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.
Every person

(a) has the right to freedom of opinion and expression
(b) has the right to seek, receive and impart information regardless of national frontiers
(c) has the freedom to communicate and the right to do so without interference
(d) has the right to be informed at all times of various events of importance to the lives and activities of the people and also of issues of importance to society.

*Article 18, Constitution of the United Republic of Tanzania*

“First they ignore you, then they ridicule you, then they fight you, and then you win.”

*Mohandas Gandhi, independence activist*
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Illustrations by Marco Tibasima
Acronyms

AGM  Annual General Meeting
BEDC  Basic Education Development Committee
CBO  Community Based Organization
CG  Community Governance
CIVs  Community Information Volunteers
CSO  Civil Society Organization
DC  District Commissioner
DED  District Executive Director
DEO  District Education Officer
DFID  Department for International Development (UK)
ESDP  Education Sector Development Plan
FemAct  Feminist Activism Coalition
IATWG  Institutional Arrangement Technical Working Group
IDASA  Institute for Democracy in South Africa
IDS  Institute of Development Studies
ITV  Independent Television
LGR  Local Government Reform
LHRC  Legal and Human Rights Centre
MOEC  Ministry of Education and Culture
NGO  Non-Governmental Organization
NPF  NGO Policy Forum
NSGRP  National Strategy for Growth and Reduction of Poverty (MKUKUTA)
OD  Organizational Development
PAA  Policy Analysis and Advocacy
PCB  Prevention of Corruption Bureau
PE  Public Engagement
PEDP  Primary Education Development Plan
PER  Public Expenditure Review
PETS  Public Expenditure Tracking Survey
PORALG  President’s Office Regional Administration and Local Government
PRS  Poverty Reduction Strategy
PSLE  Primary School Leaving Examinations
RACEF  Resource Allocation Cost Efficiency & Financing (Technical Working Group)
RAWG  Research and Analysis Working Group
RTD  Radion Tanzania Dar es Salaam
RFA  Radio Free Africa
SEDP  Secondary Education Development Plan
SNV  Netherlands Development Organization
SUNY  State University of New York
TANGO  Tanzania Association of Non-Governmental Organizations
TEN/MET  Tanzania Education Network/Mtandao wa Elimu Tanzania
TGNP  Tanzania Gender Networking Program
TTU  Tanzania Teachers’ Union
TVT  Televisheni ya Taifa
UDSM  University of Dar es Salaam
UN  United Nations
UNICEF  United Nations Children Education Fund
VPO  Vice President’s Office
WEC  Ward Education Coordinator
WEO  Ward Executive Officer
Introduction
Transparency. Accountability. Civic participation. Public debate. Important principles; big words. What happens when they are put to the test?

HakiElimu’s experience in 2005 can be characterized as the result and consequence of having attempted to put these principles into practice.

The second half of the year was tumultuous. In August, the then Minister responsible for Education and Culture publicly criticized HakiElimu’s work in a keynote address at the National Education Conference. His remarks were apparently triggered by the publication of a HakiElimu report *Three years of PEDP Implementation: Key Findings from Government Reviews*. This was followed by a letter to the organization in early September “interdicting” it from “undertaking and publishing any studies regarding Tanzania schools”. The letter stated that HakiElimu was “disparaging the image of our education and the teaching profession” and had “repeatedly failed to conform with guidance given”, particularly in reference to HakiElimu’s media spots. A related circular (No. 5 of 2005) was sent out by the Ministry to all regional/local government authorities and schools informing them of the interdiction against HakiElimu, and warning of “stern measures against any school/college which does not adhere to these directives”.

These events were widely covered in the media and sparked off a heated public debate. HakiElimu issued a public statement arguing that it’s *PEDP Reviews* report was based entirely on official government sources and was meticulously referenced; that its media work was based on well known research findings and that its operations were consistent with the law and with national policies. Many civil society organizations (CSOs) and analysts spoke out in support of this position. Hundreds of feature articles and news items appeared in national newspapers. Members of the public wrote letters to editors and filled the airwaves of dozens of talk shows.

Just as the issue was beginning to lose broad media attention, President Mkapa himself spoke out against HakiElimu in a public address on October 8. Using strong language, he stated that HakiElimu was misinforming the public about the state of education, supported the Minister for Education’s action to ban HakiElimu’s activities in school, and ordered that HakiElimu “should not step foot in schools”, at least for the remainder of his term. The headlines next day characterized the development as “the final nail in HakiElimu’s coffin”. A common interpretation among authorities was that HakiElimu had ‘gone too far’ in not abiding by the wishes of the Education Ministry and that the matter was now resolved through the pronouncement of the highest office of the land. This time HakiElimu did not produce a new statement because it had nothing substantively different to say, and instead referred journalists and other interested parties to seek the views of the public.

The HakiElimu Board considered the circumstances carefully. From the outset it chose to operate from a position of principle consistent with the law. Advice was sought...
independently from two leading lawyers. Both confirmed that HakiElimu had acted fully within the law and questioned the legality of the government action. A number of activities were suspended, including publication of education research studies. But most other activities continued, including the broadcast of the now controversial television spots because of their public interest value. This time the public debate was even more animated. Virtually all major CSO networks – including leaders of the teachers’ trade union and academic associations – and the editorial boards of many newspapers issued statements in support of HakiElimu. The public continued to speak out. The debate also became an international issue. Those who had expected the organization to ‘roll over and die’ after the President’s statement were surprised.

Next, media organizations were prohibited from broadcasting HakiElimu’s TV and radio adverts concerning the primary and secondary education development plans (PEDP and SEDP respectively) by the Minister responsible for information. Reasons given for the action were simply that it was done in the “public interest” following the statements of the Education Minister and the President. Interestingly, the banning of the TV spots was announced in a late evening press release issued a day after HakiElimu had itself communicated the withdrawal of the same spots to the media organizations and copied the information to the government. The banning order was addressed to media companies, who were given less than two days to provide a defense, a matter that the Media Owners Association of Tanzania protested vociferously.

How do we interpret and make sense of these developments?

One pertinent factor to consider is that this occurred during the election season. Many observers noted that the government saw developments in primary education as one of its more resounding success stories, and the President had referred to PEDP internationally as an effective case of how to achieve the Millennium Development Goals (MDGs). HakiElimu’s work was seen to puncture this positive image and it was feared that opposition politicians would use the material to campaign against the government. HakiElimu was advised ‘to lie low’ so as ‘not to provoke election jitters’. This advice raises important questions about whether a muted form of censorship is in the best interests of citizens when they are making important choices.

Indeed, for many people in civil society, in the development community, and privately among civil servants, these actions were not aimed at just one organization. Two fundamental principles were at stake: the constitutional right to freedom of expression, and the role of civil society in promoting transparency and accountability in the country. Most observers characterized the action taken to muzzle HakiElimu as a violation of article 18 (as amended) of the national constitution on the freedom of expression. Under this interpretation, does the government have the right to curtail the voice of a CSO even if it does disparage the image of education? Is it possible, in fact and in practice, to hold and express views that are independent and different to those of
government? Instead of banning HakiElimu’s work, should the government have used its considerable resources to communicate its point of view?

A related question concerns the space possible for independent organizations to enable citizens to hold government accountable. In recent years numerous policies, including MKUKUTA and PEDP, have reaffirmed the analysis, watchdog, advocacy and public information roles of CSOs. These presume that while CSOs naturally operate under the reasonable laws of the land, it is vital that they are autonomous and able to operate without undue influence. Nevertheless the events described above suggest that HakiElimu may have been expected to follow the guidance of the government regardless of its legal mandate. Many people, including MPs at a recent meeting, were said to be ‘astonished’ that HakiElimu ‘dared’ to operate and express its views after the President had spoken. Tellingly, in response to HakiElimu’s defense in policy terms, a senior government official informally stated “who cares what the law or MKUKUTA says after the President has spoken? You need to understand how things work”. One wonders how widely this sentiment is shared in government, and by the public at large.

Another government leader cautioned HakiElimu that “all this talk of democracy should not get to your head; Tanzania is yet to have reached it”. Yet one cannot wait for democracy to descend from the heavens or mature on its own. Democracy is built by the everyday actions of a nation’s citizens. The process is ongoing in Tanzania; the fact that HakiElimu was not closed down and that it was defended publicly also shows the maturity of democratic freedoms in the country.

Throughout these events, the actions of many ordinary citizens across Tanzania are the ones that deserve the most respect. While some citizens and CSOs felt they had no option but to accept the position of the authorities, at least outwardly, many others stood up and acted to improve education governance and quality even where this involved challenging the government. This came at some cost, including threats, intimidation, and in one case termination of employment of a local government leader. In many ways the stakes for ordinary people and groups were higher in comparison to HakiElimu’s visible status in Dar es Salaam. Their courage inspires the work of HakiElimu, and will no doubt provide Tanzania with the energy it needs to build a more democratic and better future.
OVERALL OBJECTIVE: The voices of ordinary people regarding education and democracy are investigated and independently reported, and this has led to greater awareness, accountability and public action.

HakiElimu Annual Report 2005
Media

Media Investigations

HakiElimu supported media outlets to inform people and provide space for ordinary people to voice their concerns and share their experiences of democracy, education issues and accountability.

Two major media investigations were conducted in 22 districts in Tanzania. The surveys focused on teachers’ views on the National Health Insurance Fund (NHIF) and the responsiveness of MPs in constituencies and the status of Public Service Delivery. NHIF officials and district executives also shared experiences, opinions and suggested ways to improve the NHIF. Subsequently NHIF officials invited journalists to explain that the concerns raised by teachers through the media were being dealt with. Debates were also covered by the media and led to improved services of the NHIF.

Over 50 articles were published or broadcast. Concerning the responsiveness of MPs, wananchi started to question those MPs who were not regularly visiting their constituencies. They want MPs to be responsive to their constituents throughout their term of office and not only in pre-election campaigning.

HakiElimu also supported individual journalists to conduct independent investigations in 6 districts. About 30 articles on the quality of education policy and practice were written and published or broadcast. Increasing numbers of journalists are requesting HakiElimu’s support to conduct surveys in remote areas where ordinary people’s opinions are not normally solicited by the media. The quality of reports and coverage that gives space to ordinary people has improved. Emphasis was placed on the voices of teachers, pupils and ordinary people, rather than officials alone. They shared their experiences, opinions and suggestions. Standard coverage guidelines developed by HakiElimu contributed to this improvement.

The media play a key role in sharing and providing information to citizens. Informed citizens have the knowledge and power to initiate change in their communities. A high standard of journalism is encouraged and promoted to contribute to this role. As a consequence HakiElimu supported the Media Institute of Southern Africa (MISA-Tanzania) to award investigative journalists. Four journalists and one community radio station were identified and presented with the Edward Moringe Sokoine award. The award was given to the best investigative journalists on education and disability, corruption, accountability in the community and the environment. However, the award needs greater exposure among journalists and additional work is needed to improve the quality of submitted entries. HakiElimu supported MISA-Tanzania to develop a criteria poster for the 2006 awards. The posters will be distributed to all media outlets in the country.

