



THE UNITED REPUBLIC OF TANZANIA

POVERTY MONITORING MASTER PLAN

DAR-ES-SALAAM

DECEMBER 2001

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List of abbreviations

AIDS	Acute Immune Deficiency Syndrome
AMMP	Adult Morbidity and Mortality Project
ARI	Acute Respiratory Infection
CBO	Community-based Organisation
CSO	Civil Society Organisation
CSPD	Child Survival, Protection and Development
CTI	Confederation of Tanzanian Industries
CWIQ	Core Welfare Indicators Questionnaire
DEO	District Education Officer
DHS	Demographic and Health Survey
DMO	District Medical Officer
DPS	Deputy Permanent Secretary
DPT	Diphtheria, Pertussis and Tetanus
EASTC	East African Statistical Training Centre
EMIS	Education Management Information System
ESRF	Economic and Social Research Foundation
GDP	Gross Domestic Product
GoT	Government of Tanzania
HBS	Household Budget Survey
HIV	Humane immune deficiency virus
HMIS	Health Management Information System
HSR	Health Sector Reform
ICT	Information and Communication Technology
ILO	International Labour Organisation
IMTC	Inter-Ministerial Technical Committee
IPEC	International Programme for the Elimination of Child Labour
Km	Kilometre
LFS	Labour Force Survey
LG	Local Government
LGA	Local Government Authority
LG M&E	Local Government Monitoring and Evaluation System
LGR	Local Government Reform
LGRP	Local Government Reform Programme
M&E	Monitoring and Evaluation
MCDWAC	Ministry of Community Development, Women and Children Affairs
MCH	Maternal and Child Health
MoAF	Ministry of Agriculture and Food Security
MoEC	Ministry of Education and Culture
MoH	Ministry of Health
MoW	Ministry of Works
MTEF	Medium Term Expenditure Framework
MTUHA	See HMIS
NACP	National AIDS Control Programme
NBS	National Bureau of Statistics

NGO	Non-Governmental Organisation
NMS	National Master Sample
NPED	National Poverty Eradication Division (VPO)
NPES	National Poverty Eradication Strategy
NPMS	National Poverty Monitoring System
NSSS	National Sentinel Surveillance System
PER	Public Expenditure Review
PMS	Poverty Monitoring System
PO-PP	President's Office, Planning and Privatisation
PO-RALG	President's Office, Regional Administration and Local Government
PPA	Participatory Poverty Assessment
PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
PS	Permanent Secretary
R&A	Research and Analysis
RDS	Routine Data System(s)
REO	Regional Education Officer
REPOA	Research on Poverty Alleviation
RMO	Regional Medical Officer
Std	Standard
TAS	Tanzania Assistance Strategy
TASAF	Tanzania Social Action Fund
TCCIA	Tanzania Chamber of Commerce, Industry and Agriculture
TIC	Tanzania Investment Centre
TNBC	Tanzania National Business Council
TRA	Tanzania Revenue Authority
TSED	Tanzania Socio-Economic Database
TSh	Tanzanian Shillings
TWG	Technical Working Group
UDSM	University of Dar es Salaam
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
URT	United Republic of Tanzania
USA	United States of America
USAID	United States Agency for International Development
VA	Verbal Autopsy
VEO	Village Executive Officer
VPO	Vice-President's Office
WDC	Ward Development Committee
WEO	Ward Education Officer
WEO	Ward Executive Officer
WSDB	Water and Sanitation Database

Chapter 1 Introduction

1.1 The importance of monitoring poverty

There is a growing demand for data and information for effective monitoring and evaluation of poverty eradication in Tanzania. This demand emerged after the adoption of the Government's National Poverty Eradication Strategy (NPES) in 1997, became more pronounced in the drafting process of the Tanzania Assistance Strategy (TAS) and has grown further with the development of the Poverty Reduction Strategy Paper (PRSP).

