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.
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 works 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.

“Leadership may be good or bad, or indifferent, but if the people are awake and aware of themselves it will not for long be completely unrepresentative of the attitudes in the society”

Julius K. Nyerere
Founding President 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, Adam Lutta, and Nathan Mpangala
Acronyms

AGM  Annual General Meeting
BEDC  Basic Education Development Committee
CBO  Community Based Organisation
CE  Citizen Engagement
CG  Community Governance
CIVs  Community Information Volunteers
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
IA  Information Access
FOE  Friends of Education
IDS  Institute of Development Studies
ITV  Independent Television
LGR  Local Government Reform
LHRC  Legal and Human Rights Centre
MoEVT  Ministry of Education and Vocational Training
MISA  Media Institute of Southern Africa
MKUKUTA  Mkakati wa Kukuza Uchumi na Kupunguza Umaskini Tanzania
NGO  Non-Governmental Organisation
NPF  NGO Policy Forum
NSGRP  National Strategy for Growth and Reduction of Poverty (MKUKUTA)
OD  Organisational Development
PAA  Policy Analysis and Advocacy
PCB  Prevention of Corruption Bureau
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  Radio 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 Organisations
TEN/MET  Tanzania Education Network/Mtandao wa Elimu Tanzania
TGNP  Tanzania Gender Networking Programme
TTU  Teachers' Trade 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
On February 6, 2007 representatives of HakiElimu met with Prime Minister Edward Lowassa and several of his ministers in Dodoma. There was a single agenda on the table – to resolve the long running conflict and impasse between the government and the organization (for background visit www.hakielimu.org). The meeting had been announced publicly and the sense of anticipation was palpable among Members of Parliament, journalists and others gathered in Dodoma that day. What would happen?

The meeting was called by the Prime Minister following a press conference held by HakiElimu a week earlier. At this conference – addressed by representatives of HakiElimu management, Board Members and partners – the civil society position was clearly articulated in public. The restrictions placed against HakiElimu were unacceptable. They violated the right of the organization to operate freely in accordance with the law, and were tantamount to muzzling the constitutional right to freedom of opinion and expression. The HakiElimu statement pointed out that despite over one hundred letters, meetings, phone calls and other attempts to resolve the crisis undertaken in 2006, no action from the Government was forthcoming. HakiElimu made five specific requests of the government and called for immediate action. The press conference made headline news in virtually every media outlet in the country, and clearly prompted the Government to respond.

HakiElimu’s delegation went to Dodoma prepared to make its case, listen, and seek understanding, but not compromise on principle, regardless of consequences. As it turned out, an understanding was reached. Agreement was reached on all five requests made by HakiElimu, regarding freedom to: undertake and publish research; develop publish and distribute materials; and develop and broadcast spots and films. The principle of civil society independence was affirmed. The Government agreed to take legal steps to reverse the restrictions placed against the organization. In turn HakiElimu affirmed its commitment to continue to work within the law, exercise fairness and balance, and consult with the education ministry regarding distribution of HakiElimu publications to schools through government channels.

For those who followed the ‘saga’ closely, this development marked a major milestone for HakiElimu and civil society as a whole. Significantly, a civil society organization (CSO) had stood its ground on principle and asserted its independence in the face of tremendous pressure from the state, and come through. The issue had received wide public coverage since August 2005, and was a matter of public debate across the country. The developments spurred debate on a number of key issues – the significance of education reforms in the country, the space for independent thinking and dissent, the role of civil society, the level of access to information and the freedom of the press. As difficult as the period was for HakiElimu, the public nature of the engagement enabled the organization to gain unprecedented public attention and advance several causes well beyond what would have been possible under normal circumstances. That is why many at HakiElimu say if we could rewind the clock we would have probably taken the same positions and done the same things.
The experience suggests several lessons. First, that it pays for an organization to work based on principle and evidence, without fear and prejudice. Second, that HakiElimu’s approach of working with and through coalitions, and continually communicating and seeking advice, was essential to achieving solidarity and avoid being singled out. Third, that the media is perhaps the most powerful institution in Tanzania today through which to inform the public, and foster debate and public engagement. Fourth, that public pressure can have impact, and that perhaps it is what ultimately make a difference. Fifth, that an enlightened government leadership can come to terms with the role of independent thought and action, and understand that in part this involves citizens and CSOs holding government to account.

These lessons are not necessarily definitive and in fact raise questions worth debate. Which element mattered the most and made the difference? What was the tipping point? Could HakiElimu have achieved better results faster had it taken a different track? Should it have been more conciliatory or more confrontational early on? What is the role of leadership on both sides? How much can be attributed to luck and accident? Indeed, would the lessons have been very different had HakiElimu been closed down?

In any case, the resolution of relations with Government opens a new chapter for HakiElimu. It allows the organization to move on and focus its energies on deepening democracy and access to quality education, rather than bureaucratic confrontation. The challenges faced by the people of Tanzania, and their efforts to achieve dignity and quality, deserve to be the resolute focus of both the Government and HakiElimu.

This report presents the major achievements, gaps and specific lessons generated by HakiElimu in 2006. The report covers all four program areas as well as organizational aspects. Its conclusion assesses three major transitional challenges and its implications for the future. The report also contains highlights from the audited financial statements for 2006 (the full version is available on our website). We welcome your candid reactions and advice, for it is people who make the difference.
1. Media

OBJECTIVE: The actual situation of and voices of ordinary people regarding education and democracy is investigated and independently reported, and this has led to greater awareness, accountability and policy and public action.
1.1 Quality Journalism

HakiElimu worked closely with media outlets to increase the quality and quantity of media coverage of education, governance, transparency and human rights. Three major media surveys were undertaken in 31 districts. As a result of the surveys, 240 articles were published or broadcast, raising voices of over 750 women, men and children. The surveys focused on: Impact of Hunger on Education, Situation of Newly Built Secondary Schools, and Teachers Housing. The survey on hunger raised issues which were not known earlier, such as several boarding schools at risk of being closed due to food shortage. The link with poor attendance and truancy in primary and secondary schools was also found. As news dominated the media, the Government organized a charity walk so as to raise fund for severely affected schools. The Government also intervened to make sure that no public school is closed down due to shortage of food.

The survey on the Situation of Newly Built Secondary Schools revealed that many schools were opened without adequate number of teachers. As a result, the few available teachers were forced to teach subjects they were not conversant with. Some schools also lacked water, toilets, laboratories and libraries; which made learning difficult for pupils. Though there was no major intervention from the Government at the time, the basic point was made, and more recently recruiting adequate teachers appears to be a key priority.

HakiElimu also supported individual journalists to conduct independent surveys in 13 districts. About 65 articles on education, accountability and governance were published or broadcast. This activity has increased, with many editors and journalists increasingly submitting proposals for support. In turn, the media has increased publishing/broadcasting more investigative stories. Overall, as compared to past years, media coverage of rural areas and those who were historically marginalized increased, giving ordinary people a voice to inform the public debate.

Through a different arrangement, 80 journalists were supported to research, write and publish an additional 190 articles, editorials, photographs and cartoons on education and governance. Coverage increased from this intervention and has given voice to people who were previously excluded from giving their opinions or views on public matters. Photos published in newspapers were even more effective and they resulted in quick reactions or debates.

In order to recognize and promote investigative journalism, HakiElimu partnered with the Media Institute of Southern Africa (MISA-Tanzania) to award five quality investigative journalists. Each received two million shillings, and the awards ceremony was covered in the media. About 200 entries were submitted to MISA, an increase of 100% as compared to the previous year. Winners stood out due to originality of their work, investigative skills, objectivity, quality of writing, presentation of facts and impact of their work. Categories honored were print, radio, television, photo and cartoon. However, the value of the awards remains somewhat uncertain, especially since publicity is less than optimal. In 2007 HakiElimu will work closely with MISA Tanzania to strengthen impact.
Moreover, HakiElimu shared numerous tips with media outlets that were covered after further investigation and that raised debate. About 23 tips were shared and 14 were published. A further 132 features were written with modest support from HakiElimu. The Media Unit also encouraged all staff to use media effectively through writing letters to the editor. Close to 170 letters from staff were edited and forwarded to the media, of which 104 were published, some in several different newspapers. An additional 149 letters from Friends of Education were forwarded to the media, of which at least 46 were published. Most Friends were encouraged to send information directly to media. Media contacts were broadly shared with staff and partners, and indications are that this resulted in significant engagement with and coverage of civil society concerns in the media.

HakiElimu had planned to facilitate three strategic meetings between policy actors and senior media editors. However, these could not take place because of the reluctance of government actors to engage with HakiElimu, especially where media would be present, and the level of other activities making it difficult to make persistent follow-ups. The tension between HakiElimu and the Government was well covered in the media, and a book of selected articles on the matter (prepared in 2005) was published in 2006. This volume, titled ‘HakiElimu Inapotosha Elimu?’ has become a much sought after item among analysts, researchers and activists concerned with freedom of expression.

1.2 Media Programs

In 2006 HakiElimu supported production and broadcast of several TV and radio programs as a way of availing ordinary people an opportunity to air their views, and to critique social arrangements.

Twelve episodes of the Sauti ya Watu (Voices of People) programs were supported on the state owned TVT station, where ordinary people at local levels questioned their leaders on service delivery and accountability issues. However, further episodes were pulled off the air when the station was apparently instructed by the Government to do so; and the issue remains unresolved at the time of this writing. In order to find alternatives, preparations were started to sponsor a similar program in other independent media houses. As an experiment, the City Sounds II program was supported on East Africa Television (EATV) in late 2006, to broadcast 10 episodes of ‘street public opinion’ on topical matters. The initial results are encouraging and collaboration is expected to continue in 2007.

HakiElimu also supported the Elimu Maalum (Special education) program which was meant to provide space for people with disabilities to debate issues of access to education and governance. Twenty six episodes were broadcast in collaboration with the Information Center on Disability.

In the same vein, HakiElimu supported the establishment and broadcast of Kipimajoto (Measure the Temperature/Snap Opinion Poll) program on ITV and Radio One. At least 15 episodes were aired. The program became famous for its ability to pull together policy actors, stakeholders and Government leaders to discuss delivery of public services and key
policy issues. The one hour live program allowed people to call and ask questions or share comments straight to the presenter and the invitees. The program cultivated a culture of openness and expanded freedom of expression as a constitutional right to all people. HakiElimu intends to continue to support Kipimajoto in 2007 and explore the possibility of initiating similar programs at other stations.

Planned work on supporting coverage on HakiElimu related themes in a popular soap opera was undertaken in collaboration with the Policy Forum. The partnership covered production of a weekly radio program called Pilika Pilika, which was broadcast on the state owned RTD station and a smaller private FM station. HakiElimu contributed to the development of concept and issues to be covered, and commented on drafts prepared by the producers. However, additional funds were not used towards this activity since other partners covered costs.

These programs, while different in style, share a common characteristic: namely they provide ordinary people with an effective forum to discuss their ideas and concerns, at times challenge local leaders, and in doing so generate healthy debate on public matters. The issues raised in the shows have been documented, and will be systematically analyzed in 2007.

1.3 Newspaper Monitoring

HakiElimu systematically scanned newspapers and identified articles on issues of concern to the organization. About 15 newspapers were purchased daily, and one paper was assigned to each staff. Staff identified relevant articles, and these were clipped and displayed daily at the office and filed thematically. Selected articles were also shared with staff electronically (through internal email) In total, about 5,840 newspapers were purchased, 9,400 articles clipped and displayed, and 8,200 clippings scanned, coded and filed thematically. This articles bank provides a rich resource of recent information that serves as a reference for visitors, staff and partners.

Articles resulting from HakiElimu’s work were also monitored and clipped; of which there were several hundred in 2006. Monthly compilations were prepared and shared internally and with the Board. The articles provide a clear means of verification for the activities the organization undertakes and an indication of impact.