Editors and journalists were supported to research, write and publish an additional 120 articles, editorials and photographs. The published articles and pictures concerned education and governance. The criteria for supporting individual journalists were developed and shared with them. The guidelines improved the quality and increased the frequency of articles published. The coverage now focuses more on giving a voice
to those who are usually excluded from giving their opinion. Generally speaking the delivery of the written part of the photo feature articles was more successful than obtaining the picture elements. We agreed to work with editors and photojournalists more closely in 2006 to improve the content of photo essays.

HakiElimu supported production and broadcast of *Sauti ya Watu* programs on TVT and Radio Tanzania Dar es Salaam (RTD). Ordinary men, women and young people, especially from rural areas, aired their concerns and ideas regarding policy and public service delivery issues. Local leaders responded. The programs were powerful in two ways. First they had a big influence in the local communities concerned, and second they promoted and demonstrated the idea that ordinary citizens can hold leaders to account on a live program broadcast from a national radio station. Feedback on the value and style of the content of the programs has been very positive and their ability to foster debate and action is becoming apparent. Unfortunately the programs were unilaterally withdrawn from the air in September 2005. We plan to reinstate them after the elections and to expand similar programs on Star TV and Radio Free Africa for greater impact. We plan to analyze the issues raised by people on *Sauti ya Watu* program in 2006 so as to gain a more complete picture of public concerns.

The Policy Analysis unit was supported to cover issues raised in the monthly breakfast policy debates on ITV’s *Sema Usikike*. Five interviews with presenters were broadcast. The coverage on television raised debate throughout the country. To improve regular coverage, contracts with the two TV presenters will be drafted in early 2006.

The Citizen Engagement unit was also supported in preparing criteria on how Friends of Education can engage with the media to raise Friends’ issues. To this end, four Friends were interviewed on two ‘Jenerali on Monday’ programs and five Friends’ profiles were published in local newspapers. A television program ‘Mgongano wa Mawazo’, on ITV was sponsored to enable students to debate issues of interest to them. Letters were sent to the editor from Friends and most were published.

HakiElimu supported *Elimu Maalum*, a program for people with disability to debate the issues of democracy and education. Seventeen programs out of twenty six were broadcast by RTD and fifty one HakiElimu spots were aired. The interviews drew attention to the challenges faced by people with disability from different areas of the country and highlighted their achievements. Feedback from RTD said they received requests from the public to re-broadcast previous *Elimu Maalum* programs. The program became popular within a few months and was awarded the best journalist award by MISA for its originality.

HakiElimu also supported ordinary citizens from Dodoma for coverage on TVT & RTD. The aim was to raise funds for renovating Buigiri School for disabled pupils in Dodoma. The event received good coverage, and feedback from Dodoma stated that the school received material and financial support from various people and institutions.

A meeting was held with media editors to build understanding, to deepen relationships, and to make the partnerships more effective. The editors particularly appreciated that
our goal was to hear the voices of ordinary people talking about their concerns and issues, rather than the promotion of HakiElimu’s work or the constant ‘branding’ of HakiElimu. This meeting established positive working relationships that facilitated a better flow of information and encouraged high quality coverage. The editors’ understanding of HakiElimu’s goals and programs enabled the organization and its positions to be well represented in the media in the ensuing public debate on the interdiction placed by the Ministry of Education and Culture (MOEC).

Because the public is particularly keen on cartoons, HakiElimu commissioned artists to provide material to newspapers and for publication in a book collection. In 2005, one hundred and thirty cartoons were developed, drawn and scanned for a ‘cartoon bank’. The issues covered included the contradictions between policy and practice, and the accountability of government, MPs and NGOs. The cartoons were compiled in a booklet ‘Sera poa…utekelezaji je?’ and were published in Mtwanzia & Rai newspapers. Feedback from editors confirms that they are immensely popular and provoke lively debate among readers. A challenge is to encourage cartoonists to remain well informed and to design more powerful cartoon styles, including the use of humor. In 2006 this will be an area of focus. The management of the cartoon bank will shift to the Information Access unit.

1.2 Newspaper Monitoring and Analysis
All major local newspapers are purchased daily and relevant news articles are identified, clipped and displayed on office notice boards. These are read regularly by staff and are an effective way to keep informed. About 20,000 articles from 2003-2004 were scanned, indexed and stored on database. Ten thematic collections of news-clippings were produced and shared with key partners and the media. However, these monthly collections are expensive in terms of time and reproduction costs, and their value is uncertain. Very few feedback forms were received from recipients, and there was little evidence of their regular use. As a result they will be discontinued in 2006. Instead the articles will be clipped, displayed and stored for future reference in the library.

Finally, the omnibus collection of news articles produced every year was replaced with the idea of producing a volume containing a collection of media articles on the interdiction of HakiElimu. This volume is expected to provide a useful reference for researchers and others of this important historical moment in CSO-government relations. At the end of 2005 a set of articles for inclusion was identified. In early 2006 permission for reprinting will be secured and the collection printed for dissemination.

1.3 TV & Radio Spots and Films
TV and Radio spots produced in late 2004 were broadcast on four national TV and radio stations. Known as the Tafakari (‘think about it’) series, the public education spots depicted scenarios based on key education and accountability issues. Feedback showed that the spots were seen and heard by millions of Tanzanians and were widely appreciated. An opinion poll by the University of Dar es Salaam REDET project found
many who had media access had seen or heard the HakiElimu spots, and found them to be interesting and informative.

The Education Ministry expressed concern that the TV and Radio spots were disparaging the image of the education sector. Its leaders urged that ‘actual situations’ be depicted rather than the use of actors to ‘caricature’ education. HakiElimu’s position was that it was universally accepted practice to use actors to communicate research-based information. Ironically, towards the end of the year the Education Ministry itself began airing spots on PEDP using actors.

The TV and Radio spots contributed to the Ministry decision to interdict HakiElimu, which in itself raised a major debate. The media, CSOs and human rights groups challenged the government’s action. They viewed the interdiction as a violation of the constitutional right to freedom of expression. The Education Minister responded with a press release defending his action using a repealed version of article 18 of the national constitution, which in turn stimulated further public criticism of the government.

Having run their scheduled course, HakiElimu withdrew the Tafakari spots from the air in late 2005. Surprisingly, a day later, the Minister responsible for information ‘banned’ HakiElimu spots on PEDP and SEDP, though HakiElimu never received direct information about the order. To compensate for the banned spots, 9 TV and radio spots were developed on issues related to the main Government development policy MKUKUTA. The spots were developed in collaboration with Policy Forum; TENMET, FEMACT & TANGO and were broadcast on ITV/Radio One, Star TV/ RFA & Channel Ten. Each spot contrasted key development targets with the current situation, and asked the President, MPs and citizens what they were going to do to bridge the gap. Anecdotal evidence suggests that they helped provoke debate during the election period, and in his inaugural address to Parliament on 30 December, 2005 President Kikwete addressed many of the issues raised in these messages.

In addition two companies were commissioned to develop two new series of TV spots. One set contrasted government commitments with actual practice, drawing data from government and research reports. These included, for instance, a spot indicating that impressive macro-economic gains had yet to improve persistent rural poverty, and another showed chronic delays in the payment of teachers’ salaries despite a presidential directive that they be paid by the 25th of each month.

The theme of the second series was ‘Two Worlds’, contrasting the options available to well-off and poor families. It compared the schooling experience of a child of a middle class family with that of a former classmate from a poorer family. Areas of attention included transport to school, experience of school learning and conditions for study at home.

Unfortunately, the production of both sets of spots was hampered by the government interdiction, particularly after the President’s remarks in October. Many people, including school owners, teachers, actors and others were reluctant to collaborate,
fearing sanctions from the authorities. Filming had to be stopped mid-way and both series were not completed in 2005 as planned. In determining what could be done, the idea emerged of producing spots on the right to freely express an opinion. The aim was to encourage ordinary people to exercise their constitutional right to express themselves freely on any matter of interest to them. The basic form involves people from different backgrounds speaking for 30 seconds about their thoughts and dreams. Shooting has started and about 50 TV and radio spots are expected to be completed by early 2006.

The interdiction also affected plans to produce three short films. The basic concept is to show how ordinary Tanzanians in three different locations succeeded in improving education and governance despite long odds, so as to convey the idea that everybody can make a difference and inspire similar action. Filming in Simanjiro on pastoralists’ need for education was largely completed and will resume in 2006.

Finally, having been inspired by a film on the ‘Right to Information’ produced by a local CSO, MKSS in India, HakiElimu undertook the translation, reproduction and distribution of the film in Tanzania. The film depicts ordinary citizens coming to understand their situation and holding leaders accountable through ‘public audits’. The aim is to learn from the Indian experience and spark debate on the relevance of such actions in Tanzania. HakiElimu secured permission to reproduce the film and a translation has been completed. More than 200 copies have been made for distribution. The film will be launched and broadcast on various TV channels in 2006.

1.4 HakiElimu Newsletter

Three thematic issues of SautiElimu (Numbers 9, 10 and 11) were published and distributed to partners and Friends. The articles focused on different policy issues affecting Friends and ordinary citizens’ lives. The number of copies was reduced from 80,000 to 60,000 due to high printing costs and distribution difficulties. A major part of the distribution process was done through newspaper insertions. Alternative distribution channels will be explored in 2006. This activity will be shifted to the Information Access unit in 2006 to enable the Media unit to focus on its relationships with mass media organizations.

1.5 Support to Others

Throughout 2005, the Media unit supported other units and partners to use media effectively. About 140 letters from staff were edited and forwarded to the media of which 98 were published in English and Swahili newspapers. The unit edited letters to improve their quality and the likelihood of publication. Additionally, 141 letters from Friends of Education were forwarded to the media of which 81 were published. Greater emphasis is being placed on enabling citizens to send information directly to the media, and many more letters are expected to be published through this route. The media guide developed by the Information Access unit for Friends is expected to further enhance the ability of Friends to communicate effectively with the media.

Information on critical matters of public interest is regularly shared with the media for
research and publication. In 2005, eight tips were shared with the media of which five were published. To increase the number of tips from other units, we shall initiate an internal way of sharing them more regularly e.g. during Monday meetings. A mechanism to share information with the media was developed and will be put into use by all units in 2006.

‘Factoids’ on key public issues prepared by the Information Access unit were published in Nipashe (77) and Daily News (46) newspapers on the front page masthead in 2006. However, the government-owned Daily News stopped publishing HakiElimu factoids, apparently under political pressure, despite a contract being in place. It is likely that the publication of factoids will resume in 2006 with the new government in place. Nevertheless, the suspension of HakiElimu spots in the Daily News, as well as by TVT and RTD raise key questions about the autonomy of state owned media organs.

The PAA unit was supported to cover eleven 7.30 debates in the media. The PEDP review paper was launched and covered extensively by the media, including serializations in two daily newspapers. The IA unit was supported in launching and announcing the winners of the disability competition through a press conference. The media also covered the launch of the Polisi Rafiki book developed jointly by HakiElimu and a leading church group.

**Conclusion**

In its first full year of operation, the newly created Media unit developed a focused and coherent program of activities. The media investigation work enabled several media houses to cover important issues in depth, including rural areas and ordinary people’s perspectives that are often excluded. In addition to raising key issues for public consideration, these exercises contributed to an improved quality of reporting. The TV and Radio spots clearly have tremendous impact in informing the public and stimulating debate, and government resistance to them only seemed to generate greater interest. While the postponement of filming due to the interdiction was a setback, the experience also led to the creation of a freedom of expression campaign that may prove to be equally important and powerful. The government action to ban PEDP/SEDIP advertising raises important questions about the right of free expression in the country and the application of the law. The production of films, a new activity for HakiElimu, was not completed, and their effectiveness and value remain to be seen. Support will continue to be given to other units at HakiElimu to effectively work with the media.

