiElimu Library provides reference materials for HakiElimu staff and its partners. In 2004, about 800 new materials on education, governance, civil society,
gender, general development, management and communication issues were acquired. Both old and new materials were classified and entered into a professional library database (Alice), enabling easier access to and monitoring of holdings. Acquisition lists were produced monthly and distributed to staff, directors, members and key partners.

In order to promote a culture of reading two new activities were initiated in the second half of 2004. The Librarian arranged sessions with program and support units, tailoring them to meet the specific needs of each unit. Two ‘book clubs’ were also established, where volunteer staff members each month read and discussed an interesting article or book chapter. These initiatives led to better understanding of what was available, and increased lending and reading. Several staff expressed appreciation for the ‘intellectual ferment’ that these activities had created.

A major library activity involves the management of news clippings. Over 3,000 articles related to HakiElimu objectives were identified, cut and displayed on office notice-boards on a daily basis. These were then copied filed according to theme and topic, enabling future access. A specialized scanner and software were purchased in late 2004 to scan all articles and allow searchable database access and electronic storage. Additionally, each month a collection of articles on a particular theme was compiled, reproduced and distributed to about 200 key partners in government, civil society, academia and donors, as well as information volunteers in Serengeti and Ukerewe. At the end of the year an ‘omnibus edition’ was compiled and 4,000 copies printed, featuring selected cartoons from leading English and Swahili papers. In 2005 the mailing lists for the news-clippings will be updated, management of clippings consolidated and streamlined, and analysis of issues strengthened.

3.6 State of Education and Human Rights Reports

The State of Education in Tanzania report is intended to provide a useful reference base of the status and developments of education in Tanzania. Finalizing it has been a major challenge, with the task being more ambitious than had been originally envisaged. Staffing shortages in the unit exacerbated the problem. Nevertheless, in 2004 a document was written and edited. Printing was delayed due to the need to cross-check financial data. Publication is expected in early 2005. Given the load of workload involved, the earlier commitment to produce regular copies has been dropped, and instead they will be produced taking demand and capacity into account.

An alternate strategy has been to collaborate with other organizations that produce major reports. In 2004 HakiElimu collaborated with the Legal and Human Rights Centre (LHRC) to translate and produce their annual human rights reports in English and Swahili. Five thousand copies of the Swahili 2003 report were published, and work on the 2004 reports was almost complete. Substantive input was provided on education issues for the 2004 report too. The larger print numbers, and Swahili publication, will enable broader understanding and debate of human rights issues across the country, and contribute to government accountability to its citizens.

HakiElimu also collaborated with REPOA and LHRC to undertake a study on access to information. A group of 8 organizations and individuals made requests for
information from national and local government bodies, private sector and NGOs, and responses were systematically tracked. Initial analysis was completed and the report will be published in the first half of 2005. While the findings of this exercise can only be indicative because of the small sample size, the report is expected to initiate momentum for greater attention to access to information issues in Tanzania.

3.7 Research and Working Papers

HakiElimu publishes working papers and research reports on critical issues to generate debate and inform policy processes. Three thousand copies each of 9 new working papers (English) and 6 papers published were translated into Swahili and ready for printing at the end of the 2004, and will be distributed in early 2005. Papers are also available on the HakiElimu website. The full list is provided below.

<table>
<thead>
<tr>
<th>No.</th>
<th>Author</th>
<th>Title</th>
</tr>
</thead>
<tbody>
<tr>
<td>2004.1</td>
<td>Jenerali Ulimwengu</td>
<td>Nyerere on Education: A Commentary</td>
</tr>
<tr>
<td>2004.2</td>
<td>Euan Davidson</td>
<td>The Progress of the Primary Education Development Plan (PEDP) in Tanzania</td>
</tr>
<tr>
<td>2004.3</td>
<td>Brian Cooksey</td>
<td>Tanzania: Can PRSP succeed where SAP failed?</td>
</tr>
<tr>
<td>2004.4</td>
<td>SNV</td>
<td>Sharing Experiences in Lower Level Governance</td>
</tr>
<tr>
<td>2004.5</td>
<td>Salma Maulidi</td>
<td>Adult Education and Democracy</td>
</tr>
<tr>
<td>2004.6</td>
<td>Simon Maxwell</td>
<td>The Washington Consensus is dead: Long live the meta-narrative!</td>
</tr>
<tr>
<td>2004.7</td>
<td>Geir Sundet</td>
<td>Public Expenditure and Service Delivery Monitoring in Tanzania: Some international best practices and a discussion of present and planned Tanzania initiatives</td>
</tr>
<tr>
<td>2003.8</td>
<td>Issa G. Shivji</td>
<td>Good Governance, Bad Governance and the Quest for Democracy in Africa: An Alternative Perspective</td>
</tr>
<tr>
<td>2004.9</td>
<td>Issa G. Shivji</td>
<td>Reflections On NGOs In Tanzania: What We Are, What We are Not and What We Ought to Be?</td>
</tr>
<tr>
<td>2003.x</td>
<td>Various</td>
<td>Translated into Swahili and printed 6 of the 10 working papers published in 2003</td>
</tr>
</tbody>
</table>