However, newspaper monitoring activity consumes significant time and resources. One staff from Media Unit had to spend most of the time each day on this work. In 2007 the work will be reduced to focus on essential topics. Physical clipping of the articles will not be done (only copied and scanned) and the issues covered will be streamlined. Other ways in which the work can be more effectively managed will be explored with other organizations who also undertake news clippings, with a possible agreement to share tasks.

1.4 Media Spots, Films and Billboards

Three sets of TV and radio spots were broadcast on four national TV and three national radio stations in 2006. A total of 68 different spots were broadcast, a significant increase
as compared to previous years. A larger number was produced so as to bring variety and to find legal means around the restrictions placed by the Government on some of the spots.

The nine MKUKUTA spots developed in 2005 in collaboration with Policy Forum, TENMET, FemAct & TANGO continued to be broadcast in early 2006. Each spot contrasted key development targets with current situation, and asked the President, MPs and citizens what they are going to do to bridge the gap.

In addition 53 Uhuru Maoni (Freedom of Expression) spots were developed using a different approach. Each spot gave an ordinary person from different parts of the country an opportunity to speak about a matter of concern to him or her, and to express their dreams (with eyes closed, which had a powerful effect). As viewers watched several spots, the main point sunk in—which is that people have the right to think, feel and express what is important to them. The 53 different voices demonstrated a diversity of opinions across Tanzania, at the same time as effectively communicating a shared commonality, that the freedom to express what one thinks is essential to democracy and human life. A simple compilation film of these views will be produced in 2007.

Lastly, a set of six spots on poverty and governance were developed and broadcast. The main approach was to contrast policy with reality, or progress of one kind with the actual situation of historically disadvantaged people. Specifically, spots contrasted macroeconomic growth with the reality of the poor, newly built classrooms with the living conditions of teachers, policy commitments to transparency with the real challenges of obtaining information, and government promises to pay teachers on time with the difficulties of obtaining salaries in practice. This set of spots raised the most debate, because it highlighted contradictions explicitly. On one hand they were enormously popular and widely discussed, with much of the feedback received indicating they poignantly depicted reality. On the other hand the authorities expressed great concern with the spots, and felt they were too negative and ridiculed government efforts. At the same time, it appeared that the spots were successful in compelling the Government to act. Most prominently, in late 2006 the Minister of Finance announced a new arrangement to pay teachers on time.

HakiElimu produced a short film entitled Kiu ya Elimu (Thirst for Education), set in a pastoralist Maasai community in Simanjiro district. The film shows, contrary to discriminatory public opinion, how the pastoralist community values education, but faces numerous constraints in fulfilling their aims. It also contrasts views of men and women, teachers and local leaders, subtly highlighting differences in perspective and interests. The film was delayed in production for various reasons and completed late in 2006, and is slated to be shown in 2007. Moreover, dubbing of a film into Swahili on how access to information improves accountability from MKSS India was completed. The film was launched by Joseph Warioba, the former Prime Minister and anti-corruption champion, and was covered widely in the media. Copies were distributed to media and partners across Tanzania.

Production of a further three sets of spots and three short films – contrasting education options for the rich and poor, conceptualizing the meaning of quality of education, and
depicting how ordinary citizens can make a difference – was also planned for 2006. However, these were not completed because the Government refused to issue filming permits, and in one case withdrew the permit after it was issued. Informally HakiElimu was informed that these actions were related to jitteriness with both HakiElimu’s advocacy as well as the controversy around the Darwin’s Nightmare film, which had received unprecedented publicity and been condemned by the President, others in government and by Parliament. Despite numerous formal and informal follow-ups the issue was not resolved by the end of 2006, disrupting agreements with partners mid-course. This situation raises critical concerns about the space for dissent and independent expression in Tanzania.

Finally, for the second year running, HakiElimu used of billboards to communicate the constitutional right to freedom of expression (Article 18 of the Tanzania Constitution). In total four different messages were developed and 32 billboards were erected largely in small rural towns across the country, for 3-6 months each. This choice, as opposed to Dar es Salaam where billboards saturate the landscape, was deliberate so as to reach people who have less access to this information. The message complemented the Uhuru Maoni media spots, and for many it was the first time they became aware of the constitutional provisions for freedom of expression. However, measuring the value and impact of such billboards remains a challenge. A survey planned to measure the spread and use of HakiElimu’s work in 2007 may shed some light. In the meantime, billboards have been included in 2007 plan, but at a reduced level.

1.5 Support to Use Media

The Media Unit increased its support to other Units to use media effectively in 2006. The activities from other Units requiring Media Unit’s support were explicitly included in the media plan and adequate time was allocated for them. Media coverage and press conferences were organized for public forums, meetings and book launches. TV and radio programs were used on nine occasions by the Citizen Engagement Unit to explain the concept of Friends of Education and their experiences. In addition, profiles of six Friends were published in major local newspapers. The Policy Analysis and Advocacy Unit was supported to cover eleven debates in the media. In order to broaden policy discussions, HakiElimu supported Sema Usikike program on ITV. Pre and post budget analysis, and a report on access to information poll were serialized in local newspapers. Finally, three rapid response policy statements and presidential/party promises were forwarded to media and received broad coverage.

Conclusion

Much of Government’s concern was targeted at HakiElimu’s media work, which constrained a number of activities. At the same time this ‘tension’ produced healthy debate in the public and reflection within HakiElimu, regarding both principle and strategy. The power of media to inform, reach many people and exert social pressure was confirmed, with feedback indicating wide reach and appreciation among the public. There is no question that the media, with all its limitations, is nonetheless one of the
most powerfully democratizing institutions in the country. At the same time HakiElimu’s work sparked a contentious discussion about the boundaries of fairness, balance and the use of provocative data to raise debate. A recurring issue is the extent to which an issue can be pushed. Throughout, HakiElimu’s position is that media work must be grounded in reality and evidence. Credit needs to be given where it is due, and a situation ought to be depicted fairly, while key attention is given to concerns.

By enabling ordinary people and active citizens to have access to the media, presenting information in an accessible and compelling manner, asking different and new questions, and highlighting contradictions and alternatives, HakiElimu was able to employ media to substantively affect the public agenda and imagination. The value and innovation of this approach was recognized both inside and outside the country. For example, a number of national organizations consulted HakiElimu to strengthen their work. A group of donors led by the Swiss Development Cooperation (SDC) were convinced, in part through HakiElimu’s advocacy, to establish a pooled fund to deepen the quality of investigative journalism. And at an international meeting on media for social change organized by the Ford Foundation in Nairobi, HakiElimu’s work was prominently featured and raised wide interest. These serve as validation, as well as a base to strengthen the quality, scope and reach of the work in 2007.
OVERALL OBJECTIVE: Key audiences, Friends of Education and the wider public in every district in Tanzania are better informed on education and democracy rights, policies and developments, and broader, more creative and vigorous public debate on these issues is generated.
2.1 Library

Throughout 2006, key information on education, democracy and related issues was collected, organized and made accessible to staff, board, members and partners. About 1,200 books and other publications were acquired from major publishing houses, internet bookstores and networking events. All these items were entered onto Alice, a library catalogue and made available to staff and partners. Added emphasis was placed on acquiring materials produced in Swahili and locally. However, acquiring suitable books from local publishers was difficult, because most items published tend to be school textbooks.

Currently the HakiElimu Library collection spans a variety of subjects besides education and governance. These include gender and globalization, social issues and research, media and policy, management and writing guides. The materials are clearly organized and labelled, and can be searched through Alice, to enable easy access by users.

Since the library became operational in 2002, it operated without a formal policy. In 2006 a policy was developed to enable greater use, focus and accountability. The policy also addresses how users can understand the purpose of the library and how to use it effectively.

In order to promote readership and effective use of the library, new books were displayed at weekly staff meetings. In addition, accession lists organized by subject were circulated monthly, enabling users to be regularly updated on new arrivals. Eighteen Book Club sessions were held on different topics covering a range of themes. Both staff and other partners attended the sessions. Overall, these initiatives increased readership as compared to the previous year, with more visitors to the library and books being borrowed. Nevertheless, overall use is much lower as compared to the potential value of the material. In 2007 efforts to increase readership will continue, but the budget for book acquisition will be somewhat reduced to match demand.

2.2 Popular Publications

During the year, eighteen different publications on education, democracy and related issues were conceptualized, developed, printed and distributed. These are listed in the table below:

<table>
<thead>
<tr>
<th>No.</th>
<th>Publication name and description</th>
<th>Quantity</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Swahili calendar on concept of Quality of Education A3 and A5 sizes</td>
<td>225,000</td>
</tr>
<tr>
<td>2.</td>
<td>Swahili posters to raise public awareness on community policing and citizen rights</td>
<td>6 x 35,000</td>
</tr>
<tr>
<td>3.</td>
<td>Information sheets on What is HakiElimu, Right to information, Budget and Accountability (final drafts completed)</td>
<td>4 x 50,000</td>
</tr>
<tr>
<td>4.</td>
<td>Swahili Cartoon booklet 5 on relations between Central and Local Governments.</td>
<td>30,000</td>
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The overall aim was to produce materials in Swahili in popular formats at a level that would be broadly accessible to students in Grade (Standard) 5 and above or ordinary people in rural areas. Compared to previous years, there was greater use of illustrations and less text. The language used was clearer, direct and to the point.

These changes were in part informed by an analysis of the feedback received from readers in 2006, as well as limited pre-testing of the materials. An analysis of 1,288 evaluation forms shed

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<th>No.</th>
<th>Description</th>
<th>Quantity</th>
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<tr>
<td>5.</td>
<td>Public cartoon competition launched to build the capacity of local cartoonists to do development/democracy related work and enrich HakiElimu visual bank.</td>
<td></td>
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<tr>
<td>6.</td>
<td>Swahili HIV/AIDS story book to generate debate on issues of vulnerability, stigma and openness.</td>
<td>30,000</td>
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<tr>
<td>7.</td>
<td>Swahili story book on quality of education as skills and capability, not rote learning.</td>
<td>30,000</td>
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<tr>
<td>8.</td>
<td>Swahili story book on Client Service Charters (CSC) to popularize the concept of state obligations to citizens and how citizens can exercise their rights and responsibilities.</td>
<td>30,000</td>
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<tr>
<td>9.</td>
<td>Six different education &amp; democracy messages in Swahili printed on commercially available school exercise books.</td>
<td>40,000,000</td>
</tr>
<tr>
<td>10.</td>
<td>Swahili Friends’ voices booklet, consisting of letters and opinions of Friends of Education from across Tanzania.</td>
<td>30,000</td>
</tr>
<tr>
<td>11.</td>
<td>SautiElimu 14 and 15 magazine in Swahili containing views and actions of citizens regarding education and democracy.</td>
<td>2 x 50,000</td>
</tr>
<tr>
<td>12.</td>
<td>Two Swahili and English booklets documenting lessons learnt through HakiElimu’s Community Governance program in Serengeti and Ukerewe.</td>
<td>2 x 30,000</td>
</tr>
<tr>
<td>13.</td>
<td>Factoid No.2 illustrating Tanzanian development facts and figures.</td>
<td>25,000</td>
</tr>
<tr>
<td>14.</td>
<td>Swahili booklet profiling 7 activist Friends who have made a difference in education, to inspire action by example about Friends and other citizens.</td>
<td>30,000</td>
</tr>
<tr>
<td>15.</td>
<td>Nyerere on Education Vol. II containing articles and speeches of the founding President.</td>
<td>25,000</td>
</tr>
<tr>
<td>16.</td>
<td>SautiElimu: a book compiling the best articles from the first ten issues of the magazine.</td>
<td>30,000</td>
</tr>
<tr>
<td>17.</td>
<td>Tushirikiane brochure on HIV/AIDS and gender reprinted in cooperation with Kivulini.</td>
<td>20,000</td>
</tr>
<tr>
<td>18.</td>
<td>Child friendly ‘MKUKUTA village’ book to make Tanzania’s main development policy widely accessible, produced in cooperation with Save the Children and Policy Forum.</td>
<td>30,000</td>
</tr>
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light on how the publications were received and used. In general most people who received our publications liked them, were informed and used the publications to generate debates among the people. Respondents said that they use our publications as educational and discussion tools and also share them with others. The use of illustrations and cartoons in particular was appreciated. This suggests that education through entertainment may be more effective in engaging the public, as opposed to conventional didactic or ‘preachy’ approaches.