Overall, the work of the Media unit largely influenced public understanding of HakiElimu’s work. The impact of the work of other units, such as Policy Analysis and Advocacy, was significantly amplified by its coverage in the media. The reach of radio and TV, and to a lesser extent newspapers, is growing, and so is their ability to communicate effectively with the Tanzanian public and other important audiences. These trends will be carefully considered in relation to other HakiElimu programs and goals, and it is likely that the scope of media work will be increased in 2006, by deepening and expanding programs that have proven to work well.
2. Information Access

OVERALL OBJECTIVE: To better inform key audiences, Friends of Education and the wider public in every district in Tanzania about education and democracy rights, policies and developments, and to generate a broader, more creative and vigorous public debate on these issues.


2.1 Library

The main objective of the library is to ensure that key information on education, democracy and related issues is collected, organized and made accessible to staff, board members and key partners so that their work is well informed.

In 2005 seven hundred new books were acquired from major publishing houses, bookstores and networking events. About five hundred books were entered into the library catalogue and made available to staff and partners. This made for a comprehensive collection of books and materials that includes respected news and development magazines. The collection spans a variety of subjects besides education and governance, including gender and globalization, social issues and research, media and policy, management and writing guides.

Library tours were conducted for staff and CSO partners and a reading competition was tried out to promote reading. A library survey conducted among staff revealed overall satisfaction with a few suggestions for improvement. However, only about seven staff are using the library regularly each month. Steps to promote and improve readership in 2006 will include circulating information about acquisitions in a more interesting manner, actively promoting the library and a monthly ‘book club’ for CSO partners. We also hope to encourage managers to emphasize learning through reading in their units.

A referral list for how Friends of Education and other citizens can access materials across Tanzania was developed in 2005. This will be refined further to meet user needs in early 2006 and distributed to Friends.

2.2 Popular Publications and Working Papers

A variety of popular publications and working papers were developed and printed in 2005. These were a mix of translations of different types of materials, including new popular publications, policy oriented papers, translations and a reprint. Audiences for the documents varied, but the vast majority were for ordinary citizens. Several of the materials produced were launched at media oriented events. Materials published in 2005 are listed below:

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<tr>
<th>No.</th>
<th>Publication name and description</th>
<th>No. printed</th>
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<tbody>
<tr>
<td>1.</td>
<td>8 working papers on key policy issues written by eminent development practitioners and academics produced in 2004 were translated into Swahili and printed.</td>
<td>8 x 3000</td>
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<tr>
<td>2.</td>
<td>An informative calendar that publicized article 18 of the constitution of Tanzania on freedom of expression was printed and distributed. (Swahili and English)</td>
<td>150,000</td>
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<tr>
<td>3.</td>
<td>A set of 10 posters on MKUKUTA issues which tied in with the TV, radio and billboard campaign on the same theme (in Swahili and a few in English)</td>
<td>40,000</td>
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Feedback was systematically sought and compiled. An analysis of 500 evaluation forms helped to shed light on how the publications were received and used. Of the 500 forms, sixty pertained to policy-oriented publications including working papers, while 440 forms concerned HakiElimu publications of a more general nature. Of the policy oriented publications, about half of respondents stated that they were used as teaching aids, that they presented challenging and useful information, and that they covered key issues. Others appreciated the way in which the publications rendered policy information in accessible language and the communication of lessons learned. A detailed analysis of 304 of the feedback forms on popular publications found them

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<tr>
<th>No.</th>
<th>Description</th>
<th>Quantity</th>
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<tr>
<td>4.</td>
<td>Two humorous and thought provoking cartoon booklets contrasting policy commitments and practice, in Swahili</td>
<td>60,000 + 30,000</td>
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<tr>
<td>5.</td>
<td>Commercially sold exercise books with 6 educational messages in Swahili</td>
<td>13,000,000</td>
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<tr>
<td>6.</td>
<td>Two innovative Factoids illustrating development facts and government performance on the same (forwarded to media for newspaper publication).</td>
<td>2 x 25,000</td>
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<tr>
<td>7.</td>
<td>Booklet profiling 6 Friends who have made a difference in education, in Swahili</td>
<td>30,000</td>
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<tr>
<td>8.</td>
<td>A guide to help Friends effectively use media to get their voice heard, in Swahili</td>
<td>22,000</td>
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<tr>
<td>9.</td>
<td>Friends’ voices booklet, a selection of letters and opinions of Friends across Tanzania, in Swahili</td>
<td>30,000</td>
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<tr>
<td>10.</td>
<td>Two books documenting the lessons learnt through HakiElimu’s Community Governance program in Serengeti and Ukerewe, in English. (Swahili in 2006)</td>
<td>2 x 20,000</td>
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<tr>
<td>11.</td>
<td>Memo pads containing Mwalimu Nyerere quotes, in English and Swahili.</td>
<td>25,000</td>
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<tr>
<td>12.</td>
<td>The Nyerere on Education volume II was compiled and edited and will be printed in 2006. Original language used (both English and Swahili)</td>
<td>25,000</td>
</tr>
<tr>
<td>13.</td>
<td>Police as friends (Polisi Rafiki) produced and launched in collaboration with the Tanzania Episcopal Conference, (Swahili).</td>
<td>60,000</td>
</tr>
<tr>
<td>14.</td>
<td>Swahili translation of the Living and Working Conditions of Teachers study jointly undertaken with the Tanzania Teachers’ Union.</td>
<td>25,000</td>
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<tr>
<td>15.</td>
<td>Reprint of a Save the Children UK booklet on corporal punishment (Swahili)</td>
<td>25,000</td>
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<tr>
<td>16.</td>
<td>Compilation of prize-winning essays and drawings from the disability and education essay competition and a content analysis (Swahili)</td>
<td>35,000</td>
</tr>
</tbody>
</table>
to be informative, interesting and useful. The materials were put to different uses, the most common of which are shown below:

<table>
<thead>
<tr>
<th>Publication Usage</th>
<th>Number</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>To inform/educate others</td>
<td>189</td>
<td>62%</td>
</tr>
<tr>
<td>For personal learning</td>
<td>156</td>
<td>52%</td>
</tr>
<tr>
<td>Shared/distributed among friends</td>
<td>138</td>
<td>45%</td>
</tr>
<tr>
<td>To improve schooling</td>
<td>95</td>
<td>31%</td>
</tr>
<tr>
<td>Promoting <em>Friends of Education</em> membership</td>
<td>71</td>
<td>23%</td>
</tr>
<tr>
<td>To stimulate community discussion</td>
<td>49</td>
<td>16%</td>
</tr>
</tbody>
</table>

The evaluation forms sent out with HakiElimu publications, as well as the letters and informal feedback received reveal that the overall objective of the publications was met. A variety of high quality publications on education, democracy and related issues were printed and partially distributed. The analysis reveals that the majority of recipients were satisfied with the content and quality of the publications. The respondents shared the publications with others and used them as an educational and discussion tool. Some of the respondents also stated that they hoped to use them to improve education.

Several important lessons were learned in the course of implementation. One is the value of producing publications in collaboration with strategic partners and networks, as was the case with the ‘MKUKUTA’ campaign, the teachers’ conditions study and the *Polisi Rafiki* booklet. These partnerships add value to all sides and strengthen HakiElimu’s linkages with key institutions in the country. Second, pre-testing techniques will be more systematically used in 2006 to gain feedback on the suitability of language, illustrations and other key aspects prior to publication. Special emphasis will be placed on how materials can be made truly popular and accessible and how to avoid jargon. Third, a bank of cartoons, illustrations and photographs will be developed to ensure convenient access to high quality images for publications. Fourth, evaluation mechanisms will be redesigned to enable specific information to be collected about each publication so as to better differentiate their impact. This will include, among other measures, incorporating a feedback form in each publication and making better use of the Oracle database. Fifth, the Information Access unit will craft a more focused approach on truly popular publications, and the policy oriented documents will pass back to the policy unit. A key element of this approach will be to work to improve the overall quality of writing and layout throughout by the recruitment of suitable technical assistance. These lessons will be explicitly addressed in 2006.

### 2.3 Public Competitions

The purpose of public essay and drawing competitions is to foster debate, gather public views and create public pressure and responsiveness. ‘Disability and Education’ was chosen as the topic for the 2005 competition because inadequate attention has been paid to the situation of people with disabilities in education. Several representatives
of disability organizations participated in the design and assessment process. The competition generated enormous interest: 2,759 people across the country from different professions and age groups, male and female, participated. Its launch and the announcement of winners generated publicity and debate on the issues as well.

The main concerns expressed were stigma and discrimination, bullying in schools and the lack of specialized education for people with disabilities. Each of these three problems was mentioned by at least half of the participants. A full analysis of the entries has been compiled and will be circulated to interested parties by email in 2006.

Most participants recommended that the government take measures to train teachers in special education to ensure that it is tailored to the needs of people with disabilities, to use affirmative action to ensure that more children with disabilities are enrolled in schools, and to encourage everyone to work to end stigmatization and discrimination. Participants also recommended that the government should ensure that there are proper buildings and equipment so that children with disabilities are able to learn. Private sector companies were also called upon to play a role so that people with disabilities could participate fully in education.

The competition entries represent a wealth of information that could be used by policy makers and others to improve the situation. A publication containing the winning entries was prepared but not printed due to organizational delays and the Government interdiction. It will be completed and launched in 2006. A new competition will be launched in mid-2006.

2.4 Information Dissemination and Feedback

HakiElimu produces among the highest numbers of popular publications in Tanzania and it is vital to have effective distribution systems so that the information reaches the intended audiences. In recent years important advances have been made in identifying and organizing distribution channels, compiling addresses, strengthening packing and garnering feedback. In 2005 over 14 million pieces were distributed to Friends of Education and other important audiences across the country. Nevertheless, as mentioned earlier, distribution remained a major challenge.

The post office was the primary distribution channel during the year. In addition a new distribution company was identified and contracted in late 2005. This company is able to distribute directly to secondary schools, an improvement on the earlier system of delivering materials to government district offices with instructions to forward them to schools. The new arrangement is not without its flaws but HakiElimu hopes to iron out the problems in 2006. Discussions are underway with a publishing company to distribute to primary schools starting in early 2006. Materials with few pages, such as calendars, posters and leaflets will be distributed as inserts in popular Swahili newspapers. Other distribution avenues, such as national civil society networks and commercial companies, will be actively explored.
The interdiction on HakiElimu placed a significant restriction on distribution of materials. While the interdiction did not specifically restrict dissemination of materials, in effect schools and government offices were reluctant to accept HakiElimu materials for fear of sanctions. As a result very few printed publications could be distributed between September and December 2005 to public institutions, causing major difficulties with storage of materials. Printers were asked to hold on to large quantities, and materials were stored at different locations. This, in turn, made stores management difficult. Efforts to identify adequate storage and packing facilities for HakiElimu are underway and expected to be completed in early 2006. Moreover, new accounting standards (IFRS) adopted by HakiElimu do not allow publications yet to be disbursed to be ‘expensed’, which meant that the overall expenditure of the budget was technically lower, even though nearly 100% of the budget was paid for printing (see 2005 accounts).