In 2004 major achievements included publication and launching of a volume of Mwalimu Nyerere’s writings on education. Twenty eight thousand copies were printed, of which 20,000 will be distributed free of charge to public institutions and 8,000 sold at low cost by E&D Ltd. Reports on research on the living and working conditions of teachers, conducted jointly with the Tanzania Teachers’ Union (TTU) were also completed and published. This included the main research report in English and 4 case studies in Swahili. The findings are well timed because of the renewed interest in this area, including the establishment of a Parliamentary Commission to look into the matter. The exercise has also enabled the union to gain a better understanding of the situation and views of its members.

A number of planned activities were not done because the unit was staffed at only about 50% capacity for half the reporting period, and they were not seen as priorities in the course of implementation. This included a survey to establish the use of working papers, commissioning of an opinion poll and publication of 3 policy briefs. At the same time, other targets such as the number of working papers and research studies were exceeded and additional priority actions taken as shown below.

Finally, in late 2004 two studies were commissioned to be undertaken by an independent consultant for HakiElimu. The first involves making a comprehensive
comparison of the findings of 5 major Government reviews of PEDP in relation to PEDP objectives. The second involves a study of recent primary school leaving examinations (PSLE) results, seeking understanding of what explains changes and what is measured by the examinations. The first study is expected to be completed in Q1 of 2005, and the second in Q2. Both are expected to provide valuable information for improving education reforms and quality in Tanzania.

3.8 International Engagement

HakiElimu maintained an active engagement with carefully selected international organizations and representatives. In the process, issues of concern were presented, information exchanged and mutual learning undertaken. The primary means for this involved email correspondence and meeting with visitors in Dar es Salaam. Organizations included international NGOs such as Oxfam, Action Aid, MS and a number of national bodies based in India, Nepal, South Africa, Kenya and the United States; donors such as the United Nations agencies, Nordic plus countries, World Bank, IMF and other groups such as the international federation of teachers’ unions and the Fahamu network. In these engagements HakiElimu sought to communicate analyses and perspectives gained from engaging with citizens and in key policy processes, with emphasis on what it takes for policies to work for people, accountability and meaningful participation, transparency and access to information, and tracking flow of funds to community levels. Donors in particular were challenged on their own practices, particularly in regard to how their practices undermine voices of local constituencies and government accountability to citizens. Linkages were also maintained with academic institutions where HakiElimu staff maintain affiliations, including Harvard University (USA), Cambridge University (UK) and the Institute of Development Studies at Sussex University (UK), through sharing of information, access to documentation and participation in seminars.

In 2004, staff made 12 international trips for exchange visits, participate in meetings and make presentations. These included visits with the Institute for Democracy in South Africa (IDASA) on assessing education ten years after apartheid, promoting the right to information and examining local governance; assessment of education reforms in the Hague, meetings in Washington, D.C. to advocate child focused development, safety and security of girls with UNICEF in New York, scaling up people’s movements in Nairobi, and the role of civil society in Dublin. These experiences provided opportunities to both share HakiElimu experiences and learn from others, and to establish linkages to continue learning and advance common interests.

In 2005 engagement will be further strengthened by integrating international visits into workplans and staff learning plans where appropriate. Staff will continue to exercise care to select engagement carefully consistent with organizational priorities.

Conclusion

Despite significant staffing constraints in 2004, HakiElimu and its partners achieved important advances in the policy arena. The most significant of these includes inputs to the review process design and the content of the new NSGRP. Others include the publication of working papers, the monthly breakfast debates, several research
initiatives, and the continued development of a vibrant library. The ‘informal’ networking with Government, civil society, media and donor actors – often used to advocate poverty, human rights and citizen focused issues, was often very effective too. Throughout, HakiElimu’s policy engagement emphasized widening the number and type of people engaged with national policy processes, by making information accessible, promoting learning and training, facilitating participation in key meetings and advocating for consultative processes. Consequently, HakiElimu is now recognized as one of the leading policy organizations in the country and as having contributed to wider civil society engagement on policy issues.