The importance of pre-testing to gain feedback on the suitability of language, illustrations and other key aspects prior to publication was an important lesson. Special emphasis will thus continue to be placed on how materials can be made truly popular and accessible, avoid jargon and improve layout. In this connection a style guide was drafted in 2006, to consciously guide staff in the preparation of materials, including the establishment of a ‘house style’. Moreover, individual publication evaluation mechanisms were designed to enable specific information to be collected about each publication, so as to better differentiate impact. The development of the ‘visuals’ bank of quality cartoons, illustrations and photographs has helped improve publications.

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. In 2006, HakiElimu collaborated with the Tanzania Police Force to prepare a public competition focused on relations between citizens and police called “Polisi ni Rafiki?” The aim was to assist the new head of the Police Force in promoting the concept of community policing that is responsive to the rights and needs of people. However, at a late hour the cooperation was put on hold, probably because of concerns related to HakiElimu’s relations with Government. The activity therefore proceeded in partnership with the Legal and Human Rights Centre (LHRC) and The Southern African Human Rights NGO Network (SAHRINGON), but the change meant that the competition posters had to be reprinted as well as considerably delayed.

Despite these setbacks, the competition generated significant interest, publicity and debate. Several thousand entries were received from a diverse range of people across Tanzania. The competition will close and winners awarded by mid-2007. The entries received so far represent a wealth of information that can be used by leaders to strengthen public safety. The winning entries will be compiled into a book that will be published in 2007 to enable more Tanzanians to access the contents and also inform policymaking.

Finally, as noted above, a public cartoon competition was launched late in the year. The aim of the competition is to build the capacity of local cartoonists and enrich our Visuals Bank with informative cartoons done in diverse styles. Entries will be assessed and entrants awarded in 2007. Award winning cartoons will be published in a cartoon book.

2.4 Information Dissemination

Preparing quality popular publications is one thing; effectively distributing them to intended audiences is another, far harder challenge. Over the years HakiElimu has
steadily improved its distribution methods and systems. Key components of this include
the development of a systematic database, identification of effective distribution channels
and partners, use of feedback and proof of delivery forms, and strengthened internal
quality assurance mechanisms. A comprehensive distribution strategy was developed in
2006, which included a traffic flow document that analyzed the workflow for producing
and distributing publications, identified problems and suggested a way forward.

Using these means, HakiElimu distributed about 1.5 million publications to different
audiences nationwide in 2006. These included about 24,000 Friends of Education, CSOs,
libraries, members of parliaments (MPs), national and local government institutions,
primary and secondary schools, institutions of Higher Learning, the Tanzania Teacher’s
Union (TTU), Teaching Resource Centres (TRCs), and through the Roman Catholic
Church network. The distribution list was continually updated throughout the year, and
many publications were sent in response to specific demands, particularly from small
CSOs. Materials were distributed in four major waves in 2006 to most of these groups.
Publications were also distributed through the HakiElimu reception, well-attended public
events and website.

The Government interdiction on HakiElimu significantly impaired distribution,
particularly to schools and other government institutions. Reports received indicated that
the authorities had in some places instructed that HakiElimu materials be pulled down
from being displayed or used. In turn this created a ‘backlog’ of older materials that were
crowding the store and at risk of becoming dated. An alternative means to distribute these
through the post office network was identified and agreed, and the materials were being
prepared for dissemination in early 2007. Other innovative means were also explored,
including the distribution of the 2007 calendar as an insert in national newspapers and
branded educational messages on buses plying upcountry routes. The latter appeared not
to be as effective and is likely to be discontinued in 2007, but different means to enable
broader access will be explored throughout the year.

As noted above, feedback is a core component of the Information Access Unit. Every
mailing is sent with a feedback form. In 2006 approximately 4,800 feedback forms
evaluating HakiElimu publications were received; posing an enormous challenge of sorting,
coding and recording the information. Of these, a sample of 1,288 forms was analyzed
in depth. The analysis showed that in general the publications reached people in a good
condition; were appreciated, and used to inform self and community learning and debate.
The respondents advised more illustrations and cartoons be used, and this feedback has
been incorporated in plans for 2007. The feedback form has also been redesigned to provide
specific information about each publication, rather than a blanket comment that was unable
to capture the differences between publications. A key challenge is how to process, analyze
and do justice to the high volume of information received.

The HakiElimu website (www.hakielimu.org) is also an important communication tool,
particularly for other organizations, urban and international audiences, and for researchers
and journalists. The website is fully available in both English and Swahili to enable broader
access, and provides numerous opportunities for users to provide feedback, express an opinion or contact others. In 2006, the HakiElimu website was updated to reflect program changes, and new publications and key HakiElimu documents were regularly uploaded onto the site. Feedback and anecdotal comments received were generally positive, with many observers claiming that it was ‘highly informative’, ‘comprehensive’ and ‘useful’.

Nevertheless, internal assessments showed that the website was not written in a broadly accessible style, and that its structure needed to reflect HakiElimu’s evolving nature. This prompted the development of a comprehensive concept and discussion paper, outlining the goals for a new site for HakiElimu, which would have a more “popular” focus. This work was done with the support of an international volunteer placed by the Volunteer Service Overseas (VSO) organization, and is expected to guide the restructuring of the website by mid-2007. In connection, overall database functionality and an initial requirements analysis were also undertaken so as to more effectively disseminate both physical and electronic materials. This analysis will require a technical updating of the database that is expected to also be completed by mid 2007.

**Conclusion**

Overall, HakiElimu produced and disseminated an impressive number of quality publications throughout Tanzania in 2006, which helped inform citizens and raised public awareness and debate. Restrictions placed by the Government made dissemination difficult, but effective means were found to reach people nonetheless outside these strictures, and in fact the ‘tensions’ increased interest in and demand for the materials. Feedback received indicated the materials were widely appreciated and used, and also provided valuable suggestions for improvement. The public competitions were also shown to be effective in soliciting ideas from ordinary people, and informing public opinion through publication of these ideas. These achievements provide a solid foundation for taking the work forward in 2007.

Nonetheless, the Information Access program faces several key challenges. First, while the materials are very good, there is a need to make them ‘truly popular’ so that people with low levels of literacy and time pressures can find them valuable. In 2007 criteria for what constitutes truly popular will be developed and used to enhance the HakiElimu style guide. Second, given the large scale involved, mass distribution of over a million items continues to pose enormous logistical difficulties in several aspects, including addresses, packing, verification of delivery, and processing of feedback forms. Further developing a computerized database to manage and track distribution and stores needs to be part of the solution. Third, while the tense situation with Government has generated greater interest in HakiElimu materials among the public, the vast majority of pupils and teachers are not reached. A resolution of the impasse with Government is therefore an urgent priority.

Finally, a-week long field visit conducted by most HakiElimu staff to seven districts in September 2006 was a sobering eye opener for the organization. While HakiElimu materials may be comparably more available across the country, the stark reality is that
access to information of any kind in rural villages is extremely difficult. The field visit showed that there were no functioning libraries, materials of any type of government or other organization were not available to the public, and newspapers were not accessible. Radios were relatively more common, but tended to be owned by men and often used only sparingly due to the high cost of batteries. In part this situation reaffirms the importance of getting materials to schools that can be found in virtually every village of the country. But it also forces us to reflect on more innovative means. As a start, this has prompted HakiElimu to explore ways of acquiring wind-up ‘Freeplay’ radios for distribution nationwide in cooperation with the TTU, Friends of Education and other partners. This work will be further developed and fully implemented in 2007.
Citizen Engagement

OVERALL OBJECTIVE: To facilitate ordinary citizens of Tanzania, including the poor and other historically disadvantaged people, to be better informed, reflect, debate, organize and take action to improve education and democracy.
3.1 Conceptual Communication

HakiElimu’s Citizen Engagement (CE) program focuses on enabling people across Tanzania to make a difference in education and democracy. It supports the actions of individual and collective citizens through information and connection, rather than projects or seminars. The agenda, priorities and approaches are defined and driven by concerned people themselves, rather than any plan or priority of the organization. The agency of action is located centrally among the citizens, rather than the supporting organization. The payment of sitting allowances, that can distort development processes, is explicitly avoided. The main engagement was done through the Friends of Education, a loose network of concerned citizens developed by HakiElimu but that has its own identity. Because this is a somewhat different approach from the norm in Tanzania, it requires continual conceptual communication, clarification and debate.

Throughout 2006, several activities were undertaken to enhance greater understanding of the Friends of Education concept, and the concomitant rights and responsibilities of HakiElimu and Friends. A core focus was prospective ‘focal points’ – people who had demonstrated a higher level of interest and activism – and who were living close to the community. Five zonal meetings were held in different parts of the country (Moshi, Dodoma, Mbeya, Mwanza and Dar es Salaam) and in total were attended by 128 participants. The main aim was to enhance the ability of active Friends to grasp and develop the concept, and serve as a resource to others. Topics included experience sharing, understanding the concept of Friends Focal Points, monitoring information access and how Friends can use media. Many Friends were inspired to become more active and motivated following the meetings. However, attendance was lower than expected, partly because of late notices and scheduling at times when participants were busy. In 2007 care will be taken to schedule meetings during school holidays to enable teachers and students to attend, and to provide ample notice.

During each zonal meeting field visits were conducted to gain perspectives of how Friends engage in practice. The visits helped visualize both achievements and challenges related to sharing information through notice boards and participation in establishing a school. The visits also enabled staff to build links with potential organizations and networks for linking Friends. Ways in which this work can be strengthened in 2007 will be explored.

The Friends concept was also communicated through PowerPoint presentations in various forums and through seven radio programs involving Friends of Education and staff members. The flagship publication – the Friends of Education Handbook (2006-2007) was thoroughly reviewed, updated to include legal implications and guidelines. The handbook is now more practical than it originally was as it includes practical guidelines and more live examples of actions by Friends. Twenty five thousand copies were printed and distributed to friends across the country. In addition, in order to make the material more accessible to people with sight disabilities and lower literacy, an earlier version of the handbook was developed in Braille and audio formats. A total of 281 copies of the Handbook were produced in Braille, as well as 1,000 audio tapes and 100 CDs.
However, greater understanding of the Friends concept takes time and is an on-going process. A feedback form was developed to assess understanding of the concept, and to use it to further develop the concept. The form was sent to all Friends of Education in late 2006. The analysis of the information from the returned forms will be done in early 2007.

3.2 Recruitment and Information Provision

In 2006 a diverse group of about 5,000 new Friends was recruited, recorded in the Friends database and provided with information on education and other related issues. The recruitment was done in accordance with a strategy developed in 2005 that emphasizes the involvement of women and people from underrepresented parts of the country. Seventy five thousand joining leaflets were reprinted and distribution was on-going. In total, by the end of 2006, a total of 22,000 Friends of Education were enrolled in the database.

While these numbers are impressive, they also pose a critical challenge in managing effective communication. In particular, while information about the activities of a small proportion of Friends was known, it is difficult to assess the level of interest and engagement of the majority. As HakiElimu approaches the target of recruiting a total of 25,000 Friends by end of 2007, this situation demands clear reflection on whether the focus should shift from recruiting additional Friends to more effectively engage with, document and learn lessons from existing Friends. While it is accepted that citizen engagement can be diverse and vary in levels of commitment, it may still be useful to clarify minimum levels of what constitutes an ‘active’ as opposed to ‘dormant’ Friend. These issues will be reflected upon in 2007, and used to inform the development of HakiElimu’s next strategic plan.