Publication printing schedules need to be improved so that all publications are printed and ready for distribution by the end of quarter 3. This did not happen in 2005 and a number of publications were printed later than envisaged. A new tool has been developed to better track the development, printing and distribution of materials, with key benchmarks for each to guide timely implementation. The distribution of electronic materials (published by others) by email has been discontinued because it was not valued by recipients.

**Conclusion**

The Information Access program produced and disseminated an impressive number of quality publications in 2005. Feedback received indicated the materials were generally well liked, especially where the information was illustrated and easily accessible in Swahili. Despite constraints, about 14 million pieces were distributed in the year in every district of Tanzania. However, improving management systems of the entire process from development, printing, distribution and assessment will constitute a major challenge for 2006.

The recruitment of an experienced manager for the unit was finalized in late 2005. This is expected to further strengthen unit effectiveness. A key decision is to focus the unit’s work into producing truly popular materials only, rather than materials for a wide range of policy and public audiences. Part of this consolidation will see an overall reduction in the number of outputs and print-runs of each. Standards for these materials, including quality assurance checks will be developed early in the year and are expected to improve both quality and efficiency. The most important other challenge will be to strengthen distribution systems, with an emphasis on getting materials out to people reliably and quickly.

Finally, a critical area is to create an environment in which HakiElimu materials can be used freely by interested parties. The interdiction hampered distribution of new materials and in some cases authorities apparently compelled schools to remove materials already delivered. This simultaneously raises questions of the right to, and dissemination of, information, as well as highlighting the need to restore healthy working relationships with the ministry responsible for education. At the same time, the publicity and public debate created by this issue has also increased interest in HakiElimu and its publications which provides an opportunity for future developments.
3. Citizen Engagement

OVERALL OBJECTIVE: To better inform ordinary citizens of Tanzania, including the poor and other historically disadvantaged people, in reflecting, debating, organizing and taking action to develop education and democracy and to hold government to account.
3.1 Conceptual Development

A major component of the citizen engagement program during the year was deepening the understanding of the concept of the *Friends of Education Movement*: its rights, responsibilities, roles, functions and legal implications among HakiElimu, *Friends* and other citizens. Two meetings were held with *Friends* and two others with a range of stakeholders, mainly civil society organizations (CSOs), were held in Dar es Salaam and Ruvuma regions. The purpose was to discuss the *Friends* concept and to share experiences. In addition we consulted two lawyers for legal advice on the concept of the *Friends*.

The *Friends* concept was further sharpened through the unit manager’s participation in a *Master of Arts in Participation, Development and Social Change* course at IDS, University of Sussex, UK, which commenced in 2004. The course was successfully attended and learning outcomes were documented through progress reports and a summary report of the concept of *Friends*.

The *Friends* concept focuses on enabling citizens to organize and take action in various ways based on existing circumstances. However, the citizens are a diverse group of people who differ by age, gender, location, education level and occupation. This means as facilitators we do not tell people what to do and take into account the diversities of *Friends*.

Not all *Friends* and other citizens understand the concept in the same way. Despite disclaimers in the *Friends* sign-up form and handbook, some members consider themselves as members of HakiElimu. However, others understand *Friends* as about advancing their own interests in education and democracy. They use available opportunities to engage in public debate, to access and share information and participate in independent public action. Further development and clarification of the *Friends* concept will need to be continued through various channels – through media, in publications like the *Friends* handbook and leaflet and through sharing of *Friends*’ examples of action.

The *Friends* Handbook was reviewed taking into account issues raised during the meetings and other consultations. A total of 25,000 copies were printed and distributed to all *Friends*. Additional copies of the handbook are in the process of being printed in Braille for people with visual impairment. The book was also voiced, recorded and reproduced on 2,000 audio tapes and 100 CDs. These will be distributed to people with visual impairment and low literacy through radio broadcasts and by distribution to strategic organizations. The handbook carefully elaborates the *Friends* concept and expectations and is generally updated each year.

A planned short film on *Friends* in action and quarterly radio programs on the concept were not completed. This was due to a lack of technical skills and inadequate organization and communication between units. However, a strong commitment has been made by Citizen Engagement and other units to work on synergies and strengthen staff capacity for higher performance and the problems are expected to be resolved in early 2006.
3.2 Recruitment and Information Provision

One hundred thousand copies of the *Friends* leaflet were reprinted and distributed to all *Friends* and other interested citizens. The distribution is on-going. Many citizens continue to express an interest in joining the *Friends Movement*. About 8,830 people were recruited (exceeding the target of 5,000), recorded into the *Friends* database and provided with information about education and governance. The recruitment of new *Friends* took into account gender, age, occupation and disability. Deliberate efforts were made to recruit women, children, teachers, religious leaders, artists and people with disabilities. Large numbers were recruited through the 2005 Gender Festival (organized by TGNP and FEMACT) and the Community Governance Transition (CGT) program. By the end of the year the total number of *Friends* was 18,622, of whom 5,938 are female, 12,316 male, and 215 are groups and organizations.

The *Friends* database has kept records of members. However, the use of the database was hindered by its inefficiency in processing and providing the required information such as full profiles of *Friends*. The database has now been upgraded to meet unit needs. Unit staff will be trained how to produce the various reports in January 2006. In addition a draft policy to validate the database is in place and will be finalized early in the new year.

We respond to questions and concerns of *Friends* and other citizens consistently through mass mailing and ordinary correspondence. In 2005 there were three mass mailings in collaboration with the Information Access unit. The first mass mailing was sent to 15,000 *Friends*, the second went to 17,000 and the third to 18,590. A total of 3,511 letters from *Friends* and other citizens were replied to by the end of the year. However, about 600 envelopes with publications were returned to HakiElimu through the post office for various reasons. Of these, about 300 were from pupils and teachers of a single, unusually active primary school in Dar es Salaam which was not allowed to use the materials due to the Interdiction.

A *Frequently Asked Questions and Answers* booklet, printed in late 2004, was distributed to all *Friends*. It responded to a number of common information demands from *Friends* and reduced the number of separate queries received by the unit.

An analysis of *Friends’* information needs and demands was carried out by sampling 500 letters received from *Friends*. The analysis revealed that *Friends* have varied information needs ranging from human rights to governance issues, education, social services, economic and environmental issues. The sources of information were equally diverse and included HakiElimu and other institutions. A report on the information needs and potential referral sources was developed. The referral list will be developed and updated regularly. The report has been shared internally and the information will be used to develop responsive programs.

3.3 Citizen Organizing and Action

*Friends* were linked with one another and with groups and institutions through various
ways. The *Friends Address Book* was updated and 25,000 copies printed. Distribution to all *Friends* is planned for early 2006. *Friends* have used the book to correspond, network and organize meetings. The book has also reduced the number of *Friends* requesting information about other Friends in their area. A number of *Friends* have been referred to institutions including the Tanzania Gender Networking Program (TGNP), the Tanzania Education Network (TEN/MET; Policy Forum (PF); the Legal and Human Rights Centre (LHRC) and others.

Anecdotal and verbal reports confirm that many *Friends* and other citizen groups are actively improving education and democracy, but the systematic documentation of this information has proven to be difficult. There is some evidence that Friends may respond better when asked to respond to simple survey forms rather than when asked to document their own experiences. This will be explored further in 2006.

Four out of the planned six public forums were supported and/or facilitated in collaboration with others in various places as follows: i) a series of twelve *Mgongano wa Mawazo* TV Programs run by ITV was sponsored to cover issues of education and governance. The program involved groups of secondary school students; ii) HakiElimu worked with TGNP and a *Friend* to facilitate a public forum in Dar es Salaam where over seventy *Friends* and other gender activists participated. The theme of the forum was democracy in education; iii) another public forum organized by a disability organization in Kibaha district, Coastal Region was supported to discuss education and disability issues; and iv) at Nampisi Ukerewe, HakiElimu, in collaboration with the Mwanza Press Club, supported a public forum attended by over one hundred participants including *Friends* and other citizens. The main issue was the lack of schools in the area and what should be done about it. In all the forums media was a key partner, and events were well covered in print and by electronic media. An important lesson is that collaborating with other media and CSO institutions can be cost effective and create a larger impact. However, early preparations are vital.

*Friends* were encouraged to use the media to share their views and experiences. A *Media Guide* was developed and printed in collaboration with the Information Access unit. The guide focuses on how *Friends* and ordinary citizens can use the media effectively. Activities include how to share news tips, how to have issues covered and how to get letters to the editor published. The guide contains useful contacts of all major media organizations in the country.

HakiElimu supported initiatives by *Friends* and other citizens to be well informed. Seven community information centers were provided with books from various NGO and publishing sources. These centers enable communities to access information and promote a reading culture among citizens.

In order to allow easier, closer access, the process of identifying persons and groups who could serve as district based focal points or resource persons was further developed in 2005. Nineteen *Friends* focal points from seventeen districts met and shared ideas and
experiences. The focal points were highly motivated by meeting together and networking with other activists at the Gender Festival. They also had an opportunity to visit partner organizations including TEN/MET, LHRC and PF for learning and sharing. Seven focal points have each been provided with a notice board to display information in their area. The use of the notice boards will have to be monitored and the lessons shared.

3.4 Policy Monitoring and Accountability

A core aspect of HakiElimu’s approach to citizen engagement is to enable citizens to monitor policy implementation and to document and communicate the impact of policy and practice in their community. A policy monitoring tool was developed and pre-tested with fifty seven primary schools in Ukerewe, Serengeti and Songea districts. The tool focused on monitoring the primary school situation in relation to PEDP targets. Positive feedback was received from those who participated in the pre-test exercise. Many commended the tool for highlighting key areas of PEDP and enabling them to identify areas that needed improvement. One lesson learnt was that the involvement of a wide range of people in using the monitoring tool opened up debate and enhanced the capacity of ordinary citizens in policy monitoring. However, the planned use of the tool among 500 Friends could not take place because of the interdiction barring such activities.

Citizens across Tanzania were encouraged to communicate their views and initiatives on education and democracy to local authorities and through the media. One hundred and forty letters from Friends and other citizens were forwarded to the media unit, of which about 80% were published. Additionally, more than a hundred Friends and other citizens were linked with media through the provision of media addresses. About 44% of these have used the media. Notably, many Friends engage in various activities, including media work, which is not reported to HakiElimu. The Media Guide is expected to further enhance a citizen’s ability to use the media.

Another 140 letters from Friends were sent to government officials at district and national levels. Most of these letters contained views, opinions, grievances or reports on successes. In a few instances Friends have reported action having been taken in response to these letters. However, overall, the government response to issues raised appears to have been limited. This raises important questions about the purported government commitment to communicate with citizens, including pledges made in the Client Service Charters. This issue requires follow-up with the President’s Office – Public Service Management in 2006.

3.5 Communicating views and lessons

Information received from and actions taken by Friends and other citizen groups is systematically recorded, compiled, analysed and documented in an analytical report, and interesting actions identified. About 1,800 letters received in 2005 and another 600 letters received in 2004 were coded, responded to and filed. The information was analyzed as part of the information needs and demands assessment activity and
documented in an analytical report format. The analysis identified a number of issues and concerns raised by citizens. The challenge remains how to use the information in a way that responds to these issues and concerns.