Nevertheless, a set of questions and contradictions continued to dog the work of policy engagement. Perhaps foremost is the tension regarding the time-intensive policy processes related to the PRS, PER, education sector and others. These processes are clearly important, but the overall impact of HakiElimu’s involvement is uncertain, in part because of the limited functionality and weak links in the policy chain in Tanzania. Another tension is with regard to the contested and somewhat ambiguous role of civil society organizations in the policy processes. While invited and labeled ‘key stakeholders’, CSOs are often treated as second class citizens and particularly resented when playing certain critical functions. Among HakiElimu and its partners, whether one can – or should attempt to – play both a ‘partner around the table’ and a critical monitoring/watchdog or analysis role at the same time, remains a question.

To some extent these questions remain unresolved. Nevertheless, several aspects are clear. HakiElimu should continue to engage with the policy processes where it believes the stakes are important and it has a contribution to make. Working relations with Government and donors should continue to be fostered, while guarding HakiElimu’s impartiality and independence at all times. Greater attention should be paid to linkages with the Parliament and other democratic institutions. There should be a shift away from being reactive towards being proactive, using credible research and analysis to raise key issues and define policy debate, with special emphasis on producing policy/position papers. The policy unit should be more sharply focused on critical policy issues, and other broader aspects, such as the library and media monitoring should be shifted to other units. These changes, to commence in 2005, have been adopted by the Board and are further outlined in the Conclusion.
4. Organizational Issues
4.1 Staffing

At the end of 2004 all posts except that of Manager and Senior Program Officer of the policy unit were filled. The post of Administrator, which fell vacant in August, was only filled in November. This affected implementation in the Administration and Policy units, though remaining staff worked hard to make up for existing gaps. The program recalibration determined at the end of 2004 has new staffing implications for 2005, including the phase out of community facilitator positions in the district offices, creation of program assistants and strengthened support in media, information access, citizen engagement and policy analysis. Recruitment of competent and motivated staff will therefore be a key challenge in early 2005.

All HakiElimu staff have valid contracts. However, while employees know what their jobs entail, the process of updating job descriptions was not completed as expected by the end of the year. Staff appraisal was not undertaken in 2004 as planned, because priority was accorded to completing program recalibration exercises and implementing the 2004 workplan. This will now be done in early 2005, with an emphasis on measuring results based performance and identifying learning needs and opportunities.

Overall human resource management was considerably aided by the completion and formalization of Administration Policies in mid-2004 (see 4.4 below) and staff development (see 4.2 below). The Policies clearly set out the terms of employment, including guiding principles, rights and responsibilities, decision-making, benefits and appeal procedures.

Attention to staff welfare continued in 2004. Health insurance coverage was provided for all staff at the same level, regardless of rank or position. Group accident insurance cover was also obtained at well beyond statutory requirements to cover for accidents or death of employee. Annual leave benefits include 4 personal days and both maternity and paternity cover (the latter for up to three weeks). In August 2004 salary composition and amounts were adjusted slightly (within budget) to provide relief to staff from implications of new income tax laws. For the first time a staff welfare fund, whose use is determined jointly by the staff in collaboration with the Executive Director, was established. However, use of the fund was limited, partly because the amount set aside was not sufficient to cover major needs. Therefore this amount may need to be revised in 2005 and outer years. All staff received lunch and safe drinking water as part of their benefits package. Staff birthdays, births and weddings are celebrated with a customary cake. Outside office staff gatherings were held twice, with families encouraged to join on one occasion. Male and female condoms are available throughout the year to staff free of charge, as well as educational materials on HIV/AIDS.

4.2 Staff Development

HakiElimu continued to promote the culture of continual learning and staff development in 2004. This was done through reflection in internal planning and evaluation meetings, weekly learning sessions, participation in courses and study visits, engagement with coalition partners and introduction of monthly book clubs.
Hour long learning sessions were held every Thursday. Topics covered HIV/AIDS in the workplace, right to information, PRS/MKUKUTA development, participation in local (mtaa) government, disability rights, use of data and statistics and reducing workplace related stress. A series of sessions were also held regarding the concept of citizen participation and deepening understanding of the Friends of Education as part of a senior staff person's learning for an MA course. Other presenters were drawn from both within and outside the organization, including Government, academic, NGO and donor staff. The method emphasized interaction, and many sessions were held in Swahili to enable broader participation. An evaluation of the learning sessions was undertaken, with largely positive findings, and suggestions will be incorporated for future sessions.

Monthly book clubs were introduced in the second half of 2004. Small groups of staff, on a voluntary basis, read selected articles or book chapters, and discussed issues raised over a two hour session. Issues included 'everyday' democracy, the role of NGOs in development and corruption.