Providing information to all Friends is a core activity. In collaboration with the Information Access, Friends were sent basic information on policies and popular publications on three occasions in 2006. In addition, Friends’ questions have been responded to through correspondences and the Questions and Answers booklet. The booklet was reviewed and updated; and 25,000 copies were printed and distributed to all Friends of Education. However, questions asked by citizens were not very different from previous years, and therefore the update was not extensive. Should the situation continue to be similar in future years, the booklet may not need to be updated each year.

3.3 Citizen Organizing and Action

Friends were facilitated to organize and take action to bring change in education and democracy within their communities. The Friends address book (directory) was updated to reflect new and changed contacts, and 26,000 copies printed for distribution in 2007. The address book is meant to enable Friends to contact other concerned citizens, exchange information and mount joint action. However, whether the book serves this purpose is a concern, and there is little evidence to suggest that it is widely used as intended. As the number of Friends has grown, the size and the cost of the book have also increased. This raises questions about whether the address book should be published at all, and if so in what formats and frequencies. Ideas discussed include printing only district versions, or...
to make lists available in response to specific demand rather than supplied to all. These options will be investigated and analyzed in 2007.

Sixteen Friends initiatives that aimed at bringing change have been supported. The initiatives included community information centres, public forums, visit to the Parliament and exchange visits between communities. One Friend was supported to organize and air 12 radio programs on the concept of Friends. However, the criteria for support and monitoring Friends initiatives from a distance were a major challenge, particularly when HakiElimu clearly does not want to serve as a ‘donor’ or create unsustainable dependencies. In this connection new criteria were drafted to clarify what and what not to support, and the considerations to guide determination of support. That active citizens often need to access external funds was acknowledged, but it was clarified that HakiElimu’s role here was to thoroughly research and link people to sources of these funds, rather than to play the role ourselves.

Ten focal Friends were supported to visit other Friends in Ukerewe, Songea and Masasi and shared their learning through visit reports. Demand for exchange visits increased following the zonal meetings. However, support logistics and follow-up of Friends based outside Dar es Salaam have been difficult. Ways in which we can monitor and strengthen visits would need to be explored, with an emphasis on expanding partnerships with organizations that have a broader administrative base across the country.

A total of 48 letters from Friends were forwarded to Government authorities at district, regional and national levels. The letters highlighted various democracy and accountability related issues, which were often quite specific experiences at community level. However, the impact of forwarding such letters was not known, for Government only copied HakiElimu in 3 out of the 48 cases forwarded, though more cases may have been dealt with and simply not reported to HakiElimu. In 2007 HakiElimu will continue to forward letters to the authorities where appropriate, but as in recent years, greater emphasis will be placed on citizens contacting the authorities directly.

3.4 Policy Monitoring and Accountability

A major but somewhat newer component of the CE unit is to enable citizens to consciously and systematically monitor the implementation and impact of policies at community level. This concept is central to the basic democratic notion of citizens holding government to account. The work involves using simple tools to collect and assess data, discuss and share the findings at community level, and forward the information to HakiElimu to enable national level compilation, analysis and advocacy.

For 2006, tools to monitor PEDP implementation and general access to information were planned to be used nationwide. The information access tool was used by some Friends but the data is yet to be analyzed and shared. However, PEDP monitoring in schools was hindered by the Government prohibition on HakiElimu entering schools, and could not take place. Another key challenge is to internalize the value and methods of monitoring among citizens and staff as well. For example, some citizens simply filled and returned
the form to HakiElimu without doing the triangulation/quality assurance, analysis and community discussion that is a core value of the tool. While a clearer written guide on the purpose and use of these materials will need to be developed, it is unclear whether this will adequately enable citizens to make best use of the monitoring tools.

These challenges will need to be addressed in 2007. Resolution of the Government restrictions will help create a more enabling environment, particularly in schools. The use of other, more imaginative and user friendly tools will also be explored, such as the use of simple cameras to provide visual monitoring. The concept will form a substantive part of the 2007 zonal workshops with focal points, where at least one tool will be field tested with participants. Follow-up visits and the 2007 staff field learning visit will provide other opportunities to promote understanding and use of monitoring.

The large amount of correspondence received from Friends and other citizens provides another opportunity to learn from what is happening at community level. While this information has been compiled and analyzed in the past, it has been somewhat ad hoc in nature. In 2007, correspondence will be systematically monitored, coded and compiled from the beginning of the year. Staff will be encouraged to continually learn and reflect on the findings, and to find innovative means to use the information to inform their work and inspire others.

### 3.5 Communicating Views and Lessons

Information received and lessons learned from Friends and other citizens was broadly shared and disseminated in collaboration with other units throughout 2006. The main approach was to give voice to Friends through popular and mass media. About 20 articles written by Friends on girls’ education, SEDP, sports and education were identified and published in SautiElimu magazine. Information received from Friends was analysed and a report written will be shared with other program units for information and reference.

A further 19 case studies depicting powerful action by Friends and other citizens were identified and forwarded to other units for further dissemination. These were used to profile the work of Friends in newspapers, radio and to produce a popular booklet for wider sharing. In addition, compelling observations and ideas from citizens’ letters were identified and used to produce a popular booklet on the ‘Voices’ of Friends. However, as noted above, three short films and clips showing Friends in action could not be developed because of Government restrictions, and will instead be done in 2007.

Thirteen Friends were supported to participate in four episodes of the popular Jenerali on Monday TV program. The full number of eight episodes was not achieved because of scheduling difficulties, and better planning will be needed in 2007. Nevertheless, feedback indicated that the shows broadcast were widely appreciated and constitutes an effective means of communicating citizen ideas.

A total of 149 letters from Friends were forwarded for publication in newspapers, some of which were published as noted above. However, as with letters to the authorities, citizens
are being encouraged to send letters directly to the media instead of through HakiElimu. The provision of a simple media guide that was distributed in early 2006 has helped in this regard. However, this approach means it will be difficult to measure the number and type of letters sent by Friends and published.

Finally, HakiElimu also planned to foster imaginative public forums to enable citizens to debate matters of common concern. One forum was supported at the University of Dar es Salaam to enable students to discuss issues of education and democracy. However, overall, this activity was not successfully implemented in 2006. A central challenge was the conceptualization of the forums so as to make them truly interesting and valuable. In contrast, HakiElimu was unable to support most requests from Friends because they appeared to be for conventional meetings whose effectiveness was questionable, and where a large part of the costs appeared to be earmarked for participant allowances. Going forward, it probably does not make sense to conceptualize public forums of this sort as a standalone activity, and instead as a part of larger citizen action described above. Moreover, it should be noted that many Friends and other citizens continue to organize formal and informal public forums through their own initiative, without funding support from HakiElimu. The challenge therefore is to create clarity about the ways in which HakiElimu can add value to citizen initiatives, primary through feedback and information provision, in a manner that avoids the distorting and potentially corrupting affects of externally motivated seminars where sitting allowances are paid.

Conclusion

The Friends of Education is an ambitious initiative that continues to pose both conceptual and organizational challenges. At heart it is about the democratization of the polity and public space in Tanzania. It aims to enable ordinary people to be informed, to express themselves and to influence national debate, and to demonstrate concrete ways in which citizens can make a difference. These are bold and difficult goals to achieve, particularly in a context where mainstream institutions and practices are stubbornly patriarchal and autocratic in nature, and where poor and ordinary people have little opportunity to exercise social and political agency in everyday life.

These challenges are to be expected, and provide impetus to strengthen our resolve. For 2007 and beyond several aspects will need to be grappled with seriousness. First, engagement and communication with Friends of Education will need to be done in a manner that spurs deepened civic engagement and greater quality of action. This is likely to require greater face to face contact rather than correspondence alone, but in order to go to scale it will need to be tailored strategically and focus on strengthening intermediary focal points. Ways will also have to be found to document this more effectively. Moreover, it will be important to ensure deeper engagement is consciously inclusive of people who have been historically excluded, such as people with disabilities, poor women and children.

Second, practical means need to be found to bridge the large divide between the wealth of citizen experience, perspective and analysis on one side, and the paucity of the use of
this information in national media and policy considerations. While HakiElimu continues to receive thousands of ‘items’ of communication from citizens, ways of translating this into clear and powerful public communication need improvement. Another is to further develop the tools and communication for citizen monitoring as discussed above. These pose enormous technical, logistical and intellectual challenges with no easy answers.

Third, practical support of citizen initiatives requires trust and integrity, and a clear understanding of the roles and limitations of all sides. Funding provision is often essential to make things happen, but it can also create unintended distortions and dependencies, and the risk of poisoning relations between HakiElimu and citizens should the former turn police officer chasing reports. As noted above, the way forward appears to be to provide citizens with referrals to other organizations, such as the Foundation for Civil Society, whose core business is to provide such funding, rather than HakiElimu to do so itself.

Fourth, the Friends of Education initiative has from the beginning had its own identity, so as to stress the idea of citizens at the centre, and to maintain its independence from HakiElimu. However, in practice these identities are often blurred, with some Friends viewing themselves as undertaking HakiElimu activities. This is in part expected, because HakiElimu has been the only organization formally supporting the initiative. In 2007, HakiElimu will begin formal discussions with other CSOs to explore ways in which it may be in their interest to also become formally involved. This will be a sensitive process, with the need to identify roles and obligations clearly from the beginning. Nevertheless its development could herald both a significant expansion of Friends in both concept and resources made available to it, as well as reinforce its autonomy from any one organization.

As daunting as the difficulties undoubtedly are, they point to opportunities for more interesting work ahead. Discussions with partners, and more importantly the daily communication from citizens across the country about the actions they have taken, all validate a basic point: that the promise of Friends is too powerful to not grapple with the challenges it poses.
4. Policy Analysis and Advocacy

OVERALL OBJECTIVE: Independent analyses of major education, democracy and related policy issues are undertaken, key policy process are more open, transparent and accountable to public concerns (particularly of historically disadvantaged groups); and strategic effectiveness of civil society policy engagement has improved.
4.1 Education

Much of the planned work in education was hampered by the Government interdiction on HakiElimu throughout 2006. The field research study on quality education was designed, but could not be implemented since the organization was not allowed to enter schools. A desk study on primary school performance was completed, but could not be published because of the restrictions placed against publishing any studies on Tanzanian schools. Nevertheless, the analysis yielded interesting insights to explain the rise in performance test scores and other factors regarding measurement of progress. At the end of 2006 discussions were undertaken to take the work forward with the Tanzania Education Network (TEN/MET). Preliminary work was also undertaken to analyze performance against targets in the Primary and Secondary Education Development Plans (PEDP and SEDP respectively); this work will be completed in 2007. Finally, planned analysis of citizen monitoring of education progress at community level, planned to have been undertaken with the CE unit, was also not possible for the same restrictions cited.

In 2006 HakiElimu conducted several analyses of the education budget. The work is difficult, because the education budget in Tanzania is complex, involves several different budget ‘votes’ and streams of funding, and is not clearly linked with policy. A major focus therefore was to ‘make sense’ of the budget and make relevant budget information available to the public. A four-page analysis was shared with Members of Parliament (MPs) prior to the annual budget session, and from the comments made by the relevant committee, it appears to have had an influence on their perspectives. Education budget information was also published in newspapers, as were several opinion pieces on related matters. HakiElimu also advocated for a public expenditure tracking study of the education sector, in order to update a controversial report commissioned by the Government in 2003. Such a study would reveal to what extent the issues of complexity described above negatively affect service delivery in the education sector.

HakiElimu’s engagement in education has shown that while there has been significant progress in quantitative terms, quality lags far behind. While this is well known, the concept of quality – what is meant by quality of education – remains a challenge. Official documents, public debate and media debate all tend to be rather weak in defining quality. What little is done also measures quality in terms of quantitative inputs, such as pupil: teacher ratios, number of books, and numbers of qualified teachers. In 2006 HakiElimu began work on re-conceptualizing quality in terms of learning outcomes rather than inputs or examination scores; with an emphasis on learner capabilities. Two concept papers were drafted and discussed internally. Externally, HakiElimu contributed to an international initiative on quality learning led by the Gates and Hewlett Foundations, as well as an East Africa wide initiative linking quality and safety in schooling supported by the Ford Foundation. Redefining quality and stimulating national public debate on it is likely to be a major focus of HakiElimu in the coming years.