There is need to determine if activities implemented under these strategies are indeed improving the welfare of poor people. The targets set in the NPES and the PRS are ambitious, although not impossible to achieve. In order to ensure these targets are met, resources for development should be used in the most effective and efficient way possible. This calls for accurate and timely data and information. Reliable information on poverty trends will help policy makers to adjust the strategies and to make them ever more effective and efficient.

To ensure the availability of timely and reliable evidence on poverty, a comprehensive poverty monitoring system has been designed. The system is described in this poverty monitoring master plan. Implementation of the poverty monitoring master plan will ensure that data and information on poverty are collected, analysed and disseminated. It will enable policy makers to assess progress under the Poverty Reduction Strategy and to take appropriate action on this basis.

The poverty monitoring system will make data and information available at national as well as local government levels. Because of the latter, the system will also contribute significantly to the local government reform process. The poverty monitoring system also puts emphasis on dissemination and access to information, thus contributing to fuller participation of citizens in the national dialogue on poverty reduction.

1.2 Recent experience with poverty monitoring

A lot of data and information related to poverty is already being collected, analysed and disseminated in Tanzania. However, there has been a lack of coordination in these activities. As a result, data collection has mostly been ad hoc, leading to duplication in some cases and neglect in others. There has been poor communication between data producers and users, and some long delays in the analysis of existing data. Data and information is also insufficiently used by policy and decision makers in government. Basing policy and decision making more firmly on available evidence is a major challenge for the years to come.

Over the past three of four years there have been a number of initiatives which were directed towards the establishment of an integrated poverty monitoring system. These include the comprehensive exercise of compiling a list of Poverty

and Welfare Monitoring Indicators and the development of the Tanzania Socio-Economic Database, with a specific module on poverty. Work carried out to establish a poverty baseline for Tanzania has also helped to prepare the ground for a more systematic approach to poverty monitoring. Other processes, such as developing the Tanzania Assistance Strategy (TAS), the Public Expenditure Review (PER), the Medium Term Expenditure Framework (MTEF) and the Poverty Reduction Strategy Paper (PRSP) have given a boost to the development of a poverty monitoring system.

An exercise that has laid a strong foundation for the development of the poverty monitoring system is the drafting of a list of poverty and welfare indicators, coordinated by the Vice President's Office (URT/VPO, 1999). It involved a thorough consultative process, and resulted in an annotated list of 76 indicators, which are considered to be of key importance for monitoring poverty and welfare in Tanzania. The list has been a useful reference during the selection of core indicators for poverty monitoring in the context of the PRSP.

Another important element of Tanzania's poverty monitoring system is the Tanzania Socio-Economic Database (TSED). This database aims to provide easy, user-friendly access to data on a range of socio-economic indicators and has a special focus on poverty-related indicators. A first release of the database was launched in May 2001. TSED will serve as the repository for data generated by the poverty monitoring system and will thus be an invaluable part of it.

Efforts at monitoring trends in poverty were until recently seriously hampered by the absence of a poverty baseline against which progress can be assessed. This is particularly the case for indicators on income poverty. The National Bureau of Statistics have carried out analyses on the 1991/92 and the 2000/2001 Household Budget Surveys in order to determine a poverty line for the country and to establish up to date estimates for income poverty indicators. These figures will serve as the baseline against which progress under the PRS will be measured.

1.3 PRSP and poverty monitoring

The Poverty Reduction Strategy Paper provides a coherent framework for Tanzania's poverty reduction efforts. It provides an opportunity to adopt a more systematic approach to monitoring and evaluating the impact of Tanzania's fight against poverty. This approach will help to ensure that the targets set in the strategy are met and that progress is made towards the ambitious goals of the National Poverty Eradication Strategy. The poverty monitoring system described in this master plan will provide the data and information required for M&E of the PRS.