During 2004 numerous staff attended courses and workshops at local, national and international levels. A major undertaking was support for a manager to enroll in a 15 month MA course of social change, participation and development at IDS Sussex, where 5 months of theoretical work is ‘sandwiched' by reflection on ongoing work at HakiElimu. In most cases, lessons learned were shared with other staff through learning sessions, document circulation and informal dialogue. As a result, staffs have strengthened capacity in issues such as report writing, policy advocacy, computer literacy and library management. In 2005 this emphasis will continue, based on a learning needs assessment and plan to be developed by each staff person as part of the appraisal process. Areas that did not work as well, such as planned computer training for staff and systematic linkage with workplan performance will be strengthened.

4.3 Youth Development Internships

In 2004, eleven young people served as interns for periods of between one and seven months, contributing to the work of the organization and learning valuable skills in the process. Most interns were recent graduates or Masters level students. Two interns were international students. Each intern was provided with a workspace, a modest transport stipend and lunch, as well as access to learning sessions and the library. Each intern worked alongside experienced staff, contributing to ongoing work or special projects. Interns served in almost all units, and were involved in planning and monitoring, policy analysis, program development, writing, data management, administration and finance. Interns were also provided with opportunities, where appropriate, to participate in workshops and visit partner organizations. One intern visited Serengeti district, where he supported local school officials to document and discuss key data. Travel for other interns was not undertaken as planned due to logistical difficulties and need for their work in the office.

As in previous years, feedback from interns showed that the internship experience was very positive. All claimed to have gained new skills, to have developed conceptual and analytical ability, and to have experienced a challenging work
culture. Interns also suggested ways in which their experience at HakiElimu and the organization’s work approach could be improved. In 2005, the internship program will continue, and build on lessons learned to date. A session to invite all previous interns to share experiences and provide an update on current involvement, is also planned for the first half of 2005.

4.4 Organizational Development

Throughout 2004, HakiElimu’s governance mechanisms functioned well and in accordance with governing instruments. Both Members and Board directors provided strategic leadership and guidance to the management. Three formal Board meetings and an annual general meeting were held, as well as other informal consultations with directors and members. Major decisions including policy changes, incorporation of evaluation findings, program restructuring, significant expenditures and bank management aspects involved Board authorization. An area earmarked for improvement includes greater involvement of members in conceptual processes and to promotion of more informal engagement. Within the secretariat internal authorization and checks and balance modalities functioned well and contributed to deeper accountability, though at times were perceived by some to be cumbersome. Two joint meetings were held with HakiElimu donors (including non-financing partners), where key progress reports were presented, funding situation reviewed and lessons and the way forward discussed.

Perhaps the most significant organizational achievement of 2004 was the completion, formalization and adoption of Administration Policies and Financial Regulations. These two documents clarified and codified the principles, policies and key procedures to guide HakiElimu operations in the interest of fairness, effectiveness, efficiency and accountability. Both documents were approved by the Board and are in full operation. Their adoption has resulted in significant improvements in staff understanding and management. Challenges include achieving broader understanding and internalization, including a greater role for all management team members in promotion of organizational policies. Towards this end, the Policies have been translated into Swahili, and all learning sessions in Q1 2005 have been dedicated to this issue.

A process known as ‘team building’ started in earlier years continued throughout 2004. A major development here include the formalization, in policy, of a monthly staff meeting where issues of concern to staff are raised and discussed in a session chaired by elected, non-management representatives. Open communication between staff at all levels was encouraged. The finalization of policies further clarified roles and responsibilities and channels for communication.

HakiElimu also engaged an organizational development (OD) consultant to study functioning, effectiveness and relationships within the organization. His report, which was adopted by the Board and management, identified a number of practical and overall ‘culture’ issues that need to be addressed, and validated other aspects. A key focus was given to improving the role and functioning of the management team. This work has provided a solid basis for continued organizational improvement, and has already resulted in several follow-up activities and concrete actions.
4.5 Office Functioning

HakiElimu staff in Dar es Salaam were accommodated in its office in Upanga. The buildings and grounds were well maintained throughout 2004, providing a clean and pleasant environment for staff and visitors. Security mechanisms were employed and safety was ensured throughout the year. Sessions on environmental awareness were promoted.

Each staff member was provided with the necessary equipment, including a computer to work well and comfortably. All computers were linked to fast internet, email and file sharing facilities, easing research, information sharing and communication. High volume photocopiers enabled materials to be copied in bulk and at low cost, and shared with the public. HakiElimu vehicles were well maintained and use closely monitored to ensure efficiency, accountability and use analysis. A small reconditioned vehicle (Toyota Starlet) was purchased for in town use (instead of heavy 4 wheel drive vehicles) to safeguard the environment and cut fuel costs.