Participation in government led consultation processes was limited in 2006, because of the interdiction and also due to a conscious choice made by HakiElimu to reduce engagement...
with mechanisms that were not functional (see conclusions of 2004 and 2005 annual reports). At a key moment in February 2006, TEN/MET decided to withdraw participation from the education review because of the poor treatment of civil society organizations, including last minute reduction of numbers of included CSOs and the explicit exclusion of HakiElimu from the meeting. Nonetheless, TEN/MET was active in other sector dialogue opportunities, and HakiElimu regularly contributed to TEN/MET’s efforts.

Overall, therefore, while much of HakiElimu’s work in education policy could not be implemented in 2006, the very same constrained situation helped keep key issues on the agenda. The Government actions against HakiElimu gave HakiElimu’s positions unprecedented profile in education, which in turn exerted pressure on the authorities to respond. It also forced a sharper analysis and debate on the quality and effectiveness of sector dialogue.

4.2 Governance and Citizen Space

The extent and quality of space enjoyed by citizens to engage with the State is a key aspect of effective governance. In 2006 HakiElimu undertook a number of initiatives that examined the state-citizen nexus, including issues related to access to information, independence of civil society, client service charters, local governance reform and tracking implementation of government promises to citizens.

Tanzania has undergone a number of policy and legal reforms in past decades affecting access to information. However, these reforms have been ad hoc and patchy rather than comprehensive and systematic. As a result, the overall policy framework remains unclear and somewhat contradictory. To understand the terrain better, HakiElimu in partnership with the Legal and Human Rights Centre (LHRC) undertook a study on the Legal and Policy Status of Access to Information to Tanzania. The study was published in both English and Swahili, and has been distributed widely, including to actors involved in campaigning for a progressive freedom of information law in the country. In addition, the findings of a nationwide opinion poll on access to information undertaken with Research on Democracy in Tanzania (REDET) in late 2005 were published in English and Swahili, launched and distributed across the country. Moreover, a study testing access to information by tracking responses to actual requests (similar to an earlier study in 2004) was also undertaken in late 2006, this time with a larger sample size and respondents across the country. Both the opinion poll and preliminary analysis of the latter study show that access to information is uncertain and difficult, particularly in rural areas.

On a related matter, the HakiElimu executive director was elected to the board of the Media Council, Tanzania’s self-regulating media body, in early 2006. Subsequently he has contributed to the Council’s work to expand media freedoms and ethics, and has helped the organization develop a coherent strategy for engagement.

While there are greater opportunities for civil society organizations (CSOs) to engage with and critique government policy processes in recent years, the terms and quality of that engagement remain uncertain. The Government treatment of HakiElimu is a vivid case
in point, and the overall situation of CSOs is characterized by an uneasy tension when government is criticized. HakiElimu thus explored the value of implementing the Civil Society Index – a systematic tool to assess the strength and space for civil society developed by the international network CIVICUS. This work was discussed with partners, and the Foundation for Civil Society (FCS) agreed to lead. Related indices such as Afrobarometer were studied and findings shared with colleagues through the Breakfast Talks and in policy working groups.

The Government introduced client service charters (CSC) at ministry level several years ago to improve the quality service and accountability to citizens. However, these innovations are not well known or understood. In addition to an advert compiled by the media unit on the matter, HakiElimu compiled selected CSCs in order to analyze them and share them with interested parties. However, publication was stalled because many ministries reported they were updating their CSCs, and permission to publish was ultimately not granted given sensitivities at some ministries. Nevertheless, the work done has informed organizational thinking, and will be used in other areas, such as the development of a popular booklet to be published in early 2007. In addition, HakiElimu regularly participated in meetings called by the President’s Office Public Service Management (PO-PSM) on CSCs and related matters, and final reports of these encounters suggest our contributions were taken seriously. Moreover, HakiElimu cooperated with PO-PSM to translate its ground-breaking State of Public Service Report into Swahili and distribute widely across the country.

Throughout the election campaign in late 2005, as well as the first year of their term, Government leaders made a number of promises and issued numerous directives to meet citizen interests. However, these commitments are difficult to find in one place. HakiElimu systematically analyzed newspaper clippings and published a list of Government commitments on education, governance and related matters. The document was shared broadly to enable citizens to be aware of these commitments and follow up on implementation themselves. Initial indications show wide use of the compilation in newspapers. This work will continue to be updated and disseminated in 2007.

The impact of the totality of the activities discussed above is difficult to gauge. On one hand there was little evidence to suggest it influenced government policy or practice, and in the main did not receive any response from the authorities. On the other hand, analyses and findings are widely covered in the media and discussed among civil society and other development actors. The completed activities provide a solid body of conceptual work and research evidence which is already informing public debate and helping to shape the governance agenda in the country.

4.3 Budget Analysis

While HakiElimu has been engaging with aspects of the Government budget for a number of years, 2006 marked the first year in which a solid set of analytical and budget advocacy activities were undertaken. These included engagement with the national budget process, work on the Controller and Auditor General’s (CAG’s) reports, assessment
of the openness of the budget process and developing a core civil society group to work on budget matters.

Much of the budget work was done in conjunction with the Policy Forum (PF). A budget working group was established that facilitated joint learning and work on shared objectives. The budget guidelines for 2006/07 were analyzed and compared with previous years, and findings were published in three policy briefs in both English and Swahili. Issues of equity, proportion of funds flowing to different levels of Government, and budget transparency were highlighted. The work was shared with MPs in pre-budget committee meetings and at the main session in Parliament, as well as published in national newspapers. The budget working group also convened a meeting with newspaper editors to share advance copies of the briefs, and subsequently organized a formal media launch. Many key actors acknowledged the usefulness of the briefs, but their value in promoting broader public awareness and debate was lower than expected. In 2007 the challenge will be to make this material more accessible to the public, and improve the timeliness of their publication to inform debate.

For the fourth consecutive year HakiElimu participated in the Government led Public Expenditure Review (PER), but its overall functionality in 2006 was especially weak. Few meetings were held, and their added value was questionable. The ‘cluster’ PER groups (based on the three pillars of MKUKUTA) did not function at all, so there was no substantive input to the main group, nor any valuable studies undertaken. These problems were acknowledged in September 2006, and HakiElimu played in active role in a task force set up to improve functionality. Unfortunately, the task force’s recommendations appear not to have been implemented.

In contrast, PER related work on the Public Expenditure and Financial Accountability Review (PEFAR) was both a useful learning experience and provided interesting results. HakiElimu’s role focused on an independent CSO analysis of the budget process, as well as assessing local government financing, use of funds, accountability and reporting. The main finding of the latter was that multiple, duplicative and parallel government and donor funding and reporting mechanisms created total confusion at local levels, and that these cumbersome requirements in fact undermined effectiveness, accountability and transparency. There is clear need for consolidation, simplification and harmonization at local levels, but this is unlikely to take place unless Central Government’s ‘mentality’ can be transformed, and the ministry responsible for local government is able to make a more forceful case.

For years, the CAG in Tanzania has issued reports that show significant levels of mismanagement of public funds. But these reports have been limited in circulation, and apparently made little difference, with officers responsible rarely taken to task. HakiElimu in collaboration with the Tanzania Governance Noticeboard at REPOA compiled audit reports for all ministries and districts for the last three years, and ranked the entities in relation to amounts of questioned expenditure. These findings were published as reports and simple leaflets in both English and Swahili. The launch of these materials made headline news, and
spurred a robust national debate in both the media and key meetings. Feedback received was overwhelmingly positive, and noted that this was the first time these findings had been put in an accessible format and made widely available. This work, as well as possible analysis of response to the CAG’s queries, will be updated and disseminated in 2007.

Despite these challenges, the budget process in Tanzania is relatively open as compared to neighboring countries, according to the findings of the Open Budget Index (OBI), conducted by HakiElimu in partnership with the International Budget Project (IBP). The peer reviewed study was carried out in 2005 but analyzed and published in 2006. It found most key budget documents were made public, but that they were difficult to relate to policy and did not give a meaningful picture of the composition of allocations. The study launch in Tanzania, which was also widely covered in the press, was graced by the Minister for Finance Zakia Meghji, who presented a thoughtful response to the findings. In a related activity, in collaboration with the Minister, HakiElimu translated and published the Budget Digest 2005/06 in Swahili, so as to enable broad public access to this information. The OBI and other transparency work has helped further debate on how to strengthen the budget process in Tanzania. In 2007 findings will be updated with new data that will reflect the situation under President Kikwete’s leadership.

Overall, the budget work had significant impact in 2006. In the coming year, HakiElimu will build on these achievements to deepen the work. Cooperation with the IBP will be strengthened and formalized, with a particular emphasis on promoting cross-country learning. Training of the PF budget working group is planned for 2007 in conjunction with IBP, and emphasis will be given to developing skills among young staff of organizations committed to doing budget work. In addition to the analytical aspects, the challenge of communicating budget information in a compelling manner to the public will receive particular attention. Partnership with Government through the Ministry of Finance, CAG and others will continue to be pursued.

4.4 Strategic Coalitions, Communication and Networking

HakiElimu’s policy work is usually undertaken in partnership with and through key coalition partners. In 2006 HakiElimu’s main coalition partners were PF, TEN/MET, FemAct and the Southern Africa Human Rights NGO Network (SAHRINGON). HakiElimu participated actively in joint program work, played a key role in the leadership and organizational development of two of the coalitions, and contributed financial resources for joint work.

Specific activities of the coalition work varied, and were jointly determined by the coalitions. Through PF, in addition to activities noted above, HakiElimu contributed to the development of a voluntary NGO Code of Conduct, worked on public expenditure tracking systems (PETS) at community level, monitoring progress in poverty reduction through the MKUKUTA data working group, and advocated for the role of independent civil society in the new aid architecture. Staff also participated in numerous meetings and consultation processes organized by the Government and others, as well as selected donor
missions and consultations. 2006 also marked the final year of HakiElimu responsibility for managing PF’s administration and financial arrangements; the coalition was separately registered and will assume responsibility for its own management starting in 2007.

Through and with TEN/MET, HakiElimu helped develop an education priorities position paper; commented on the high level ‘aide memoire’ that outlines major priorities on the way forward, an NGO advocacy handbook and other documents; and helped with overall policy and management guidance through active participation in its Board. HakiElimu materials were also widely distributed to the education coalition’s 200 members across the country. HakiElimu was also meant to represent TEN/MET in the resource allocation and education finance working group of the Basic Education Development Committee (BEDC), but this did not take place both because the group was virtually non-functional and HakiElimu was ‘banned’ from interacting with the Ministry.

Similarly, HakiElimu staff participated actively in gender related and human rights work through the FemAct and SAHRINGON coalitions. This included advocacy around the portrayal of women, following up on the ‘Serengeti’ (villager’s land rights) and ‘Takrima’ (election bribery) cases, disseminating materials on citizen activism, and participating in the Tanzania Gender Networking Program’s (TGNP’s) Wednesday seminar series. At key moments, through all four coalitions, HakiElimu contributed to the preparation of joint policy analyses and statements. Five ‘rapid responses’ were also issued on urgent policy matters. In turn, all coalitions were highly supportive of HakiElimu in its struggle with the Government; this support was instrumental in turning around the situation in early 2007. Moreover, engagement with the coalitions provided staff with valuable opportunities for critiquing practice and learning new ideas.