As part of the PRSP drafting process, a short list of core indicators was drawn up and limited consideration was given to monitoring and evaluation of the strategy. Ideas were shared on existing and new data sources necessary to fill the data

requirements of the PRSP, on institutional arrangements and cost implications. However, due in part to the short time frame available, the PRSP left many aspects of the design of an M&E strategy undecided. Once the PRSP was completed, the government gave high priority to the elaboration of a poverty monitoring system and emphasized that the system would have to cover the broad range of generation, analysis, storage and dissemination of information required to track trends in poverty.

Consultations took place to deliberate on the appropriate institutional framework for poverty monitoring. Consensus was reached and the institutional framework agreed is described in chapter 3. Agreement was also reached to produce a costed work programme for poverty monitoring, that will serve as the guiding document for poverty monitoring in Tanzania. This will be the framework for budget allocations from government and contributions from development partners towards poverty monitoring.

1.4 Overview of the poverty monitoring system

Tanzania is moving towards a co-ordinated national-level approach to data and information collection, analysis and dissemination. It is seeking to move away from single-purpose information generation, towards a multi-purpose and interlinked approach at the national level. For example, there is a move to link key questions, which reveal purposeful information about poverty, across national surveys such as the HBS and Census to avoid duplication and seek added value. This is all part of Tanzania's attempt to generate more comprehensive and coordinated information, thus diminishing unit costs by reducing ad hoc, single purpose research. In the past, ad hoc, single purpose research was heavily driven by donors and the agendas of individual Government agencies. The result has been a strong need for improved coordination, as well as better analysis and use of data sets.

The overall approach to poverty monitoring will emphasise combined methods. Combined methods will seek ways of linking quantitative and qualitative information and analysis. This can, and should, reveal new insights for policy makers. The basic cornerstone of the approach is that quantitative and qualitative information will interrogate each other, providing opportunities for trends and issues to be more deeply explored, for "why" questions to be addressed, and for policy assumptions to be scrutinized. This should enable greater depth to be given to basic statistical findings.

How will this be implemented? National surveys will be carried out and will generate statistical information at a national and in some cases at sub-national level. Administrative data from local government, sector ministries and sentinel sites will provide a wealth of sub-national data and will provide the basis for comparison with the national survey findings. In-depth research and analysis will address the "why" questions about trends. Participatory Poverty Assessments

will be key in ensuring the views and perspectives of the poor are fed through to policy makers.

Key elements of the poverty monitoring system include the following:

- *Definition of information needs:* A core set of indicators, as well as agreement on the priorities for gathering information which cannot be captured in pre-determined indicators. The information needs are outlined in chapter 2.
- *Institutional framework:* A national poverty monitoring steering committee and four technical working groups. The institutional framework is further described in chapter 3.
- *Data collection instruments:* These are grouped into two categories. One contains household surveys and the census. Chapter 4 describes the multi-year survey programme of the National Bureau of Statistics. The second category consists of routine data systems. The existing routine data systems and plans for improvement are outlined in chapter 5.
- *Research priorities:* Research questions will guide the generation of information not adequately covered by surveys, census and routine data sources. This will address qualitative information needs and evaluation questions. The research and analysis programme, which consists of focused studies, analyses and participatory poverty assessments, is described in chapter 6.
- *Dissemination plan:* This describes the main users of the data and information generated by the poverty monitoring system and the channels through which information can best be made available to them. Important dissemination channels include the Tanzania Socio-Economic Database (TSED) and Tanzania Online. The dissemination plan is described in chapter 7.
- *Capacity building:* plans for enhancing the capacity of key actors in poverty monitoring. Ideas for this are outlined in each chapter.
- *Costings:* Chapter 8 contains the budget for poverty monitoring from 2001/02 to 2003/04.
- *A joint funding mechanism:* this is also outlined in chapter 8.