Overall utilities functioned well. Reliable water supply was ensured throughout the year with one exception, with mechanisms in place to monitor supply and back-up tank levels. The effects of erratic power supply by TANESCO were mitigated by the use of a powerful back-up generator. Telephone services were affected with the forced changeover to prepaid billing which imposed cumbersome dialing requirements, and malfunctions with the PABX and internal billing systems. These problems were resolved at the end of 2004, and telephone use is carefully monitored to enable analysis and accountability. Private use of telephone and other HakiElimu equipment is recorded and reimbursed consistent with HakiElimu policies.

All procurement is done according to policy. Vendors for supply of stationery and other office supplies are identified and price comparison is done before any major purchase. HakiElimu stores are also operated according to stipulated regulations. Ongoing efforts were made to ensure sufficient supplies are available as needed. The store was managed with strict use of ledgers, requisition forms and monthly reports, and problems experienced early in the year were rectified. A major challenge has been storage space for large orders of publications, which makes management difficult. Options will be sought in early 2005.

4.6 Financial/Donor Management

HakiElimu’s program 2004-2007 continued to be funded by its original donor partners: Embassies of Sweden (Sida), Ireland (DCI) and Norway (NORAD), Novib (Netherlands) and the Ford Foundation (Office for East Africa). In addition support was received from Hivos (Netherlands), DFID (UK) and the Embassy of Netherlands (who had agreed in principle to fund HakiElimu but whose funds were not needed) continue to be close non-financing partners. Funding for the 4 year budget of about USD 6.3 million has been secured. The type and structure of relationship HakiElimu has with its donors – characterized by high organizational independence, and rigorous and uniform/harmonized reporting and accountability requirements – is viewed by some to be ‘model’ for donor-CSO partnerships.
In 2004 HakiElimu managed its finances with emphasis on quality documentation, achieving value for money, high standards of accountability, transparency and checks and balances, and timely reporting. This process was considerably aided by the finalization and adoption of Financial Regulations in the year.

The accounts (see accompanying document) have been audited by KPMG, who were asked to do a rigorous assessment of systems. The field work for the 2004 accounts was done over two weeks (instead of one) and by three audit staff (instead of two) as compared to previous years. The Auditor's opinion on HakiElimu financial statements as at 31 December 2004 has again been without qualification, and a clean audit report has been issued.
Conclusion
Since onset, HakiElimu has implemented programs in Community Governance, Public Engagement and Policy Analysis and Advocacy. These programs have been effective in informing the public, generating debate and coalescing progress in education and democracy. This report demonstrates clear achievements in 2004.

However, as a learning organization, HakiElimu has consistently sought to grapple with key lessons and challenges and make necessary changes along the way. Drawing from internal monitoring, evaluation and organizational development processes, HakiElimu has recalibrated its program structure and approach to take effect in 2005. This will enable the organization to strengthen its effectiveness, deepen impact, and better achieve its core goals. The changes reflect essential continuity with the core goals and purposes of HakiElimu, consistent with the approach outlined in the approved 2004-2007 strategy document *Enabling People to Make a Difference in Education and Democracy*. The difference is a deepening of what works. It reallocates attention, energy and resources towards some aspects and away from others, and establishes a more coherent and effective approach that can be summarized as follows:

*HakiElimu supports citizens to become informed, organized and engaged to make a difference in education and democracy.*

These changes have been informed by the following five key lessons:

1. **HakiElimu’s engagement with the media has had wide impact, and should therefore be deepened and expanded.** Activities such as media investigations, TV/radio slots, support to ‘people’s voices’ programs and letters to the editor have provided the public with an effective forum to air their views. They have generated public debate and action in response to public awareness and pressure. The use of media has enabled relatively broad nationwide coverage, and is far more effective way of reaching large numbers of people as compared to other methods. It builds HakiElimu’s work on viable institutions, is manageable and provides value for money. However, in 2004 one staff person was engaged part-time with media, which limited the scope of what could be done.

2. **The Friends of Education initiative, while raising important questions, has been shown to have far reaching potential for contributing to the development of a social movement for education and democracy in Tanzania.** To date over 11,000 Friends (individuals and groups) all across Tanzania have joined the ‘movement’. Friends are provided with key information and responses to their letters. As a result citizens across Tanzania better understand and claim their rights, demand accountability and contribute as citizens. The approach is demand-driven, centered on the agency of concerned citizens and citizen’s groups, and promotes the idea of informed, aware and organized citizens making a difference. However, HakiElimu has been unable to both respond to Friends’ demands and to adequately synthesize and communicate the large level of feedback received from Friends. As a result, only part of the potential of the Friends initiative has been realized and the critical questions raised about the Friends concept have not been adequately addressed.