One of HakiElimu’s aims is to reframe public policy debate from the perspective of the poor. In 2006, for the fourth year running, monthly Breakfast Talks or People and Policy Debates were held on the last Friday of each month in partnership with Policy Forum. Issues discussed included corruption, local governance, secondary education reform, and access to information. Participants were drawn from CSOs, media, university, donors and, to a lesser extent, government. A brief summary of each discussion was compiled and circulated, and the discussions were also covered in the media, particularly the evening news on TV. In addition, HakiElimu published 11 working papers, most in both English and Swahili. Subjects covered included a school’s eye perspective of PEDP, redefining the challenge in secondary education, the value of social audits, critique of HIV/AIDS policy and constitutional reforms. The papers, with a new, more attractive cover, were placed on the website and distributed to all districts in the country. Eight policy briefs, which summarized key research reports in an accessible two pages, were also published and disseminated in English and Swahili. Feedback received on these activities demonstrated their usefulness to the intended audiences, and generated suggestions for further improvement.

Finally, throughout 2006, staff engaged with local, national and international actors on many issues of common interest. Visitors, letters and emails were responded to on a daily basis with information, documents and referrals to others. Substantive input was provided
to numerous researchers, consultants and both government and donor missions. Within the organization, the policy unit contributed to broader learning about policy matters, and took forward lessons learned through the work of the other units engaged with citizens. On a number of issues, such as freedom of expression, the role of civil society, public financial management and the key challenges facing education, HakiElimu’s impact on shaping thinking was often clearly discernable. At the same time, such engagement took a toll on the time of senior staff, and requests had to be carefully screened so as to limit disruption to core work. The number of donor missions to Tanzania seeking to consult with HakiElimu appeared to be just as numerous as previous years, despite commitments to reduce them.

Conclusion

In 2006 the Policy Analysis and Advocacy Unit accomplished most of its objectives, with the exception of education research which could not be undertaken because of government restrictions. This was done despite staffing challenges — the absence of a permanent unit manager and the departure of several staff around September 2006.

The impact of the work in shaping public debate could be readily observed by examining media articles, public discussions, civil society and researcher articles, and government in some cases being compelled to respond to issues raised by HakiElimu. The budget work in particular helped galvanize renewed attention among CSOs, other development actors and the public. In education, HakiElimu’s core points about resource transparency and quality were widely accepted. The access to information work enjoyed resonance among certain policy circles, but more work is needed to make the argument more compelling for a broader media and public audience. Another problem was that the number of activities were numerous and somewhat scattered, leading to less than optimal follow-up and difficult workloads. In 2007 the number of activities/outputs will be reduced and consolidated to enable greater depth and focus, and the papers and briefs will be directly linked to core activities rather than planned as standalone outputs.

Connecting education with democratic governance and access to information are at the heart of HakiElimu’s policy work. The organization has succeeded in articulating that link among policy actors and the broader public; the challenge now is to deepen this link and articulate it in newer, concrete directions.
5. Organizational Management
5.1 Staffing

HakiElimu staffing was complete as at the beginning of the year 2006. The Accountant was promoted to Finance and Administration Manager and new Accountant and Accounts Assistant were recruited to be in the Finance unit. Within administration an interim arrangement was put in place with three administrative officers responsible for distinct areas, with the expectation one of them would demonstrate ability to rise to the level of overall Administrator in due course. The Senior Program Officer for Policy and Manager for Information Access were recruited and joined during the first quarter of 2006. However, towards the end of the year a number of staff resigned and moved on, creating a challenge for implementation. Recruitment of these positions commenced in late 2006 and was being completed in early 2007. The situation also spurred reflection on ways to retain staff, including the need for a salary review that will be undertaken in 2007.

Staff appraisals were undertaken in the last quarter of 2006. The process involves self-assessment by each employee and an assessment by the Supervisor on a number of issues, including knowledge, skills and performance against plan. The process is also used to prepare an individual learning plan for each employee.

Staff learning is a central organizational value, and is guided by HakiElimu’s learning policy, which stresses personal responsibility to undertake multiple forms of learning. This activity was coordinated by the Executive Director’s office in 2006, and promoted throughout the year. Weekly learning sessions were held each Thursday and ‘Book clubs’ – where staff read an assigned article and discuss it jointly in small groups – held twice each month. These activities were effective in stimulating intellectual debate and critical self-reflection. Additionally numerous staff were supported to undertake formal training courses of varying lengths. Three staff went abroad to undertake Masters level studies in the Netherlands, UK and USA, and expected to considerably strengthen organizational effectiveness upon return. More commonly, other staff were supported to take shorter courses, exchange visits and part-time study to augment learning. The quarterly planning and review meetings and monthly unit meetings with the ED were also used to discuss and learn more about program concepts, effectiveness, monitoring and impact.

Most staff were able to benefit from a staff welfare fund for meeting pressing family needs, including payment of children’s school fees and renovation of homes. Staff continued to enjoy daily lunch, safe drinking water, tea and coffee. All staff birthdays were celebrated by a customary cake. New born gifts were given to eligible staff. HIV/AIDS materials and male/female condoms were available free of charge throughout, and AIDS awareness materials were disseminated at different times in the year.

Staff wellbeing meetings are held at HakiElimu once a month. However, in the course of 2006 these were fraught with difficulties particularly in the second half of the year. The meetings, which are chaired by non-management members of staff, were seen as not effective, and concerns were also raised regarding their role and mandate. To address these concerns, a task team was formed to study the matter and make recommendations for
improvement. The report was completed towards the end of the year and issues raised work systematically addressed. Clear guidelines to improve meeting functioning were established. It is expected that this provides a solid basis for more effective meetings in 2007.

5.2 Youth Development Internships

During 2006, a dozen young people served as interns, contributing to the work of the organization and learning valuable skills in the process. Most interns were recent Tanzanians graduates or Masters level students. In addition 5 were international volunteers. 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 generally 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, which will be worked upon in 2007. Many interns who served at HakiElimu in previous years are now employed in different sectors, private and public, and report that their experience with us has been very helpful to them.

5.3 Office Environment

The office environment was maintained to provide an enabling working space for all staff. Basic equipment was provided to all. Computer systems, including hardware, software, networking, internet and email were maintained and functioning throughout the year. In 2007, systems will be further upgraded with the MS operating system Vista, and email, office and virus protection software will similarly be upgraded. Telephone and communication systems also functioned well, and extensions were added to allow all key staff to have their own phone. In contrast photocopiers did not always function as well, and this down time at times frustrated performance. Options for outsourcing photocopying were explored, but initial findings suggested this was not feasible. Furniture was regularly maintained, though by the end of the year it became clear that many chairs will need replacement. Vehicles were well maintained at all times, with careful management to ensure fuel efficiency and management, both for accountability and to minimize harmful impact on the environment. All assets were recorded in the asset register and coded using special custom designed labels for security and management. Asset levels were verified by staff, administration as well as auditors.

Reliable staff were engaged to provide security and cleaning services. The office space cleaned daily by staff, whose work was augmented by a professional cleaning company that undertook major cleaning over one weekend each quarter. Security systems were tested periodically, and staff were provided with basic guidance and equipment on how to perform tasks. In 2006, there was no significant incidence of theft or loss, and staff generally enjoyed the peace of mind of working in a secure office.
Organizational Matters

Basic office management was undertaken through mandating clear roles and responsibilities, and promotion of organizational policies. HakiElimu policies have been viewed as good practice, and have been adopted by a number of organizations including TEN/MET, Policy Forum, Youth Action Volunteers (YAV), the Tanzania Natural Resources Forum (TNRF) and the Women’s Dignity Project (WDP). Accountability and effective management was done through the use of excel based monthly reports that consolidated data systematically, provided a clear picture of services at a glance, enabled trend and efficiency analysis, and prompted documentation of necessary action that needed to be taken.

5.4 Financial Management

During 2006 HakiElimu continued to manage finances with emphasis on quality documentation, achieving value for money, high standards of accountability, transparency and checks and balances, and timely reporting. The use of systems and tools such as payment vouchers, payment orders and store records were improved. Pastel accounting software continued to be used to ensure all transactions were computerized and subject to an audit trail, and payroll was as well computerized through a customized software. Training on financial regulations of all staff was conducted in 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. Recommendations made to the Board to further delegate decision-making authority to managers, so as to improve efficiency, increase managerial level responsibility, and free-up the executive director to focus on strategic tasks, were approved by the Board. These changes will be fully reflected in revised policies in 2007.

HakiElimu’s work in 2006 continued to be funded by its core set of donor agencies. These were the Embassies of Sweden and Norway, the Dutch organizations Novib and Hivos, and the Ford Foundation. Funds received were in the form of overall support for HakiElimu’s program and budget, rather than earmarked for specific items or separate projects. One comprehensive set of narrative and financial reports were provided to all donors twice a year, in a format designed by HakiElimu that clearly linked to the plan and budget. Two joint meetings were held with donor partners each year, and non-funding donors with an interest in HakiElimu’s work were also invited, including from the Embassies of Ireland and Netherlands, the European Commission (EC), and the UK Department for International Development (DFID). This arrangement gave all interested donors a comprehensive and analytical picture of the organization, and allowed them to discuss common interests. At the same time it significantly reduced transaction costs for HakiElimu staff and management, enabling the organization to act in a strategically coherent manner, focus on its core mandate, and produce quality results. This arrangement is seen to provide a useful model for effective donor – CSO relations, and HakiElimu has been approached by many organizations to advise it on the approach.

For the second year, the 2006 accounts were prepared in accordance with the International Financial Reporting Standards (IFRS). The financial statements were prepared with numerous notes in the interest of enhancing transparency. These were independently
Organizational Matters

audited by Grant Thornton, a new firm appointed by the 2006 Annual General Meeting. The auditors found the accounts to reflect a true and fair picture of the state affairs, without any qualification. Books of accounts were also maintained by HakiElimu for Policy Forum in 2006, the final year of such an arrangement. These too were audited by Grant Thornton and declared to be clean without qualification. As of 1 January 2007 Policy Forum will be responsible for managing its own administrative and financial affairs, and transition arrangements were addressed throughout the second half of 2006.

While overall the finance level performed very well, a number of challenges need to be addressed in 2007. These include improving efficiency and time management, strengthening management and linking of orders, invoices and payments, and providing higher level budget management reports and support. The finance unit will also need to assume a greater level of responsibility for strategic financial management, including overall budget preparation and scrutiny, fundraising and donor management, foreign exchange and bank management, and long term endowment planning for greater organizational sustainability and autonomy. A review of Finance and Administration systems planned for 2007 is expected to help in this direction.

5.5 Planning, Monitoring and Reporting

HakiElimu’s systems for planning, monitoring and reporting were found to be sound and used throughout 2006, with improvements made in several areas in the interest of greater clarity and accountability. The format for the Annual Plan, which uses a modified logical frame, was enhanced to include summaries to each section that outlined the program goal, key aims, and the main changes as compared to previous year. The ‘assumptions’ column from the logframe was also removed and instead replaced by a unified risk analysis and management section at the start of each unit. Overall, the number of outputs were reduced and consolidated, to enable greater depth and synergies across activities and units.

The Annual Plan was used to produce quarterly plans, which in turn guided fortnightly planning by units. Progress was monitored by staff led by managers, reported on at meetings twice a month, and reviewed in more depth in quarterly reviews. The processes and meetings were undertaken in a systematic and rigorous manner, and critical reflection was encouraged. The approach is participatory, and all except a few support staff are involved. These processes informed the Annual Retreat, which consisted of a comprehensive assessment review of the year against plans, identifying lessons learned, determining future priorities and using this information to prepare the subsequent annual plan and budget. This narrative report presents the culmination of the annual review process.