Information and actions by *Friends* were communicated to other *Friends*, the media, partners and decision makers through various means. Articles written by *Friends* were published in three issues of the *SautiElimu* newsletter produced by the Media unit. Four *Friends* were facilitated to participate in two sessions of the *Jenerali on Monday* TV program. Nine *Friends* were profiled in newspaper articles and the information was later used by the Information Access unit to produce a *Friends’ Profiles* booklet. As noted above, about twenty *Friends* participated in the Gender Festival. This opportunity enabled a wider sharing of *Friends’* experiences through workshops, exhibitions, informal interactions and linkages with a range of other people from across Tanzania.

**Conclusion**

In 2005 significant progress was made in facilitating citizen engagement in education and democracy across Tanzania. A greater understanding of the concept of the *Friends of Education Movement* was demonstrated through the communication and actions of *Friends* and other citizens. Over 8,000 new recruits joined the movement. *Friends* were better informed at organizing and taking action to improve education access, quality and governance. Some of these instances were well documented and inspiring for others. However, overall, documenting *Friends* actions effectively remains a challenge. It is especially difficult to discern the level of activity of the vast majority of *Friends* beyond the few hundred who maintain active communication.

Communication with *Friends* has led to demand for broad range of information. This requires a strengthened referral base. The meetings of active *Friends* have enhanced the sharing of experiences and also improved the practical understanding of the concept and potential for focal points. These strategic meetings will be held in all five zones of the country in 2006 so as to ensure broad coverage across the country.

Many *Friends* are organizing and taking actions which need to be supported. Sharing of the *Friends* concept has opened up debate on citizen engagement and stimulated the engagement of *Friends* as responsible citizens. However, real citizen engagement goes together with obstacles, including being misunderstood by other citizens and authorities. Several cases of *Friends’* ‘getting into trouble’ with government have been reported. These show how the democratization of the public sphere and the opportunity for citizens to exercise accountability remain a challenge despite positive policy pronouncements. Public awareness needs to be further increased about the meaning of citizenship and the agency of ordinary citizens bringing social change among citizens, government and CSOs.
4. Policy Analysis and Advocacy

OVERALL OBJECTIVES: To make independent analyses of major policy issues in education and democracy. To keep key policy processes more open, transparent and accountable to public concerns (particularly of historically disadvantaged groups). To improve the strategic effectiveness of civil society policy engagement.
In 2005 HakiElimu compiled and published the key findings of six Government reviews of PEDP in a single, easy to access document in English and Swahili. The document, based entirely on government reports, was compiled by systematically comparing actual achievements against PEDP targets. It revealed that PEDP had succeeded in enrolling pupils, recruiting teachers and building large numbers of classrooms. However, it also showed that many of these achievements were significantly below target, and the quality of education had been inadequately addressed. Moreover, some of the issues raised in early reviews did not appear to have been addressed in subsequent implementations.

The PEDP Reviews report received wide press coverage, especially after the Minister of Education and Culture publicly criticized it and cited it in his letter interdicting HakiElimu. Newspapers reprinted large sections of the report and requests for copies increased significantly. The report succeeded in enabling citizens to have access to information that typically sits on shelves, and stimulated a wide public debate about the achievements and gaps in primary education.

In recent years the Primary School Leaving Examinations (PSLE) has recorded remarkable increases in pass rates, from 22% to 50% in three years. HakiElimu commissioned three related studies to understand this phenomenon and to examine what is actually measured by the examinations. Two of the three studies were completed in 2005 but not published due to the interdiction preventing HakiElimu from publishing studies on Tanzania schools. The third study was being finalized after correcting errors in the raw data. These studies are expected to be published as soon as the interdiction is lifted. Initial findings suggest the studies will provide valuable insights into the reasons for the pass rate improvements that will stimulate debate on current measurements of quality.

Government policy requires capitation and development grants for primary education to reach school level each year. Several studies have indicated difficulties in having all the funds reach school level on time. HakiElimu’s Community Governance unit enabled citizens to monitor funds received and related information at school level in Serengeti and Ukerewe. These data were analyzed and are ready for broader sharing once the interdiction is lifted. Such community monitoring of policy impact will be a key component of the Citizen Engagement unit in 2006.

HakiElimu also produced a number of non-education studies in 2005. Analysis of a survey on access to information undertaken in 2004 was completed, and the report was published in collaboration with REPOA and the Legal and Human Rights Centre (LHRC). The survey compiled actual responses to requests for information to different levels of Government, CSOs, donors and businesses. Findings showed that access to information in Tanzania remains a major challenge. Over half the institutions did not respond despite follow-up. Most of those that responded only did so after persistent follow-up and after lengthy delays. Interestingly, NGOs were among the least responsive and overall fared worse than government. The report, published in English and Swahili, was launched at a public event. Media coverage however has been lower than expected. Ways in which the significance of this study can be more effectively articulated will be explored in 2006.
A related activity was to undertake an opinion poll on access to information in collaboration with the University of Dar es Salaam REDET program. The poll was carried out in September 2005 with a national sample. At the end of the year, data were being analyzed, and the report is expected to be published in 2006. Notably the poll includes several questions on access to and evaluation of HakiElimu materials. The findings of the poll are expected to provide authoritative feedback to the government and the public about levels of practical transparency and information access in the country.

Public access to budget information is also a key indicator of democracy. HakiElimu collaborated with the International Budget Project to undertake a review of the extent to which national budgets are open in Tanzania. The study is undertaken in over 50 countries and its comparative country rankings generate enormous interest. Preliminary results have been shared with the government’s Public Expenditure Review (PER) secretariat. Findings showing cross-country comparisons will be published worldwide in October 2006.

HakiElimu collaborated with the President’s Office – Public Service Management to translate its landmark report on the State of Public Services into Swahili for broader public access. The Government report provides illuminating information about performance against standards and is the first of its kind in the country. At the end of 2005 the translation was in process and publication is expected in early 2006.

Finally, HakiElimu prepared seven short policy briefs on various education and governance issues. Each brief summarizes key aspects of the issue and its impact on people, and ends with HakiElimu’s position on the matter. However, these were not printed due to the interdiction. In addition, four press releases and two rapid responses on topical policy issues were prepared, circulated and reported in the media.

### 4.2 Policy Engagement

Much of HakiElimu’s policy engagement is implemented with and through civil society coalitions. The main coalition partners are (NGO) Policy Forum, Feminist Activist Coalition (FemAct), Tanzania Education Network (TENMET) and human rights work led by LHRC. Throughout 2005, HakiElimu and coalition partners undertook common analyses, developed core positions and mounted several joint actions. This approach allows CSOs to pool strengths and increase the potential for impact. In the process HakiElimu contributed to the work of others and learned important lessons. HakiElimu contributed about Tshs10 million towards the joint work of each of its main coalition partners.

In 2005 HakiElimu continued to chair the Policy Forum and to provide overall organizational management to the coalition of over 50 CSOs. Key areas of work included publication of two popular booklets on local government laws: engagement with the MKUKUTA monitoring system, PER process and studies, and local government reforms; feedback on budget support aid architecture, and facilitating debate on the
adoption of De Soto’s approach to ‘freeing dead capital’ in Tanzania. As a leading
policy coalition, views of members of the Policy Forum, including HakiElimu, were
often sought by media, researchers, Government and donors. These exchanges were
often an opportunity to bring rooted pro-poor perspectives to policy discussions. As in
previous years the Policy Forum continued expanding its membership outside Dar es Salaam and supported the creation of policy networks in Mwanza and Arusha.

HakiElimu worked closely with TENMET in 2005 to advance equitable access to
education in Tanzania and to improve its quality. Policy engagement included participation
in meetings of the Basic Education Development Committee (BEDC), providing inputs
to improving sector dialogue and performance assessment of MKUKUTA indicators, and
the promotion of disability access and quality. A significant amount of HakiElimu time
was given to organizational aspects, including the development of policies and systems,
planning and budgeting, and preparations for the AGM. HakiElimu served as an active
member of the TENMET Board and was reelected to that position at the AGM.

HakiElimu is also a member of FemAct, whose key event in 2005 was the bi-annual
Gender Festival. The Festival brought together people from throughout the country to
share information and experiences, to analyze development and its gendered impacts, to
learn lessons, to network and organize for change. HakiElimu organized a workshop on
Friends of Education, and its stall won an award at the event. Importantly, HakiElimu
contributed funds to enable citizens from far outside Dar es Salaam to participate in the
week long event, and through this succeeded in promoting broader networking among
activists.

The three coalitions mentioned above, TANGO and HakiElimu collaborated on a major
‘MKUKUTA awareness’ campaign (see media programs). The campaign involved TV
and radio spots, billboards and posters. Its basic approach was to state a development
target and its current status, and to ask the President, MPs and citizens what they are
going to do about closing the gap. Notably, and possibly coincidentally, virtually all
the campaign issues were addressed in President Kikwete’s speech to Parliament on 30
December, 2005.

The CSO coalitions and hundreds of other organizations spoke out on HakiElimu’s
interdiction, strongly defending the organization and urging the government to ensure
CSO freedoms. For most, this issue was one of principle and concerned the role of CSOs
in Tanzania, rather than simply the predicament of one organization. Fundamentally,
the actions of the Education Minister against HakiElimu were viewed my many as a
violation of article 18 of the national constitution on freedom of expression. Public
statements issued by CSOs and other advocacy actions ensured that the interdiction on
HakiElimu was widely known and debated, especially in the media. The concerted CSO
response was impressive, and was seen by some as evidence of the evolving strength of
civil society in the country. However, it did not succeed in persuading the government
to lift the interdiction, though further actions such as the threatened banning of the
organization did not take place.
LHRC was a key partner in making the case for HakiElimu in relation to the interdiction and in providing informal legal advice. HakiElimu and LHRC also collaborated in producing the *Annual Human Rights Report*, a flagship publication that catalogues key human rights developments each year. HakiElimu provided information on education, assisted with editing, and contributed funds that allow broader distribution in Swahili. Additionally, HakiElimu participated in the annual human rights conference, contributed to the establishment of the first human rights award, and joined in rallies in two cases spearheaded by LHRC. These engagements, in conjunction with the access to information work and the interdiction experience, made a compelling case to strengthen HakiElimu’s human rights advocacy. In 2006 HakiElimu will apply to join the *Southern Africa Human Rights Network* (SAHRINGON), and through it seek to have human rights issues feature more strongly in the development process.

The monthly *People and Policies: 0730 Debates* or breakfast talks provide a consistent forum to debate key policy issues. In 2006 HakiElimu and Policy Forum jointly held eleven of these debates concerning such issues as the cost of health, the role of media in democracy, corruption in Tanzania, and lessons on school level management. Participants included a wide range of CSOs, journalists and donors, but government representation was extremely low. Feedback revealed generally high marks, with many finding the debates valuable in sharing policy information and enabling people from different backgrounds to interact. The debates clearly serve an important information sharing and networking function but their overall impact on policy development is unclear. Media coverage of the talks improved at the end of the year, especially through the ITV *Sema Usikike* program.