The best way forward is to accord work with Friends and citizen groups adequate
attention and ‘going the next step’ to enable organizing, networking and concerted action among Friends and their organizations/coalitions. In the long term it is envisaged that this work will ‘plant seeds’ that can contribute towards an effective social movement in Tanzania.

3. **The right to information has emerged as vital to the promotion of quality/equitable education, democracy and accountability.** The work of HakiElimu and others in Tanzania, as well as worldwide experience, has shown that access to relevant, creative and timely information can lead to real transformation. Sharing information about government policies and budgets as well as actual implementation of these policies, can enable communities to become more aware of their due, what is happening and what can be done about it. It can equip citizens with vital knowledge to resist being ‘conned’ and motivate public debate and action, as well as generate effective pressure for policy change. In 2004 HakiElimu’s publication and information work was spread across the three program units. Pulling it together in one unit, and expanding, systematizing and regularizing its flow, will significantly increase impact and improve management.

4. **Community Governance work has achieved important changes, but also faced significant challenges transforming schooling and generating lessons for influencing national policy change.** The program has enabled citizens to access information, and organize to improve schools and education governance. Funds provided to schools have been used to deepen reforms already in place. At the same time, the program’s dependency on the district government has been a major limitation because the partner has not fully played its role. The concept has been questioned: was it naïve to imagine that the district government would promote democratic governance and accountability, when it it is often at the heart of the problem? This has forced HakiElimu to step in and run activities, which in turn has eroded local ownership and sustainability, with the wide impression that these are ‘HakiElimu activities’. Other challenges include the limited scope of only working in two districts (when the intention was to have broader coverage), limited ‘uptake’ and leadership by local actors, the difficulty of facilitating deeper results with the main office being in Dar es Salaam, reporting and financial accountability requirements ‘turning the inspiring dream into a project management nightmare’, and significant operational costs.

A key lesson is that the ‘supply driven’ approach is not effective, and that change on the ground can only be brought about by determined and motivated local actors, not HakiElimu or district governments. Ways of ‘folding’ Community Governance within the Friends of Education initiative – that focuses on citizens at community level – has been seen as the best way forward. Other work would also continue through links with information and media units. The new approach builds on lessons learned and positive achievements, such as the work of Community Information Volunteers (CIVs).

The long-planned phase out of HakiElimu operations in Serengeti and Ukerewe by 2005 coincides well with this perspective, and the first half of 2005 will be focused on strengthening local institutions and actors to continue to lead the work in the partner districts. This approach means that the successful components of the CG program will continue through demand driven work led by local actors, with support
through HakiElimu's citizen engagement, information access and media units, and strengthened linkages with other resource organizations.

5. **Policy analysis and advocacy has limited impact because it is 'swallowed' by intense engagement with policy machinery and given inadequate attention to conceptual/analytical work, leadership and advocacy.** On one level HakiElimu and its partners in key coalitions have had significant influence on key policy processes in the country. At another level the impact of these efforts is uncertain. High levels of dysfunction of the policy arena, such as policies not being informed by evidence, the lack of linkages between the different links in the policy process (such as between policy formulation, budgets and monitoring), the weak linkages between key policy machineries (such as the PRS, PER, LGR) and the ‘normal’ government structure, and the major gaps between policy and practice raise serious questions about the value of uncritically investing significant time in the official policy processes. This is especially so given the uneven playing field and changing rules of the game that accord a ‘second class citizen’ role to CSOs. A key insight here is that while engaging busily with the policy machinery, HakiElimu has not adequately fulfilled another key mandate: of doing analytical work and providing conceptual critique on policy issues.

These reflections mean that HakiElimu needs to reorient its policy engagement. In relation to the official policy machinery (PRS, PER, LGR and ESDP) the organization should reduce overall amount of time dedicated to it, and instead engage selectively in aspects that are seen as *critical* and *effective*, deepen links with coalition partners to share tasks, and advocate for policy processes to be more open, transparent and accountable. Importantly, HakiElimu should reinforce its research, analytical and conceptual capacity to critique and contribute creatively on policy matters – by, for instance, developing positions and analyses and using them for effective communication and advocacy. Concrete activities here include commissioning strategic research, issuing statements on key matters of policy interest, and publishing independent analytical work. Organizationally, the media and information aspects of current PAA activities have shifted to other units, so as to create a tighter focus on policy matters.

Drawing on these lessons, the following recalibrated program structure will be used as of 2005:

- **Media**: inform and generate debate among the broad public by significantly expanding the scope and quality of HakiElimu’s work with radio/TV and newspapers, explore public film-making, deepen and expand investigative journalism, expand opportunities for the public to use and have voices through media, and monitor, analyze and communicate news clippings.