The main focus was on outputs and results, rather than activities and processes. Since timely completion of outputs has been a challenge, a tool has been used in recent years to assess individual, unit and organizational performance against targets. Throughout, feedback forms and specified indicators were used to verify whether intended objectives were met. However, while these tools have been helpful in guiding work and ensuring
Organizational Matters

accountability, improvements may be necessary in a number of areas. First, the link between outputs and outcomes needs to be strengthened, but is difficult because the latter are often longer term and ambitious, and specific attribution or causality is difficult to establish. Second, the monitoring documentation produced is voluminous and takes time to produce, which also makes it difficult to maintain consistent precision and quality. It would be well worth reflecting whether the mechanisms can be simplified and streamlined, without compromising on essential quality and accountability. Third, as several external facilitators, donor partners and others have observed, the overall scope, scale and volume of HakiElimu’s work is enormous. This may make it difficult to sustain, and potentially create an unhealthy strain on staff and the organization. While the 2007 Plan represents significant consolidation, a more radical reconsideration may be needed. These issues will form part of the process to develop the new four year (2008-2011) HakiElimu Program Strategy. The recruitment of a monitoring and evaluation officer in early 2007 is also expected to add organizational capacity to strengthen monitoring and evaluation in the organization.
Conclusion
Conclusion

The evidence presented in this report demonstrates that, overall, 2006 was a year of accomplishment for HakiElimu, despite significant constraints and challenges. Most of the work planned was completed, or in the final stages of completion. In some instances opportunities were seized to engage in work that was not planned but strategically useful to HakiElimu’s mission. Several activities that could not take place because of the interdiction placed by Government are at advanced stages of planning, which will make their implementation in 2007 easier. Overall, 91% of the planned budget was implemented.

Nonetheless, important lessons on how HakiElimu can strengthen its work and approach were also generated. A key observation, which can be readily seen from its annual workplan or detailed implementation matrix, is that the organization is doing far too many activities. While each activity is itself worthwhile, in sum they constitute an overwhelming workload that is difficult to perform with quality and on time. Moreover, the multitude of activities undermines the scope for connecting different strands of HakiElimu’s work – education quality and governance, access to information, freedom of expression, citizen engagement, budget transparency and accountability – into a synergetic whole. Consequently, the number of outputs in the 2007 workplan have been reduced by about a third through consolidation, streamlining and in some cases dropping a few activities. The overall workload however is still considerable, and the issue will need to be addressed fully in designing HakiElimu’s next four-year strategy.

Another clear lesson is the need to contribute to (re-)defining the meaning of education quality. As Tanzania has made tremendous strides in enrolling children into primary schools, and recently also into secondary schools, the question of what children are experiencing and gaining while at school has come into sharper relief. The emerging evidence is of great concern. The content of education, pedagogy, interaction between students and teachers, level of school safety, gender relations, access to libraries and forms of assessment used have not improved, and in fact may have gotten worse under recent reforms. Overall, while there may be a lot of schooling there is little actual learning. For many, seven or eleven years of schooling leaves them with little ability to read, write, think, analyze, question, create, take smart risks or innovate – all vital skills if they are to thrive in an increasingly globalizing world. For millions of children and parents the cherished promise of ‘education for all’ may in reality be a hollow hoax.

Increasingly, concern about education quality is shared by the public, the government and many experts. However, quality tends to be defined in terms of inputs, such as classrooms, books, pupil:teacher and pupil:book ratios, and numbers of certified teachers. As important as these are, HakiElimu’s experience and a number of new studies show that it is more important to examine the experience and learning outcomes of education. The key indicator is not the number of years of schooling but rather student capability. Capability here is defined not in terms of regurgitation of facts that can be temporarily obtained by teaching to the test, but in terms of the real skills and aptitudes that people require to grapple with new challenges of everyday life.
Conclusion

In 2007 HakiElimu will begin work in this direction, through a program of research, conceptual development, popular communication and public engagement. All units will contribute towards the quality education campaign using the slogan on its 2007 calendar, ‘elimu ni uwezo, siyo cheti’ (education is capability, not a certificate).

2007 is also a year of several key transitions at HakiElimu. First, as noted in the introduction, the long running clash with Government appears to have been substantively resolved in the meeting with the Prime Minister in February 2007. While a certain level of tension between the government and any advocacy organization such as HakiElimu is inevitable, the agreement reached recognizes the roles of each side and affirms the independence of civil society action. The resolution allows the organization to focus on its core tasks without the heavy encumbrance of state constraint at every turn. It remains to be seen how the resolution will be interpreted and implemented in practice, and whether pregnant possibilities for government-civil society cooperation towards mutual aims will take hold.

Second, the founding executive director of HakiElimu will step down in mid-2007. While this will pose inevitable challenges related to leadership transition, it also allows for new ideas and the development of areas that need strengthening. In anticipation, the organization has been working on a broad range of areas since 2006, including board and staff development, greater delegation of responsibilities and authority, broadening networking, strengthening policies and systems, deepening monitoring and analysis of feedback, and documenting lessons. The idea is to develop an organization with greater leadership depth and effectiveness, which builds on a demonstrated culture of strategic thinking and action, reflection and learning.

Third, the current four-year strategy will end in December 2007, and the next four-year program for 2008 to 2011 will be developed after an external evaluation. This provides a useful moment to step back and take stock of achievements, challenges and lessons – and to use these to chart the way forward. One aspect regarding quality of education has already been noted above. In addition, the development of the new strategy also provides an opportunity to examine elements of program philosophy and content, approach and method, partnerships, and organizational systems, culture and staffing. The recruitment schedule of the new executive director has been consciously planned to enable both the current and new leaders to contribute to the development of the new strategy.

These three transitions provide both a challenge and an opportunity for HakiElimu. We are confident that we have the commitment, skill, rigor and support to take us through the process to make HakiElimu a more effective organization in the coming years. The feedback we receive everyday – from ordinary and extraordinary people across Tanzania – is reason and motivation enough to continue playing our part to improve education and deepen democracy in our country.
Financial Statements

This section contains only excerpts.
The complete audit report and accounts are available at “www.hakielimu.org”
AUDITORS’ REPORT TO THE MEMBERS OF HakiElimu

FINANCIAL STATEMENTS FOR THE YEAR ENDED 31 DECEMBER 2006

We have audited the financial statements of Haki Elimu as set out on pages 6 to 17 for the year ended 31 December 2006.

Respective responsibilities of Directors and Auditors
As described on pages 4, the directors are responsible for the preparation of the financial statements. Our responsibility is to form an independent opinion, on those statements and to report our opinion to you.

Basis of opinion
We conducted our audit in accordance with International Standards on Auditing. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free of material misstatement.

An audit includes examining on a test basis, evidence supporting the amounts and disclosures in the financial statements. An audit also includes assessing the accounting principles used and significant estimates made by management, as well as evaluating the overall presentation of the financial statements. We believe that our audit provides a reasonable basis for our opinion.

Opinion
In our opinion, the financial statements give a true and fair view of the state of affairs of the organization as at 31 December 2006 and of its surplus and cash flows for the year then ended in accordance with the International Financial Reporting Standards and comply with the Companies Act 2002.

Murtaza Nasser
Audit Partner

Grant Thornton
Certified Public Accountants in Public Practice
Dar es salaam

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E info@mbn.co.tz

Tanzanian Member of Grant Thornton International

Date: 22 March 2007
HakiElimu

INCOME STATEMENT FOR THE YEAR ENDED 31 DECEMBER 2006

<table>
<thead>
<tr>
<th>Notes</th>
<th>2006 (Shs.000)</th>
<th>2005 (Shs.000)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Revenue</strong></td>
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</tr>
<tr>
<td>Revenue Grants</td>
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<td>1,599,730</td>
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<td>Release of capital grant</td>
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<td>62,782</td>
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<td>Release of deferred grant</td>
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<td>649,252</td>
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<td>Consultancies and reimbursements</td>
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<td>Interest income</td>
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<td>Foreign exchange gain</td>
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<td>Other income</td>
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<td>92,294</td>
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<td>Grant income pending disbursement</td>
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<td>(290,585)</td>
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<td><strong>Total</strong></td>
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<td><strong>Expenditure</strong></td>
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<tr>
<td>Community governance</td>
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</tr>
<tr>
<td>Media</td>
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<td>498,431</td>
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<tr>
<td>Information access</td>
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<td>422,149</td>
</tr>
<tr>
<td>Citizen engagement</td>
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<td>95,030</td>
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<tr>
<td>Policy analysis and advocacy</td>
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<td>130,070</td>
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<td>Institutional governance</td>
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<td>106,589</td>
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<tr>
<td>Allocated to freplay radio initiative</td>
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<td>151,397</td>
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<td>Program and support staff</td>
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<td>446,512</td>
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<tr>
<td>Running costs</td>
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<td>108,220</td>
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<tr>
<td>Depreciation</td>
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<td>62,782</td>
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<tr>
<td>Loss on disposal of assets</td>
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<tr>
<td><strong>Total</strong></td>
<td></td>
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<tr>
<td><strong>Surplus for the year</strong></td>
<td>3</td>
<td>310,315</td>
</tr>
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</table>
### HakiElimu

**BALANCE SHEET AS AT 31 DECEMBER 2006**

<table>
<thead>
<tr>
<th>Notes</th>
<th>2006 (Shs.000)</th>
<th>2005 (Shs.000)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>ASSETS</strong></td>
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<td></td>
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<tr>
<td>Non – Current assets</td>
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<td></td>
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<tr>
<td>Property and Equipment</td>
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<td>295,589</td>
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<tr>
<td>Current assets</td>
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<td></td>
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<tr>
<td>Other receivables</td>
<td>5</td>
<td>13,344</td>
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<tr>
<td>Cash and cash equivalents</td>
<td>6</td>
<td>2,350,605</td>
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<tr>
<td></td>
<td></td>
<td>2,363,949</td>
</tr>
<tr>
<td><strong>Total assets</strong></td>
<td></td>
<td>2,659,538</td>
</tr>
</tbody>
</table>

| **EQUITY AND LIABILITIES** | | |
| Capital grants and accumulated fund | | |
| | | |
| Reserves | | |
| Accumulated funds | 6 | 688,806 | 378,491 |
| Capital grant | 7 | 295,589 | 330,693 |
| | | 984,395 | 709,184 |
| Current liabilities | | |
| Deferred grants | 8 | 1,249,870 | 1,608,537 |
| Other payables | 9 | 414,706 | 256,714 |
| Social welfare fund | 10 | 10,567 | 7,867 |
| | | 1,675,143 | 1,873,118 |
| **Total equity and liabilities** | | 2,659,538 | 2,582,302 |

Chairperson

Executive Director

Date

HakiElimu Annual Report 2006
HakiElimu

NOTES TO THE FINANCIAL STATEMENTS FOR THE YEAR ENDED 31 DECEMBER 2006

15. BUDGET AND ACTUAL EXPENDITURE COMPARISON

<table>
<thead>
<tr>
<th>Account description</th>
<th>Budget Tzs '000</th>
<th>Actual Tzs '000</th>
<th>Actual/Budget</th>
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<tbody>
<tr>
<td>1.1 Media</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Quality Journalism</td>
<td>57,100</td>
<td>47,436</td>
<td>83</td>
</tr>
<tr>
<td>Sponsorship to key media programs</td>
<td>68,020</td>
<td>42,040</td>
<td>62</td>
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<tr>
<td>Newspaper monitoring</td>
<td>5,075</td>
<td>2,979</td>
<td>59</td>
</tr>
<tr>
<td>Media spots, Films &amp; Billboards</td>
<td>425,780</td>
<td>403,358</td>
<td>95</td>
</tr>
<tr>
<td>Support to units to use media</td>
<td>6,900</td>
<td>1,990</td>
<td>29</td>
</tr>
<tr>
<td>Technical assistance</td>
<td>10,000</td>
<td>628</td>
<td>6</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>572,875</strong></td>
<td><strong>498,431</strong></td>
<td><strong>87</strong></td>
</tr>
</tbody>
</table>

1.2. Information Access

<table>
<thead>
<tr>
<th>Account description</th>
<th>Budget Tzs '000</th>
<th>Actual Tzs '000</th>
<th>Actual/Budget</th>
</tr>
</thead>
<tbody>
<tr>
<td>Library</td>
<td>12,730</td>
<td>10,180</td>
<td>80</td>
</tr>
<tr>
<td>Popular publications</td>
<td>226,180</td>
<td>210,920</td>
<td>93</td>
</tr>
<tr>
<td>Public competitions</td>
<td>4,200</td>
<td>3,673</td>
<td>87</td>
</tr>
<tr>
<td>Information dissemination</td>
<td>198,000</td>
<td>187,278</td>
<td>95</td>
</tr>
<tr>
<td>Technical assistance</td>
<td>17,500</td>
<td>10,098</td>
<td>58</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>458,610</strong></td>
<td><strong>422,149</strong></td>
<td><strong>92</strong></td>
</tr>
</tbody>
</table>