Finally, as planned, HakiElimu staff networked and exchanged information with a wide range of national and international people, most commonly through email correspondence and meetings with visitors, some of whom were introduced to HakiElimu through our website. Exchanges with universities in Kenya, South Africa, Japan, UK and USA continued, including work on a tool to map out decisions on HIV/AIDS policies with the Harvard Global Equity initiative. A national exchange of policy issues was implemented primarily through the coalitions, with visitors attending from most parts of the country. A key role played by HakiElimu was to refer interested parties to sources of information and funding, and sharing best practices. For example, several national organizations have adapted HakiElimu’s policy documents for their own use. These interactions enabled mutual learning, and generated interesting new ideas.

### 4.3 Policy Monitoring and Support

A key goal for 2006 is to develop a tool and practice to systematically monitor policy developments and opportunities. This was partially achieved with the development of a tool late in the year, but its use is yet to be institutionalized. Nevertheless, HakiElimu staff kept a close watch on policy developments and contributed feedback and analysis throughout the year. Some of these are mentioned in 4.1 above.
A major new area of emerging focus for HakiElimu is working with members of parliament (MPs). Presentations made to the parliamentary committee on social services on education progress and to the East Africa parliamentary accounts committees (PACs) were both well received. A working relationship was established with the State University of New York (SUNY) project in Tanzania which, among other aspects, focuses on developing a MPs directory and conceptualizing the Bunge CSO exhibition. Communication with MPs increased, where information was provided by HakiElimu upon request. Ways in which MPs can play a more central role in development and budget processes were explored.

Other activities included tracking promises made during the election campaign by the CCM, CUF and CHADEMA presidential candidates. These will be compiled and shared with interested parties in 2006 prior to the completion of the first 100 days of the new government’s term of office.

HakiElimu continued to serve actively in key government processes such as the MKUKUTA, PER and BEDC, though at a reduced level compared to previous years (see Conclusion of 2004 Annual report). These engagements were useful in several ways, as noted above, in sharing information and providing a limited opportunity to provide input. However, the overall quality, reliability and effectiveness of the processes remained uncertain. The PER and BEDC processes appeared to be especially weak in 2006. Challenges included the infrequency of meetings, short notice for meetings and poor preparation, limited follow-through on decisions and suggestions, and uneven participation of members. With some exceptions, the involvement of CSOs was often resisted, with invitations ‘getting lost’ and representations made treated with apparent irritation. The net result was little predictability and questionable value other than gaining information. A key challenge for 2006 will be to argue for the establishment of basic principles and clear rules of the game for effective policy dialogue and CSO participation in particular.

Policy issues are relevant for all units at HakiElimu and national policy can benefit immensely from information generated by HakiElimu’s interaction with the public. For this reason several measures were taken to increase policy knowledge of all program staff. These include the development of a demand driven mechanism to identify and respond to the policy needs of each unit, systematic sharing of information, providing input to development of working papers, conducting learning sessions, and enabling staff to participate in meetings, courses and discussions where considerable learning was likely to take place. The results have been mixed. Staff gained knowledge, but balancing the time available for deeper learning with the demands of ‘getting things done’ proved to be a challenge. In 2006, this work will continue and be spaced across the year and will include a policy learning day each quarter.

**Conclusion**

The policy unit was developed anew in 2006 with 3 young staff joining in May and
September. Several of its key studies and policy engagements in education were restricted by the interdiction. Despite these constraints the unit accomplished most of its work. The research findings have generated new information highly relevant for current policy thinking on education, budget transparency, access to information and accountability. The joint work through coalitions has enhanced the ability and credibility of CSOs to engage at policy level and to democratize policy processes. The policy monitoring and engagement is becoming more systematic and focused and the case is emerging for making policy processes more effective and inclusive. A key element of this will involve articulating how there can be greater accountability of government to citizens rather than to donors in the context of the move towards budget support in the new aid architecture.

The CSOs’ response to the interdiction on HakiElimu proved to be a watershed moment which raised key questions about the role of civil society in Tanzania and the space accorded to it. It was interesting to observe what happened when the government’s commitment to openness and accountability were put to the test. Development of a self regulating code of conduct for CSOs that establishes high standards and further amendments to the NGO Act both represent opportunities to improve the environment of CSO functioning.

The challenge in 2006 will be to build on the successes of previous years and to develop a more coherent policy engagement strategy. A potential criticism of the Policy unit is that its activities are somewhat de-linked and its overall impact therefore not as strategic. A related lesson is to articulate policy engagement in terms of issues and goals rather than by participation processes that turn out to have variable functionality (e.g. focus on making budgets transparent rather than participate in PER). Consequently, the 2006 Policy unit plan will be restructured around topics and will strive to develop focus themes. Within education, quality will feature strongly. Access to information and budget transparency will also be major concerns at both national and local governance levels.
5. Community Governance (Transition)

Overall Objective: Locally based government and civil society in Serengeti and Ukerewe are supported to enable them to assume responsibility for promoting information access and meaningful public participation in school and community governance by mid 2005 (by which time HakiElimu offices and staff in the district will have been phased out).
5.1 Information Generation and Access

Key stakeholders (including parents, pupils, teachers, local officials, community organizations and Friends) were enabled to generate and access information from local and national sources. The main purpose of this exercise was to reduce dependence on HakiElimu to secure information. Some had already begun to access information on their own, and their linkages with other organizations have markedly increased. Community Information Volunteers (CIVs) documented and shared information widely in Serengeti and Ukerewe. Notably, CIVs established four community information resource centers (two in each district) and stocked them with a basic package of publications from HakiElimu and other organizations.

In order to foster easier information flow in Serengeti and Ukerewe, community groups and strategic individuals were identified to serve as focal points (see Citizen Engagement unit description above). Information about these contacts was distributed in the two districts. The focal points will be encouraged to facilitate information exchange, to promote good practices, to learn lessons, and to provide practical advice and referrals as needed.

Various sets of publications and other popularized materials developed by HakiElimu and other development agencies were disseminated to local institutions (schools, village governments, NGOs/CSOs) and to individuals. The information shared has raised the awareness of community members on policy issues. This is demonstrated by the increased inquiry and follow-up concerning the ongoing education programs such as PEDP and SEDP.

Finally, two community radio stations (Victoria FM and Ilaramatak Radio Simanjiro) were supported to air thirty radio programs. Education issues, gender concerns and governance topics were presented, and 217 HakiElimu radio spots were aired. Active public debate was reported to have been stimulated. Victoria FM, for example, reported having received feedback from more than a hundred listeners.

These activities have resulted in communities being better informed and more able to debate issues and follow them up. However, documenting information about local situations remained difficult, and the updating of information was not as consistent as before.

5.2 Local Monitoring of Policies and Practices

A participatory monitoring tool was developed and tested in fifty seven schools in Serengeti and Ukerewe. About two hundred stakeholders (pupils, teachers, school committee members, parents, local leaders and CIVs) participated in testing the tool. Many people felt that this exercise improved their understanding of the value of monitoring, analysis and interpretation of data. It is expected that this knowledge will help influence participation in school planning and budgeting. Furthermore, the tool reminded school leaders of the importance of maintaining and communicating school data. Information generated, such as the difference between school enrolment
Community Governance

and attendance, were shared and debated at local level. Issues of financial transparency regarding school accounts, expenditures, accountability and responsiveness of education leaders emerged as major concerns. The data collected were forwarded to the Policy unit for further analysis.

A guideline for documenting local lessons was developed and shared with CIVs. The guideline was also used to document fifteen lessons which were published in cooperation with the Information Access unit. However, the guideline needs to be simplified and made user-friendly to enable wider use. The expectation is that local people will take it further, and HakiElimu will respond to demands to improve it.

Two learning visits were made to Tarime and Magu involving thirty four participants from Ukerewe and Serengeti. Participants learned practical skills in program coordination and monitoring, some of which they have already implemented. In addition, practical training in monitoring skills was provided to about two hundred people to boost skills in data collection and analysis. Ward Education Coordinators (WECs) were provided with stationery support to boost their monitoring and documentation capacity.

A key element of the CGT program phase over strategy was to invite active citizens to become Friends. Over 2,000 Friends were recruited and several of these organized significant public forums. For example, the Nampisi group of Friends in Ukerewe, and MWAMKO and KIMKO in Serengeti generated wide debates on the issues of the quality of education and governance. These debates led to practical action. One example is advocacy for the construction of a new school at Nampisi to serve children from distant places and reduce classroom overcrowding.

Finally, we organized a survey on statutory local government meetings to assess actual practice against requirements. The findings revealed that many school committees, and village and ward authorities, were not holding statutory meetings as required and that participation remained uneven. These findings show that governance in practice remains a challenge, and that local government reforms are yet to take root. A related concern, which HakiElimu’s work began to address, is the ability of citizens to know the statutory requirements and to follow-up.

5.3 Documenting Lessons

Lessons learned in Serengeti and Ukerewe between 2002 and 2005 were documented and published in two booklets in partnership with the Information Access unit late in the year. Each lesson is kept deliberately short (1-2 pages) and written in an accessible, practical style. The booklets provide valuable information for CSOs and local and national government bodies, but given the current climate it is uncertain how much use the latter will make of the materials. Distribution of the materials, in English and Swahili, is planned for 2006. Selected lessons on pupils’ clubs and the role of CIVs were presented at a special breakfast talk in Dar es Salaam and were well received by the participants.
At the local level, the HakiElimu district staff and CIVs documented several ‘good practices’ and posted them on public notice boards erected in previous years through HakiElimu support. As a result, some learners have embraced new governance practices. Some issues that were raised led to practical action including the importance of boiling drinking water for pupils at school, the need for providing porridge for pupils, and the role of pupils’ clubs and competitions to boost academic performance and attendance.

The work of documentation was supported by a PhD student who spent considerable time in the districts. She worked closely with HakiElimu and partner staff on both conceptual and practical aspects of documentation and was instrumental in writing the English versions of one of the lessons learned booklets. The experience also contributed research material for her dissertation on the understandings and experience of participation, especially of historically excluded groups. The dissertation will be completed in mid-2006, and is likely to be a source of interesting reflection for HakiElimu and partners.

The planned activity of making video and/or audio tapes was replaced by the *Friends* film as explained above. With hindsight the complexity of making quality film material was underestimated in the planning process. However, the *Friends* film shoot did not take place because of the interdiction.

### 5.4 Local Ownership and Transition

The entire unit program for 2005 was designed in a manner to enable effective transition of the ownership of the program to locally based governmental and civil society. The Ukerewe and Serengeti District Councils and local CSOs were fully involved in the process. Quarterly reviews were used to orient and strengthen stakeholders’ understanding of the program. Two government employees seconded to HakiElimu returned to their government positions and assumed the responsibility for the continued management of important aspects of the program. One staff member was recruited by a local CBO in Ukerewe (ORUKADE) and HakiElimu provided seed funds for his salary and basic running expenses for an additional six months. These preparations enabled a relatively smooth transition of activities formerly carried out and managed by HakiElimu staff.

All HakiElimu assets in the districts were sold to local partners to enable an effective transition and implementation. These included four motorcycles, two sets of computer equipment and basic office furniture with a purchase price of about Tshs13 million and a depreciated net book value of about Tshs3.5 million (see 2005 audited accounts). The equipment was transferred to local district or ward education offices and local CBOs after an extensive and open assessment process, and disposal information was made widely available to the public.