- **Information Access**: continue HakiElimu’s work on popular publications and public competitions; identify, target and share strategic information with expanded set of key audiences; and consolidate the information work currently done in three units (e.g. regular mailings to Friends, library, working papers, website) into one unit.

- **Citizen Engagement**: serve as a resource to and enable Friends of Education
and citizen groups to reflect and organize action; generate community debate and self-led organizing, monitor policy impact and demand for accountability; respond meaningfully to citizen letters; promote learning and networking among Friends and local citizen groups, analyze, synthesize and communicate ‘public voice.’

- **Policy Analysis and Advocacy:** Improve analytical and conceptual positioning work, reduce/sharpen engagement with key policy processes that are critical and effective, develop clear policy positions, support other program units to understand and engage with policy, conduct advocacy informed by public voices from work of other units, engage with key CSO coalitions.

In short, the main significance of these changes is to make HakiElimu more attuned to its original mission and goals, as an organization that focuses on *public engagement and citizen agency as its core purpose*. The current Community Governance work is restructured to be done through support to demand driven citizen initiatives primarily through the *Friends of Education*, as well as linkages with information, media and policy units. The current policy work is re-focused and sharpened on aspects that are critical and effective, and on analytical and conceptual work. Accordingly, HakiElimu’s long term goals are recalibrated as follows:

- Ordinary citizens are informed, aware, debating and taking action to hold government accountable and bring change in education and democracy.
- There is broader, more imaginative public debate on education and democracy issues.
- Government and other public institutions are beginning to be more responsive to citizens’ views and demands.
The complete audit report and accounts are available at HakiElimu
AUDITORS’ REPORT

TO THE MEMBERS OF HAKIELIMU

We have audited the financial statements set out on pages 4 to 11, which have been prepared on the basis of the accounting policies set out in Note 1. We have obtained all the information and explanations, which to the best of our knowledge and belief were necessary for the purposes of our audit and to provide a reasonable basis for our opinion. The financial statements are in agreement with the books of account.

Respective responsibilities of directors and auditors

Under the provisions of the Companies Ordinance (Cap 212), the directors are responsible for the preparation of financial statements, which give a true and fair view of the program’s state of affairs and of its operating results. Our responsibility is to express an independent opinion on the financial statements based on our audit and to report our opinion to you.

Basis of opinion

We conducted our audit in accordance with International Standards on Auditing. Those Standards require that we plan and perform our audit to obtain reasonable assurance that the financial statements are free from material misstatement. An audit includes an examination, on a test basis, of evidence supporting the amounts and disclosures in the financial statements. It also includes an assessment of the accounting policies used and significant estimates made by the directors, as well as an evaluation of the overall presentation of the financial statements. We believe that our audit provides a reasonable basis for our opinion.

Opinion

In our opinion, proper books of account have been kept and the financial statements give a true and fair view of the state of affairs of HakiElimu at 31 December 2004 and of its income and expenditure and cash flows for the year then ended in accordance with the Cash Basis of Accounting disclosed under Note 1, and comply with the Companies Ordinance (Cap 212).

Certified Public Accountants
DAR ES SALAAM

Date: 18 March 2005
HAKIELIMU

STATEMENT OF INCOME AND EXPENDITURE
FOR THE YEAR ENDED 31 DECEMBER 2004

2004 2003
NOTE Tzs’000 Tzs’000

INCOME
Grants 2 1,801,059 1,041,565
Consultancy income 4,228 6,153
Bank interest 9,765 139
Exchange (loss)/gain 3 (66,004) 51,271
Other income 5,262 6,516

1,754,310 1,105,644

EXPENDITURE
Community governance 6 155,220 160,682
Public engagement 387,792 352,892
Policy analysis and advocacy 192,248 155,122
Institutional governance, planning, monitoring and evaluation 75,014 44,956
Programme and support staff 267,606 199,768
Running costs 73,109 51,005
Equipment purchases 9 30,619 47,618
Building renovation costs - 100,648

1,181,608 1,112,691

Surplus/(deficit) for the year 572,702 (7,047)

STATEMENT OF ACCUMULATED SURPLUS

Balance at 1 January:
-As previously reported 606,559 879,732
-Prior year adjustment - (266,126)
-As restated 606,559 613,606
Surplus/(deficit) for the year 572,702 (7,047)
Balance at 31 December 1,179,261 606,559

The Statement of Income and Expenditure is to be read in conjunction with the notes to and forming part of the financial statements set out on pages 7 to 11.