Key outputs of the poverty monitoring system will include:

- An Annual Report on Poverty and Human Development – providing an overview of progress towards the PRSP targets and presenting the findings of the research and analysis programme, indicating causes behind the observed trends in the indicators
- A popular version of the Annual Report on Poverty and Human Development
- Reports on surveys, studies and analyses, in publications and electronically through Tanzania Online
- Updates of TSED, the Tanzania Socio-Economic Database
- Policy Briefings: specific issue papers emerging from the evidence generated by the system

This Master Plan will be updated annually and will be a rolling plan similar to the MTEFs and the PRSP itself. Working groups will review activities annually and

make adjustments. Approval for adjustments will be considered by the National Poverty Monitoring Steering Committee. The setting of annual priorities will be guided by the annual PRS Progress Report and the 'deliverables' it specifies. In case of budget shortfalls, the priorities specified in the PRS Progress Report will have the first call on the poverty monitoring budget.

Chapter 2 Information needs for pro-poor policy and decision making

2.1 *An overview of information needs*

To reduce poverty, a wide-range of actors must make informed choices. To do this they need information about poverty, how it is changing and what causes these changes. The Government, as regulator and facilitator, needs information for informed policy and decision-making on poverty-related matters. Local authorities, civil society, and politicians also need information to set priorities and to guide implementation of poverty reduction efforts. The people need information to assess how effective government is in reducing poverty and to take action accordingly.

Information on the status of poverty and how it differs by gender, locality, and other factors helps to inform the design of strategies to reduce poverty. It assists with the identification of those people and areas that are most disadvantaged and therefore require priority attention. Evidence on changes in poverty is important to assess whether the country is on track to achieve the targets set in the PRSP. It is not enough to measure progress at country level. We need disaggregated information on progress, for example by gender, by location, by district, and by age group. Evidence on progress towards the targets will indicate if there are adjustments to be made in the poverty reduction strategy.

Poverty status and progress towards the targets can be measured making use of the indicators identified in the PRSP. Section 2.2 below provides an overview of the PRSP indicators, adding a few which have been identified since the drafting of the PRSP. The PRSP indicators will be measured through the multi-year survey programme described in chapter 4 and the routine data systems described in chapter 5. The research and analysis programme (described in chapter 6) will provide analysis of data sets to further enhance the poverty profile and poverty trends.

Not all information required for pro-poor policy and decision making can be obtained through measuring pre-determined indicators. Where we have less knowledge about an issue, such as vulnerability, it is difficult to choose the most pertinent indicator. In this case, explorative research is needed rather than the measurement of an indicator. The measurement of indicators alone also does not make it possible to determine the causes of any observed changes in poverty. The measurement of indicators shows how poverty is changing, for the country as a whole and for different geographical areas and population groups. But it does not show why these changes occur. It does not tell if changes are due to the poverty reduction strategy or other factors. Additional information is required to address this information need. This will be addressed through the research and analysis programme, which will coordinate research on the poverty profile, structural causes of poverty and inequality, and the impact of strategies.

Information about outcomes and impact of actions on poverty needs to be linked to resource allocations. Monitoring of inputs is important to assess whether the commitments made in the PRSP translate into higher allocations for the priority sectors and, within those, the priority budget lines for poverty reduction. This assessment needs to take place at central and local government levels. To this end, the poverty monitoring system will link to the monitoring of resource allocations and expenditure through the budgeting, PER and MTEF processes.

Although a comprehensive poverty monitoring system would indeed be very elaborate, a balance must be struck between comprehensiveness, affordability and manageability. In Tanzania, there are considerable resource and capacity constraints, so difficult choices have to be made about priority information to be generated and analyzed. The poverty monitoring system outlined in this Master Plan has made strategic choices in terms of priority indicators and research priorities. In subsequent reviews of the Master Plan, these priorities will be assessed.

2.2 Indicators for poverty monitoring

Monitoring the implementation of the poverty reduction strategy and its impact requires measurement of indicators at different levels.