Financial support was given to Serengeti and Ukerewe district councils to enable an audit of school funds, including PEDP, and modest amounts were provided by HakiElimu to the school committees. This will assist the two councils to uncover actual receipts for use at school level, something which has been neglected for a considerable time due to limited capacities and a lack of political leadership. However, while this work was to
have been completed by the end of 2005, information was not forthcoming and there was no response to follow-ups.

The transition of activities culminated in formal ceremonies in Serengeti and Ukerewe districts on July 8 and 11, 2005 respectively. The events were creatively organized to maximize lesson sharing and charting the way forward. The schedule gave different people an opportunity to reflect on the program. Pupils, teachers, parents and local leaders all contributed reflections, most of them gracious and positive. The events were well covered by the media. In both sessions an interesting undercurrent was a debate between those who argued for HakiElimu to extend its physical office presence and others who articulated the need for local people to take charge of their own development. The ceremonies and associated community visits demonstrated both the significant achievements and limitations of the program approach.

**Conclusion**

The success of the planned transition to local members of the Community Governance Program marked an important moment in the life of HakiElimu. The focus on the transition helped sharpen and facilitate important elements of the work, such as the finalization of monitoring tools and the development of local capacity to generate and access information including the documentation of lessons. These confirmed the significant achievements made in the districts by HakiElimu and its partners, particularly in expanding access to information, promoting public debate and enhancing participation on local governance bodies. The appreciation expressed towards HakiElimu at the formal handover ceremonies in Serengeti and Ukerewe was often heartfelt and moving. These achievements provide a valuable basis for continued work in these areas in the coming years.

The coming period presents key challenges and opportunities. For HakiElimu, these include continuing to support the work in the districts through the Citizen Engagement and other program units, and in communicating the lessons learned to the government, the media and other audiences. The lessons contain important insights in implementing governance, accountability and participation in practice that are worth broader consideration for future policies and programs. For local governments and civil society in the districts, the challenge is to marshal the leadership and energy necessary to continue the work previously managed by HakiElimu. It is inevitable that some elements will be dropped for various reasons, including the determination of evolving priorities. An important test will be to see the extent to which some of the core elements are continued, particularly when they have influenced ways of doing regular local work. One lesson is clear: at the end of the day issues of education and democracy in the districts can only progress and be sustained by local leadership and action.
6. Organizational Matters

HakiElimu programs are supported by Administration and Finance units, with overall strategic leadership and monitoring provided by the Executive Director’s office. This section highlights key areas of work of these support units in 2005.
6.1 Staffing

In 2005 HakiElimu recalibrated its program from the previous three core programs in 2004 to four in 2005 (Media, Information Access, Citizen Engagement, and Policy Analysis & Advocacy) as well as completing the planned transition of the Community Governance program. The new program units were further strengthened with the addition of one program assistant position in each. These developments made a significant impact on staffing.

Eight new staff were recruited in June 2005, two others joined in October 2005 and one was expected to join in January 2006. Many of the new staff are young with high academic qualifications. They have brought valuable skills and renewed dynamism to the organization. At the same time considerable work needs to be done in building experience and becoming familiar with the HakiElimu work culture.

The Administration unit was restructured to increase effectiveness and efficiency. The work was clustered into three more manageable sub-units, each with its own supervisor with specified mandates and authority to deliver timely results. The supervisors, two of whom are new recruits, work under the nominal coordination of the Accountant but reported directly to the Executive Director as an interim measure. At the end of 2005 a decision was made to create the post of overall head of Finance and Administration with effect from 1 January 2006.

Staff appraisals that were delayed in 2004 were completed early in the year. In addition, a revised performance-based tool linked to unit work plans was developed and used in 2005 staff appraisals. The appraisals and performance tools enable a more focused approach to human resource management and the delivery of timely results. An important new element is the identification of specific learning needs to improve performance, which then acts as a guide to staff development activities in the following year.

All staff contracts ended 31 December 2005, and most were renewed for an additional two years at the end of the appraisal process. Overall, HakiElimu ended the year with a strong and committed staff. For the first time, HakiElimu began 2006 with a full team in place to implement the annual program. The remaining gaps in technical areas, such as the creation of media advertising, editing, layout and proof reading, budget analysis and website development, will be bridged through the use of freelance expertise.

6.2 Staff Learning and Development

HakiElimu’s commitment to be a learning organization is a serious one. Staff learning was promoted throughout the year. Annual, quarterly and weekly reviews and planning provided an important moment for learning. Weekly learning sessions each Thursday, and monthly ‘book clubs’ – where staff read an assigned article and discuss it jointly in small groups – have stimulated intellectual debate and critical self-reflection. Through these participatory approaches, staff and external resource persons shared specific knowledge, insights and skills.
In addition, several staff participated in short courses, exchange visits and informal discussions with visitors to learn through interaction. These included several courses on policy advocacy, management skills, NGO administration, poverty analysis, and IT development. Carefully selected long-term support for Masters’ courses is also provided consistent with HakiElimu’s policies. A senior staff member completed her sandwich MA course at IDS University of Sussex. Two others won prestigious scholarships (Ford Foundation and Fulbright) to undertake Master’s courses beginning September 2006, while a third was accepted pending funding to a program in the Netherlands. These admissions reflect the high caliber of staff at HakiElimu and their commitment to self-learning and to the organization to broaden its capability. While their absence for a year each will affect the organization, mitigation measures have been planned to reduce the impact.

Management team members participated in an organizational development exercise to establish clear standards and expectations and to strengthen working relations and performance.

Finally, a draft learning policy has been written elaborating further elements of the learning philosophy and responsibility and is expected to be considered by the Board in March 2006.

6.3 Staff Welfare

Monthly staff meetings, chaired by an elected non-management team staff member, were held to enable staff to discuss their concerns and suggestions. These helped clarify misunderstandings, to improve communication and to identify areas for improvement. The latter include improving fire safety precautions, reinforcing communication values and the administration of the welfare fund.

The meetings also initiated a process through which staff requested the Board to reconsider the staff package in light of significant cost of living challenges and the high workload. In response, the Board authorized a set of immediate measures to provide relief and instructed management to conduct a comprehensive salary survey, while noting that such negotiations in future should be handled as part of a systematic policy rather than on an ad-hoc basis. Immediate measures included doubling the annual staff welfare fund from $6,000 to $12,000, broadening the eligibility criteria for staff loans, and allowing the Executive Director to consider mid-year adjustments to bottom end administrative staff salaries following staff appraisals. These actions were completed. HakiElimu also participated in a salary survey involving 17 national and international NGOs whose results were used in a salary structure adjustment made effective 1 January 2006.

Most staff were able to benefit to meet pressing family needs, including payment of school fees and renovation of homes through the staff welfare fund. Staff continued to enjoy daily lunch, safe drinking water, tea and coffee. All staff birthdays are celebrated by a customary cake. An all-staff gathering was held at a local seaside restaurant to
celebrate the transition to the new staff units. In the interest of transparency, all staff-related costs are covered from the staff budget whose overall level is competitive and generally lower than for comparable organizations.

Finally, staff participated in training on HIV/AIDS in the workplace by the designated peer educator. HIV/AIDS materials and male/female condoms are available free of charge throughout. A policy further elaborating HakiElimu’s philosophy and expectations on HIV/AIDS was drafted for Board consideration.

6.4 Office Environment

The office environment was maintained to provide a conducive working space for all staff. The space was kept clean and a professional company identified for major cleaning on a quarterly basis. The outside garden was well maintained and indoor plants introduced. New office furniture was ordered and broken chairs were repaired or replaced as needed.

New high capacity computers, including a second server, were purchased to enable better functioning, and staff were trained in the use of PowerPoint and other office applications. Overall networks functioned well, though office email went down at times and affected regular communication. The four HakiElimu vehicles worked well and were maintained throughout the year with effective monitoring of fuel, mileage and costs. However, photocopying equipment was not always functional and at times hampered the smooth and efficient functioning of the office.

Monthly administration reports were improved and better understood by key staff within the unit. They generated valuable information for effective management, which allowed early identification of potential problems and monitoring of costs and efficiency. Overall they showed that administration was cost-effective and well functioning. However, management of publications was not up to standard, exacerbated by the lack of adequate storage. This area will be strengthened in 2006, and is expected to improve with acquisition of new storage facilities in progress and weekly verification of store records.

Finally, modest work was done in expanding environmental awareness and practice within the organization including reducing the production of waste, economizing on the use of water and electricity, eliminating plastic, recycling paper and better fuel efficiency. While these are important achievements, a more systematic set of actions is needed in 2006. A draft environment policy is in place and was submitted to the Board. It is expected to provide a strong foundation for sound environmental stewardship in the coming year.

6.5 Youth Development Internships

During 2006, nine young people served as interns, contributing to the work of the organization and learning valuable skills in the process. Most interns were recent graduates or masters level students. Interns served in almost all units and were involved
in planning and monitoring, policy analysis, program development, report writing, data management, and administration. Interns were also provided with opportunities, where appropriate, to participate in public meetings and visit partner organizations.

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. The program will be continued in 2006 though space is a limitation now that the full complement of staff is in place.

6.6 Financial Management

During 2005 HakiElimu continued to manage finances prudently with an emphasis on quality documentation, achieving value for money, high standards of accountability, transparency, checks and balances and timely reporting. The asset register was thoroughly reviewed, recoded and new durable asset labels purchased. We trained all staff in financial regulations over several sessions to improve understanding and compliance. The role of managers in budget management was emphasized, with quarterly target setting and monthly monitoring of budget performance.

The 2004 accounts were audited by KPMG in February 2005. At the request of HakiElimu, the audit this year involved an additional field staff person and a deeper interrogation of the documentation. As in past years, HakiElimu received a clean audit report and the accounts were approved by the Board, the AGM and donors. Issues raised in the management letter started to be implemented during the first half of 2005.

Following adoption by Tanzania of the International Financial Reporting Standards (IFRS), the HakiElimu Board determined that the 2005 accounts be prepared consistent with IFRS as required by law. Several measures to migrate to the new standards were instituted. The accountant participated in several sessions, including a professional gathering in Arusha, to learn more about the standards and their implications. These include, for example, a transition from cash basis to accrual accounting, different treatment of publications and increased formal disclosure. Information was regularly shared with staff and management. Preparations for the 2005 accounts consistent with IFRS were well underway at the end of the year and were subsequently audited by KPMG. They form an integral part of this narrative report.

Despite these important achievements, timely implementation and production of reports is not up to standard and will need to be improved in 2006. These include the improvement in timeliness of monthly financial reports, management reports on a quarterly basis, closer monitoring of exchange rates used by banks to ascertain fair market value, immediate follow-up of pending documentation such as receipts, and settlement of invoices within five days of receipt. The finance unit will also explore ways of working more efficiently to reduce transaction times and enable all staff to adhere to quality requirements. The establishment of the combined head of Finance
and Administration is expected to allow for increased capability in the Finance unit and better synergy with administration management.

The approved 2004 audit includes the funds of the Policy Forum, a consortium of more than fifty CSOs for which HakiElimu acts as legal and administrative custodian. In response to requests from the Policy Forum and the HakiElimu Board, Policy Forum funds were segregated in different bank accounts at the end of June 2005. This action will allow easier management of Policy Forum resources, including the preparation of separate accounts and auditing starting in 2005. A formal agreement governing this relationship between HakiElimu and the Policy Forum was put in place. HakiElimu’s management role of Policy Forum will cease at the end of 2006.