1.3. Citizen engagement

<table>
<thead>
<tr>
<th>Account description</th>
<th>Budget Tzs '000</th>
<th>Actual Tzs '000</th>
<th>Actual/Budget</th>
</tr>
</thead>
<tbody>
<tr>
<td>Conceptual development</td>
<td>46,100</td>
<td>37,136</td>
<td>81</td>
</tr>
<tr>
<td>Recruitment and Information provision</td>
<td>28,100</td>
<td>23,430</td>
<td>83</td>
</tr>
<tr>
<td>Citizen organizing &amp; action</td>
<td>27,440</td>
<td>25,291</td>
<td>92</td>
</tr>
<tr>
<td>Policy monitoring &amp; accountability</td>
<td>10,200</td>
<td>1,155</td>
<td>11</td>
</tr>
<tr>
<td>Communicating Views</td>
<td>18,870</td>
<td>3,086</td>
<td>16</td>
</tr>
<tr>
<td>Technical assistance on CE activities</td>
<td>15,000</td>
<td>4,932</td>
<td>33</td>
</tr>
<tr>
<td>Monitoring and evaluation</td>
<td>900</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>146,610</strong></td>
<td><strong>95,030</strong></td>
<td><strong>65</strong></td>
</tr>
</tbody>
</table>

1.4. Policy Advocacy

<table>
<thead>
<tr>
<th>Account description</th>
<th>Budget Tzs '000</th>
<th>Actual Tzs '000</th>
<th>Actual/Budget</th>
</tr>
</thead>
<tbody>
<tr>
<td>Quality of education analysis</td>
<td>44,140</td>
<td>11,953</td>
<td>27</td>
</tr>
<tr>
<td>Governance</td>
<td>27,940</td>
<td>22,557</td>
<td>81</td>
</tr>
<tr>
<td>Poverty and budgets</td>
<td>14,600</td>
<td>7,835</td>
<td>54</td>
</tr>
<tr>
<td>Support to CSO</td>
<td>77,110</td>
<td>67,692</td>
<td>88</td>
</tr>
<tr>
<td>Technical assistance</td>
<td>20,000</td>
<td>20,033</td>
<td>100</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>183,790</strong></td>
<td><strong>130,070</strong></td>
<td><strong>71</strong></td>
</tr>
</tbody>
</table>

1.6 Institutional Governance

<table>
<thead>
<tr>
<th>Account description</th>
<th>Budget Tzs '000</th>
<th>Actual Tzs '000</th>
<th>Actual/Budget</th>
</tr>
</thead>
<tbody>
<tr>
<td>AGM and board</td>
<td>1,830</td>
<td>1,027</td>
<td>56</td>
</tr>
<tr>
<td>Planning and monitoring</td>
<td>30,750</td>
<td>39,809</td>
<td>129</td>
</tr>
<tr>
<td>Overall management</td>
<td>150</td>
<td>56</td>
<td>37</td>
</tr>
<tr>
<td>Strategic leadership</td>
<td>500</td>
<td>237</td>
<td>47</td>
</tr>
<tr>
<td>Staff learning</td>
<td>65,770</td>
<td>46,613</td>
<td>71</td>
</tr>
<tr>
<td>External financial audit (Note 1)</td>
<td>8,000</td>
<td>18,847</td>
<td>235</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>107,000</strong></td>
<td><strong>106,589</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

**Freeplay radio initiative**                              |                 | 151,397         |               |

Grand Total Programs                                       | **1,468,885**   | **1,403,666**   | **96**        |
NOTES TO THE FINANCIAL STATEMENTS FOR THE YEAR ENDED 31 DECEMBER 2006

15. BUDGET AND ACTUAL EXPENDITURE COMPARISON (Continued)

<table>
<thead>
<tr>
<th>Account description</th>
<th>Budget Tzs '000</th>
<th>Actual Tzs '000</th>
<th>Actual/Bdgt %</th>
</tr>
</thead>
<tbody>
<tr>
<td>2. Staff costs and benefits</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Salaries and allowances</td>
<td>359,685</td>
<td>292,317</td>
<td>81</td>
</tr>
<tr>
<td>Health Insurance / Staff lunch</td>
<td>37,080</td>
<td>41,156</td>
<td>111</td>
</tr>
<tr>
<td>Gratuity (10% of gross salary)</td>
<td>35,969</td>
<td>30,390</td>
<td>84</td>
</tr>
<tr>
<td>Staff Welfare fund(employer cont’bn)</td>
<td>14,640</td>
<td>14,640</td>
<td>100</td>
</tr>
<tr>
<td>Misc staff costs</td>
<td>2,000</td>
<td>2,602</td>
<td>130</td>
</tr>
<tr>
<td>Provision for leave</td>
<td>-</td>
<td>20,295</td>
<td></td>
</tr>
<tr>
<td>PPF</td>
<td>-</td>
<td>45,112</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>449,374</strong></td>
<td><strong>446,512</strong></td>
<td><strong>99</strong></td>
</tr>
<tr>
<td>3. Equipment</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Motor vehicles</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Computer equipment and accessories</td>
<td>42,170</td>
<td>17,441</td>
<td>41</td>
</tr>
<tr>
<td>Photocopiers and other equipments</td>
<td>12,020</td>
<td>8,279</td>
<td>69</td>
</tr>
<tr>
<td>Furniture</td>
<td>6,452</td>
<td>1,958</td>
<td>30</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>60,642</strong></td>
<td><strong>27,678</strong></td>
<td><strong>45</strong></td>
</tr>
<tr>
<td>4. Program running costs</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Office Repair and maintenance</td>
<td>15,280</td>
<td>11,761</td>
<td>77</td>
</tr>
<tr>
<td>Staff recruitment</td>
<td>5,500</td>
<td>5,440</td>
<td>99</td>
</tr>
<tr>
<td>Electricity water and other utilities</td>
<td>7,400</td>
<td>10,223</td>
<td>138</td>
</tr>
<tr>
<td>Vehicle running and maintenance</td>
<td>9,760</td>
<td>10,000</td>
<td>102</td>
</tr>
<tr>
<td>Communicatations (tel, fax, email/internet, postage)</td>
<td>30,340</td>
<td>27,038</td>
<td>89</td>
</tr>
<tr>
<td>IT Support</td>
<td>4,880</td>
<td>3,252</td>
<td>67</td>
</tr>
<tr>
<td>Insurance (Vehicles, Building, and Equipment)</td>
<td>4,000</td>
<td>5,413</td>
<td>135</td>
</tr>
<tr>
<td>Security and cleaning services</td>
<td>18,230</td>
<td>18,260</td>
<td>100</td>
</tr>
<tr>
<td>Stationery and supplies</td>
<td>17,080</td>
<td>9,861</td>
<td>58</td>
</tr>
<tr>
<td>Office drinking water, coffee, tea</td>
<td>4,400</td>
<td>3,250</td>
<td>74</td>
</tr>
<tr>
<td>Bank / Legal fees and charges</td>
<td>5,000</td>
<td>3,722</td>
<td>74</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>121,870</strong></td>
<td><strong>108,220</strong></td>
<td><strong>89</strong></td>
</tr>
<tr>
<td>5. Unanticipated contingency</td>
<td><strong>65,000</strong></td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>GRAND TOTAL EXPENDITURE</td>
<td><strong>2,165,771</strong></td>
<td><strong>1,986,076</strong></td>
<td><strong>91</strong></td>
</tr>
</tbody>
</table>

Note 1: The actual audit fees includes payment for 2005 audit and provision made for 2006 audit.
**HakiElimu Strategic Frame (2006)**

**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 works 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.

**STRATEGIC GOALS:**
Overall: HakiElimu supports citizens to be informed, organize and engage to make a difference in education and democracy

**Strategic Outcomes**
1. Ordinary citizens are informed, aware, debating and taking action to hold government accountable and bring change in education and democracy.
2. There is broader, more imaginative public debate on education and democracy issues.
3. Government and other public institutions are beginning to be more responsive to citizens’ views and demands.

**PROGRAMS:**

**MEDIA**
Unit Purpose: The actual situation of and voices of ordinary people regarding education and democracy is investigated and independently reported, and this has led to greater awareness, accountability and policy and public action.

**INFORMATION ACCESS**
Unit purpose: Key audiences, Friends of Education and the wider public in every district in Tanzania are better informed on education and democracy rights, policies and developments, and broader, more creative and vigorous public debate on these issues is generated.

**CITIZEN ENGAGEMENT**
Unit Purpose: Ordinary citizens of Tanzania, including the poor and other historically disadvantaged people, are better informed, reflecting, debating, organizing and taking action to improve education and democracy.

**POLICY ANALYSIS AND ADVOCACY**
Unit Purpose: Independent analyses of major education, democracy and related policy issues are undertaken, key policy processes are more open, transparent and accountable to public concerns (particularly of historically disadvantaged groups); and strategic effectiveness of civil society policy engagement has improved.

**Outcomes**

**1.1 Quality Journalism:**
Quality and Quantity of media coverage of education, governance and related issues increased, with an emphasis on perspectives of ordinary people, especially marginalized, to inform public, stimulate national debate and spur action.

**1.2 Media Programs:**
At least 4 weekly Radio/ TV programs enable ordinary people, especially marginalized, to air their views, stimulate national debate and influence national debate.

**1.3 Newspaper Monitoring:**
Newspapers systematically monitored for coverage of education, democracy and related issues, relevant articles clipped, displayed daily and filed so to inform HakiElimu and partners.

**1.4 Media Spots, Films and Billboards:**
TV and Radio Spots, short films, billboards developed, broadcast and distributed to promote public debate and generate action throughout Tanzania.

**1.5 Support to Units to Use Media:**
Other units supported to use media effectively to share and disseminate.

**Outcomes**

**2.1 Library Key Information:**
Education, democracy and related issues collected, organized and made available to staff, board, members and key partners so that they are well informed.

**2.2 Popular Publications:**
High quality, popular publications on education, democracy and related issues developed and made available to ordinary people to foster debate.

**2.3 Public Competitions:**
Public debate fostered and public views gained through national competitions.

**2.4 Information Dissemination and Feedback:**
HakiElimu popular publications and relevant publications provided to inform ordinary people on quality education and governance.

**Outcomes**

**3.1 Conceptual Communication:**
Greater understanding of Friends of Education concept, rights and responsibilities of HakiElimu, Friends among 30% of all Friends, and 5% of other citizens.

**3.2 Recruitment and Information Provision:**
A diverse group of Friends are strategically recruited, recorded in the Friends database and provided with relevant information.

**3.3 Citizen Organizing and Action:**
Friends and other citizens are organizing and taking action to bring change in education and democracy.

**3.4 Policy Monitoring and Accountability:**
Friends and other citizen groups account for increased transparency and accessible information.

**3.5 Communicating views and lessons:**
Information received and lessons learned from Friends and other citizens broadly shared and disseminated.

**Outcomes**

**4.1 Education:**
Analysis of quality education undertaken in primary and secondary education undertaken, and greater access to information advocated for improvement.

**4.2 Governance:**
Analysis of local governance undertaken and advocated for increased citizen participation in access to information and accountability.

**4.3 Poverty and Budgets:**
Analysis of budgets undertaken and advocated for increased transparency and access to budgets.

**4.4 Actively supported HakiElimu and selected Civil Society coalitions to exchange information, stimulate, debate, and advance common goals, with particular emphasis on the interests of historically disadvantaged.**
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 works 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.

“Leadership may be good or bad, or indifferent, but if the people are awake and aware of themselves it will not for long be completely unrepresentative of the attitudes in the society”

Julius K Nyerere
Founding President 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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