- *Impact indicators* - describe progress towards the overall objective of the strategy.
- *Outcome indicators* - refer to intermediate targets, the achievement of which is more closely related to the array of actions brought together under the Poverty Reduction Strategy.
- *Proxy indicators* - are indicators that can provide estimates for impact and outcome indicators that are difficult and expensive to measure. They are known to correlate strongly with the more difficult to measure indicators. An example is the use of asset ownership as a proxy indicator for income poverty.
- *Performance or output indicators* - track the progress in the action programme specified in the PRSP more directly
- *Input indicators* - assess if sufficient resources are provided in a timely manner for the implementation of the PRS. Both resource allocation and expenditure need to be monitored, for central and local government.

Tanzania's poverty monitoring system emphasizes measurement of impact, outcome and proxy indicators. The tracking of output indicators is adequately covered in the sector programmes, which have monitoring mechanisms in place for this purpose. Input indicators, covering budget allocation and budget execution, are defined and monitored in the PER/MTEF framework. In analyzing progress under the PRS, cross-reference will be made to output monitoring in the sectors and input monitoring in the PER/MTEF process.

The Vice-President's Office list of Poverty and Welfare Monitoring Indicators (URT/VPO, 1999) was used as a reference document in the selection of indicators for the Poverty Monitoring System. This list, based on extensive consultations, contains many of the required impact and outcome indicators. These indicators have been incorporated into the Tanzania Socio-Economic Database (TSED), which contains a wider set of indicators. The priority impact and outcome indicators identified in this Master Plan draw to a large extent on the VPO list and on the indicators contained in TSED.

As part of the PRSP drafting process, a short list of core indicators has been drawn up. The selection of this list of indicators was guided by three main considerations. First of all, only indicators for which a baseline estimate exists or will soon be available were selected. Secondly, only indicators for which we can expect at least one additional estimate during the implementation period of the first PRSP (2000-2003) were selected. Finally, priority was given to indicators for which it can be reasonably expected that the PRSP could have some measurable impact in the space of three years were selected. However, it was felt that for a balanced view of the status of poverty, several slow-moving impact indicators also had to be included.

During the drafting of the poverty monitoring master plan, discussions on indicators were held in the technical working groups, particularly the surveys and census and the routine data groups. This resulted in some minor adjustments in the PRSP indicators and some additional indicators, which were felt to be crucial for the assessment of progress under the PRSP. Additions were made, for example, on employment and on extreme vulnerability.

The indicators which will be used for poverty monitoring and PRSP progress reporting are given in the table below. The indicators are categorized according to the logical framework of the PRSP. Indicators in italics were added after the PRSP drafting was complete. Indicators marked with * have been altered slightly since the PRSP. It is important to point out that the multi-year survey programme, the routine data systems and the research and analysis programme will result in estimates of a much wider range of indicators than is highlighted here. However, the indicators presented in the table below constitute the core minimum set on which data will be generated.

Wherever possible, estimates of indicators will be disaggregated by gender. Those indicators measured through household surveys will generally be disaggregated by rural/urban location and occasionally by region. Indicators measured through the Census or through routine data sources will result in estimates disaggregated up to district level.