Report of the Auditors – page 3
### HAKIELIMU

**BALANCE SHEET**

**AS AT 31 DECEMBER 2004**

<table>
<thead>
<tr>
<th>NOTE</th>
<th>2004</th>
<th>2003</th>
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</thead>
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<td>Tzs’000</td>
<td>Tzs’000</td>
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<td><strong>Current assets</strong></td>
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<td>Cash at bank</td>
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<td>716,510</td>
</tr>
<tr>
<td><strong>Total current assets</strong></td>
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<td>716,510</td>
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<td><strong>Current liabilities</strong></td>
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<td>Due to NGO Policy Forum</td>
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<td>Staff welfare fund</td>
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<td>(6,117)</td>
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<td>Teachers Service Commission</td>
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<tr>
<td><strong>Total current liabilities</strong></td>
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</tr>
<tr>
<td><strong>Net assets</strong></td>
<td>1,179,261</td>
<td>606,559</td>
</tr>
<tr>
<td><strong>FINANCED BY:</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Accumulated surplus</td>
<td>1,179,261</td>
<td>606,559</td>
</tr>
</tbody>
</table>

The Balance Sheet is to be read in conjunction with the notes to and forming part of the financial statements set out on pages 7 to 11.

Report of the Auditors – page 3
NOTES TO THE FINANCIAL STATEMENTS
FOR THE YEAR ENDED 31 DECEMBER 2004

1 PRINCIPAL ACCOUNTING POLICIES

These financial statements have been prepared on a cash basis of accounting.

(a) Income

This comprises of grants from donors and other income, which is recognised on a cash basis, i.e. when received.

(b) Revenue Expenditure

Costs of publications, stationery and other consumables are charged to income and expenditure in the year of purchase.

(c) Capital Expenditure

Capital expenditure is also expensed in the Income and Expenditure Statement in the year of expenditure. However, control measures are in place to safeguard the fixed assets including maintenance of a memorandum Fixed Assets Register. A complete fixed assets movement schedule with depreciation has been included in these financial statements, on a memorandum basis, to show the depreciated value of fixed assets at each balance sheet date. The rates of depreciation in use are:

<table>
<thead>
<tr>
<th>Item</th>
<th>Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Land &amp; buildings</td>
<td>3%</td>
</tr>
<tr>
<td>Motor vehicles &amp; cycles</td>
<td>25%</td>
</tr>
<tr>
<td>Computer equipments</td>
<td>33.3% (2003, 25%)</td>
</tr>
<tr>
<td>Other equipment &amp; tools</td>
<td>25%</td>
</tr>
<tr>
<td>Furniture &amp; fittings</td>
<td>12.5%</td>
</tr>
</tbody>
</table>

(d) Foreign currency transactions

Foreign currency transactions are translated at the rate of exchange ruling on the date of transaction. Closing balances in foreign currency are translated at the rate of exchange ruling on the balance sheet date. Resulting exchange differences are recognised in the income and expenditure statement for the period.

(e) Staff Welfare Fund

During the year HakiElimu established a Staff Welfare Fund for the wellbeing of employees and their families. The specific terms, criteria and eligibility requirements for use of this fund are determined each year by the employees in conjunction with the Executive Director. The remaining fund balance at year end is carried forward to the balance sheet.

2 GRANTS

<table>
<thead>
<tr>
<th>Donor</th>
<th>2004</th>
<th>2004</th>
<th>2003</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>USD</td>
<td>Tzs'000</td>
<td>Tzs'000</td>
</tr>
<tr>
<td>Norwegian Embassy</td>
<td>305,300</td>
<td>326,405</td>
<td>155,501</td>
</tr>
<tr>
<td>Novib</td>
<td>-</td>
<td>-</td>
<td>103,467</td>
</tr>
<tr>
<td>Embassy of Sweden</td>
<td>537,273</td>
<td>598,198</td>
<td>492,735</td>
</tr>
<tr>
<td>Development Cooperation Ireland</td>
<td>361,800</td>
<td>400,426</td>
<td>289,762</td>
</tr>
<tr>
<td>The Ford Foundation</td>
<td>200,000</td>
<td>211,574</td>
<td>-</td>
</tr>
<tr>
<td>Hivos</td>
<td>243,000</td>
<td>264,456</td>
<td>100</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1,647,373</strong></td>
<td><strong>1,801,059</strong></td>
<td><strong>1,041,565</strong></td>
</tr>
</tbody>
</table>

HakiElimu Annual Report 2004
HakiElimu works to realise equity, quality, human rights and democracy in education by facilitating communities to transform schools and influence policy making, stimulating imaginative public dialogue and organizing for change, conducting critical research, policy analysis and advocacy, and collaborating with partners to advance common interests and social justice.