6.7 Systems Quality Assurance

Numerous activities were undertaken during 2005 to ensure compliance of practices with HakiElimu’s standards. This work is done by a dedicated officer in the Executive Director’s office. Monthly reporting systems and standards for administration and finance were streamlined and improved with greater emphasis on analysis. The quality, accuracy and timeliness of these reports, which has been a challenge particularly in the Administration unit, were gradually improved.

The Systems Quality Assurance Officer (SQAO) assisted new staff to develop and understand tools for monitoring, reporting and analysis, and in scrutinizing reports on behalf of the Executive Director. Impromptu spot checks on petty cash, stores, assets and other office systems enabled independent verification of regular functioning and documentation. Anomalies were corrected and staff capacity developed as needed for better management.

In 2006 these controls will continue to be implemented and closely monitored. Development ideas include the systematic recording of SQAO findings and quarterly submissions to management meetings. Monitoring of program indicators, means of verification and documentation will also be strengthened. Finally, a clearer ‘boundary’ will be instituted between the routine and SQAO functions so as to avoid a potential conflict of interest. Implementation of this is expected to bolster the provision of independent verification of systems compliance within the organization. The value of submitting a set of strategic SQAO report summaries to the Board is being explored.

Conclusion

This report has articulated the main achievements, shortcomings and lessons learned by HakiElimu in 2005. Overall, the vast majority of planned activities were successfully undertaken and objectives achieved in all programs. HakiElimu and its partners were able to generate significant public awareness of education and democracy issues and to stimulate widespread debate on these topics. In addition, we enabled citizens to contribute effectively to advancing key interests and to holding government to account.
The interdiction by the Education Minister hampered the implementation of many activities in their final stages including education research, the distribution of publications, citizen monitoring and the production of radio and TV programs. The interdiction also affected expenditure which was about 20% below budget. But every cloud has a silver lining. The publicity generated by the interdiction was hugely beneficial to HakiElimu. Our work, and the way we work, became well known to a larger audience. Interest was stimulated in our publications and many of them were widely reprinted in the press. Importantly, our situation led to a healthy debate about the role of CSOs in promoting accountability, the state of democracy and the level of freedom of expression in the country. These issues are vital to the democratic life of Tanzania and the widespread public debate that followed the government interdiction was unlikely to have taken place without the government’s action.

We learned many lessons during the year and these have been described in the preceding pages and in the matrix version of the annual review. Four major lessons that will shape the 2006 work plan are described below:

1. While all programs have been effective, experience has taught us that some aspects of our work are more effective than others. In 2006, the scope, depth and budget of the media unit will be expanded and deepened so as to build on the successes of previous years. These measures will include the production of more frequent TV and radio spots, more supported programs on radio and TV, and more effective use of billboards. The Information Access Program will be focused on producing popular publications of high quality, and on significantly improving distribution systems. These changes will entail an overall reduced number of publications, and policy oriented activities will be moved to the Policy unit.

2. The Policy Analysis and Advocacy Unit will restructure its approach significantly. Instead of engaging in policy processes, which are often far from optimally functional, engagement will be reframed in terms of issues and goals. For example, previously stated objectives such as ‘participation in PER processes’ will be reframed as ‘enabling budgets to be more transparent and understood by the public’. The three main areas of work in 2006 will be in education quality, local governance and the right to information, and pro-poor budgets.

3. HakiElimu has always worked with and through partners and coalitions, and this approach will be further strengthened in 2006. Partners include major CSO coalitions and key partners in government, media and the international community. Such strategic collaborations enable more effective use of comparative advantage and amplified impact. They also make it difficult to isolate any one organization, which can be useful when working on sensitive issues that may provoke unease among authorities.

4. The experiences of 2005 have demonstrated the vital importance of freedom of expression and access to information in the effective functioning of civil society
and the development of democracy in the country. These aspects provide the bedrock for further progress in education and citizen engagement as a whole. HakiElimu will significantly expand its freedom of information work in all programs in 2006.

The beginning of 2006 ushered in a new Government in Tanzania. The early signs are promising. President Kikwete appears to have put his finger on the pulse of the nation and has powerfully articulated key public concerns. A major theme of his addresses is that Government must be much more open, transparent and accountable; that it should be effective and deliver services; and that it should listen and be responsive to the people. Notably, the President has also employed a more open style and tone, and a ‘lets get things done’ attitude that has endeared him to the vast majority of Tanzanians. How these commitments play out in practice remains to be seen. Nevertheless, the themes the President has emphasized are central to HakiElimu’s approach and give grounds for optimism for future developments in education and democracy. They may also provide a way forward for the government and HakiElimu to seek common ground, to resolve past tensions and to focus on promoting the interests of the people of Tanzania.
This section contains only excerpts. The complete audit report and accounts are available at HakiElimu.
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AUDITORS’ REPORT
TO THE MEMBERS OF HAKIELIMU

We have audited the financial statements set out on pages 4 to 16 which have been prepared on the basis of accounting policies set out in Note 1. We have obtained all the information which to the best of our knowledge and belief were necessary for the purposes of our audit and provide a reasonable basis for our opinion. The financial statements are in agreement with accounting records.

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 company’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.

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.

In our opinion, the financial statements present fairly, in all material respects, the financial position of HakiElimu at 31 December 2005 and of the results of its operations and its cash flows for the year ended in accordance with International Financial Reporting Standards.


KPMG
Certified Public Accountants
DAR ES SALAAM

Date: 13.04.06

Member Firm of KPMG International, A Swiss cooperative

Partners
D Gachwela*
AD Gregory
N Matthew*

Resident*

RJ Ndungu
AW Pringle
HAKELEIMU

STATEMENT OF INCOME AND EXPENDITURE
FOR THE YEAR ENDED 31 DECEMBER 2005

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</table>

| **EXPENDITURE** |       |         |
| Community governance |  | 48,863 | 155,220 |
| Public engagement |  | - | 387,792 |
| Media |  | 310,954 | - |
| Information access |  | 336,889 | - |
| Citizen engagement |  | 127,827 | - |
| Policy analysis and advocacy |  | 117,306 | 192,248 |
| Institutional governance, monitoring & evaluation |  | 41,914 | 75,014 |
| Program and support staff |  | 328,479 | 267,606 |
| Running costs |  | 74,141 | 73,110 |
| Depreciation | 4, 7 | 69,083 | 51,015 |
| Loss on disposal of assets | 4 | 3,977 | - |
| **Total** |   | **1,459,433** | **1,202,005** |

| Surplus for the year |   | **1,015,648** | **187,042** |

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 8 to 16.

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# HAKIELIMU

## BALANCE SHEET

**AS AT 31 DECEMBER 2005**

<table>
<thead>
<tr>
<th></th>
<th>Note</th>
<th>2005 Tzs '000</th>
<th>2004 Tzs '000</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Non current assets</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Property and equipment</td>
<td>7</td>
<td>330,692</td>
<td>376,083</td>
</tr>
<tr>
<td></td>
<td></td>
<td>330,692</td>
<td>376,083</td>
</tr>
<tr>
<td><strong>Current assets</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Accounts receivable</td>
<td>8</td>
<td>168,740</td>
<td>1,594</td>
</tr>
<tr>
<td>Cash and bank balances</td>
<td>14</td>
<td>2,082,870</td>
<td>1,532,869</td>
</tr>
<tr>
<td></td>
<td></td>
<td>2,251,610</td>
<td>1,534,463</td>
</tr>
<tr>
<td><strong>Total Assets</strong></td>
<td></td>
<td>2,582,302</td>
<td>1,910,546</td>
</tr>
<tr>
<td><strong>EQUITY AND LIABILITY</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Reserves</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Accumulated surplus</td>
<td>1,337,776</td>
<td>322,128</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>1,337,776</td>
<td>322,128</td>
</tr>
<tr>
<td><strong>Grant liabilities</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Capital Grants</td>
<td>10</td>
<td>330,693</td>
<td>376,084</td>
</tr>
<tr>
<td>Deferred grants</td>
<td>11</td>
<td>649,253</td>
<td>857,132</td>
</tr>
<tr>
<td></td>
<td></td>
<td>979,945</td>
<td>1,233,216</td>
</tr>
<tr>
<td><strong>Current liabilities</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Social Welfare fund</td>
<td>9</td>
<td>7,867</td>
<td>6,117</td>
</tr>
<tr>
<td>Creditors and accruals</td>
<td>256,714</td>
<td>349,085</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>264,581</td>
<td>355,202</td>
</tr>
<tr>
<td><strong>Total equity and liabilities</strong></td>
<td></td>
<td>2,582,302</td>
<td>1,910,546</td>
</tr>
</tbody>
</table>

**Chairperson**

Chairperson

Date: 13.04.06

**Executive Director**

Executive Director

Date: 13/04/06

The Balance Sheet is to be read in conjunction with the notes to and forming part of the financial statements set out on pages 8 to 16.

Report of the Auditors – page 3
HAKIELIMU

NOTES TO THE FINANCIAL STATEMENTS
FOR THE YEAR ENDED 31 DECEMBER 2005

1 PRINCIPAL ACCOUNTING POLICIES

(a) Statement of compliance with International Financial Reporting Standards

HakiElimu’s financial statements have been prepared in accordance with the International Financial Reporting Standards (IFRS) as promulgated by the International Accounting Standards Board (IASB) and adopted by the National Board of Accountants and Auditors (NBAA). These financial statements have been prepared based on the International Financial Reporting Standards in effect at 31 December 2005, and the Standards have been applied retrospectively for the year ended 31 December 2004.

Note 13 explains the effect of adopting the IFRS on the accumulated surplus at 1 January 2004 and the comparative financial statements for the year ended 31 December 2005.

(b) Basis of preparation

The financial statements have been prepared on accrual basis under the historical cost convention, and in accordance with IFRS. The preparation of financial statements in conformity with IFRS requires management to make judgements and interpretations that affect the application of policies and reported amounts of assets and liabilities, income and expenses, especially regarding carrying values of assets and liabilities that are not readily apparent from other sources. Historical experience has been used to guide these estimates.

(c) Income

Grants income

HakiElimu operates on a basket funding arrangement where donors pool funds together to finance activities of the organisation as a whole, based on a program strategy and budget. Grants received are allocated to deferred grants, capital grants and revenue grants as explained below.

Deferred grants

Grants are generally received against approved budgets. Funds received in excess of the budget for the period are allocated to a deferred grants account. Such deferred grants are released to the Statement of Income and Expenditure in the following year, to the extent that the amount so released does not exceed the budget for the respective year.

HakiElimu receives funds exceeding budget to enable expenditure at beginning of the following year prior to consideration of annual reports. Some donors also prefer to release funds in advance in fewer disbursements.

Capital grants

Grants to funds the acquisition of property and equipment during the period are allocated to a capital grants account. The capital grants are amortised to the Statement of Income and Expenditure on a systematic basis to match the depreciation charge on the assets acquired using the grants.

Revenue grants

Revenue grants represents balance of funds received and spent on general operations of the organisation's programmes and activities during the period.

Other income

Income from other sources is recognised when received, and is set aside to contribute towards long term sustainability of HakiElimu, except for income from interest, whose use is in accordance with donor contracts.
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.