Poverty Monitoring Indicators

Income poverty
Headcount ratio – basic needs poverty line
Headcount ratio – basic needs poverty line (rural)
Headcount ratio – food poverty line
Asset ownership (as proxy for income poverty)
<i>Proportion of working age population not currently employed</i>
Overall GDP growth per annum
GDP growth of agriculture per annum
Percentage of rural roads in maintainable condition (good and fair condition)*
Human capabilities
Girl/boy ratio in primary education
Girl/boy ratio in secondary education
Transition rate from primary to secondary
Literacy rate of population aged 15+
Net primary enrolment
Gross primary enrolment
Drop-out rate in primary school
Percent of students passing Std 7 with grade A,B,C
<i>Prevalence of ARI in under-fives</i>
<i>Prevalence of diarrhoea in under-fives</i>
Population with access to safe water
Survival
Infant mortality rate
Under-five mortality rate
Life expectancy
Seropositive rate in pregnant women
Districts covered by active HIV/AIDS awareness campaign
Maternal mortality rate
Malaria in-patient case fatalities for children under 5
Children under 2 years immunised against both measles and DPT
Births attended by a skilled health worker
Social wellbeing (governance)
Ratio of primary court filed cases decided
Average time taken to settle commercial disputes
Nutrition
Stunting (height for age) of under fives
Wasting (weight for height) of under fives
<i>Underweight (weight for age) of under fives</i>
Extreme vulnerability
<i>Proportion of orphaned children</i>
<i>Proportion of child-headed households</i>
<i>Proportion of children in the labour force</i>
<i>Proportion of children in the labour force and not going to school</i>
<i>Proportion of elderly living in a household where no one is economically active</i>
Conducive development environment
Ratio of reserves to monthly inputs

2.3 Other information needs

Many aspects of poverty cannot easily be captured in quantitative indicators. While indicators are important tools to measure progress, they are not the only tools. Through more open-ended and explorative research and through participatory assessments, the measurement of indicators can be complemented.

At least five areas can be highlighted where information needs exist that cannot be satisfied with the measurement of indicators:

- information on aspects of poverty about which we know too little to be able to identify the most pertinent indicators - an example is the linkages between poverty and the environment
- information about causality - why did certain changes in the level of indicators occur?
- information about the impact of strategies - are the changes we observe in poverty indicators attributable to the poverty reduction strategy or to other factors? Are the assumptions on which the strategies are based realistic?
- information about people's perceptions - there are objective and subjective sides to poverty. How do the poor experience poverty and explain changes in its level and nature?
- information about the quality of processes - how do people judge the quality of the participatory process that the government is committed to follow in PRSP design, implementation and monitoring and evaluation?

In the context of the poverty monitoring system, these types of questions are asked in the research and analysis programme. It is important to point out that questions about causality, impact and assumptions are essentially evaluation questions. In spite of its name, the poverty monitoring system therefore also addresses the evaluation function. While there may still be need for a formal evaluation of the PRSP after the first few years of implementation, the research and analysis programme will have provided a firm foundation for such work.

Chapter 3 Institutional framework for poverty monitoring

3.1 The establishment of an institutional framework for poverty monitoring

There is a diverse set of actors involved in poverty monitoring activities in Tanzania. They collect a wide range of data and information, undertake varied analysis and use evidence in different ways. Agreeing a clear institutional arrangement has been paramount for integrating this diversity into a coherent monitoring system.

The PRSP document made no firm decisions on the institutional framework for poverty monitoring and this became one of the most crucial issues that needed further discussion, following the drafting of the PRSP. At a workshop in October 2000, agreement was reached about the institutional setup. It was agreed that there was a need for a national poverty monitoring steering committee, inclusive in its membership and representative of all relevant parts of government, civil society, academia and the private sector. The workshop also suggested that, while the poverty monitoring steering committee will give general guidance to the system, there is a need for smaller technical working groups as follows:

- **Surveys and censuses** – chaired by the National Bureau of Statistics and focused on producing and implementing a multi-year household survey programme
- **Routine data systems** – coordinated by the President's Office, Regional Administration and Local Government, to coordinate the enhancement of existing routine data systems, promote coherence among these systems and the relevance of these systems at local government level.
- **Research and analysis** – led by the President's Office - Planning and Privatisation, in close collaboration with Research on Poverty Alleviation (REPOA), to set priorities for research and analysis (including PPAs) and to propose funding mechanisms for these.
- **Dissemination, sensitisation and advocacy** – coordinated by the Vice President's Office to coordinate a programme of dissemination of data and information generated by the poverty monitoring system and to raise awareness on trends in poverty.

The convenors of the four working groups were asked to propose the membership and the terms of reference of their groups. The guidelines issued to the chairpersons stipulated that each group should have representation from civil society and from people able to ensure that gender is taken into consideration. Draft terms of reference and membership lists were submitted to the PRS Technical Committee in the final months of 2000 and the first months of 2001. By May 2001 the institutional framework was in place and operational. The first substantive task of the Technical Working Groups was to produce their inputs for this Master Plan (reflected in Chapters 4 to 7). Beyond the drafting of the master plan, the working groups will oversee implementation of the poverty monitoring

master plan, coordinate poverty monitoring activities in their respective areas and provide contributions to the major outputs of the poverty monitoring system.

The four technical working groups will relate to the Poverty Monitoring Steering Committee through the PRS Technical Committee. The PRS Technical Committee will consolidate and enhance inputs from the working groups before they are presented to the Steering Committee. A Poverty Monitoring Secretariat will serve the PRS Technical Committee, the Poverty Monitoring Steering Committee and the Committee of Ministers.

3.2 Description of the institutional framework for poverty monitoring

The National Poverty Monitoring Steering Committee

The National Poverty Monitoring Steering Committee, inaugurated in May 2001, is a broad-based committee, with members representing the key ministries involved in the PRSP, civil society, academic institutions, the private sector, major faith groups, and the international development agencies.

The terms of reference of the Steering Committee focus on the following:

- Overseeing the poverty monitoring process, including the development of the Poverty Monitoring Master Plan
- Mobilising funds for the Poverty Monitoring Master Plan
- Reviewing reports from the Technical Working Groups:
- Providing guidelines to the Technical Working Groups
- Approving annual work plans of the Technical Working Groups
- Guiding the preparation of the annual report on the poverty situation in Tanzania

The Poverty Monitoring Secretariat

The Secretariat will provide services to the Committee of Ministers, the Poverty Monitoring Steering Committee and PRS Technical Committee. The Secretariat is formed by key staff members from the Vice-President's Office, the Ministry of Finance and the President's Office, Planning and Privatisation. It includes the accountant in the Ministry of Finance who manages the funding mechanism for poverty monitoring, as well as the Poverty Monitoring Technical Officer in VPO.

The specific terms of reference of the Secretariat are:

- Organise meetings of the above committees.
- Take minutes of the meetings of the committees and circulate these to the members.
- Inform the Technical Working Groups about decisions taken by the Committees and follow-up on implementation.
- Prepare Cabinet papers as per Government procedures and requirements, and co-ordinate the production of technical papers required by the Committee of Ministers, Poverty Monitoring Steering Committee and PRS Technical Committee.

- Serve as a central documentation point for the poverty monitoring system and make this documentation accessible to the relevant parties.
- Provide an effective information service on poverty monitoring for all stakeholders.
- Provide assistance to the process of resource mobilisation for the poverty monitoring system.
- Co-ordinate and consolidate inputs from the Technical Working Groups, e.g. preparation of reports.
- Follow-up on the preparation of financial reports by the Technical Working Groups.
- Prepare financial reports for administrative expenditure of the Committee of Ministers, the Poverty Monitoring Steering Committee, the PRS Technical Committee and the Poverty Monitoring Secretariat.
- Prepare a consolidated financial report and share it with the funding partners.
- Co-ordinate the preparation of the PRS Annual progress reports.
- Co-ordinate the stakeholders consultation processes for the PRS.

Surveys and Census Group

The Surveys and Census group, chaired by the Director General of the National Bureau of Statistics, coordinates the production of poverty-relevant data sets through household surveys and the population census. The Surveys and Census group grew from the TAS Data and Information Working Group, formed in early 2000. The most important activity to date was the drafting of a multi-year survey programme.

The Surveys and Census group includes representatives of the National Bureau of Statistics, the Eastern Africa Statistical Training Centre (EASTC), the Bank of Tanzania, the Planning Commission, Academic Institutions, the Macro-policy Group on Gender and the international development agencies.

The terms of reference of the group include:

- Determining the correct instruments to use for poverty monitoring and ascertaining the costing of the survey package
- Identifying and cultivating interest in key collaborators in other departments so that they can support the survey and database activities
- Mobilising funds for surveys
- Monitoring progress of the respective cluster of activities in order to report to the steering committee
- Continuing with pertinent aspects of the work done by the Tanzania Assistance Strategy (TAS) Group on Data and Information

Routine Data Group

The routine data group is responsible for the coordination of routine data sources which contribute poverty monitoring indicators. As most data sources are linked to service delivery and as service delivery is increasingly under the responsibility of local government, the task of coordinating routine data systems was allocated

to the President's Office – Regional Administration and Local Government. The group consists of representatives of PO-RALG, the Local Government Reform Programme, the ministries responsible for the major sectoral routine data systems, the National Bureau of Statistics and the international development agencies.

The terms of reference for the routine data group include:

- Reviewing the current administrative data collection systems, with a view to determining a core set of poverty monitoring indicators and enhance the capacity, efficiency and effectiveness of the system.
- Making necessary improvements in the current routine data systems so that data can be generated, collected and used in a continuous manner.
- Establishing baseline data for poverty monitoring indicators.
- Identifying institutional levels and responsibilities for data collection.
- Identifying training needs and designing training programmes for poverty monitoring through routine data systems
- Establishing linkages between the poverty monitoring system and the Local Government M&E system
- Assessing capacity for data storage and equipment requirements for the same.
- Preparing a work plan and budget for implementing the above TOR
- Identifying possible sources of funding for undertaking the above activities.

Research and Analysis Group

The Technical Working Group on Research and Analysis is chaired by the Director for Macro-economic Planning in the President's Office, Planning and Privatisation. Research on Poverty Alleviation (REPOA) provides the secretariat. Members of the group include representatives of the President's Office, Planning and Privatisation, the Vice-President's Office, the Bank of Tanzania, the National Bureau of Statistics, academic and research institutions, civil society and gender groups and the international development agencies. The R&A Working Group will co-ordinate research and analysis related to the PRSP on behalf of the Government, but with involvement of a wide range of stakeholders in the setting of research priorities and in the control of the quality of outputs.

The terms of reference that guide the work of the Research and Analysis Working Group are as follows:

- Setting annual research and analysis priorities, based on the broad research and analysis framework prepared for the group and the poverty monitoring master plan and taking into account the current information needs of key stakeholders.
- Setting annual capacity building priorities in line with the chosen research and analysis priorities
- Monitoring the implementation of the Research and Analysis Work Programme.
- Overseeing the administration of the Research and Analysis Fund.

- Overseeing the implementation of Participatory Poverty Assessments.
- Serving as a contact, information and advice point for (external) research on poverty-related issues.
- Supervising the production of key outputs specified in the master plan.
- Playing a pro-active role in encouraging open access to information generated through the Research and Analysis Work Programme.
- Liaising with other Poverty Monitoring Working Groups, the PRS Technical Committee and the Poverty Monitoring Steering Committee on matters pertaining to the Research and Analysis Work Programme.
- Making a work plan based on the above.
- Outlining financial requirements for the above and detail a plan for resource mobilisation.

Dissemination, Sensitisation and Advocacy Group

The dissemination working group is responsible for ensuring that the data and information used by the poverty monitoring system is presented to the relevant stakeholders in a user-friendly format. This is a crucial function, as it will facilitate the use of data by decision makers and other stakeholders in government and outside government. The dissemination group is chaired by the Director for Poverty Eradication in the Vice President's Office. It has representatives from the Vice-President's Office, PO-RALG, PO-PP, Ministry of Finance, Ministry of Health, Ministry of Education, MCDWAC, National Bureau of Statistics, TASAF, civil society organisations, the international development agencies and the private sector.

The terms of reference of the group include:

- Developing a work plan and budget for dissemination and sensitisation of information generated by the Poverty Monitoring System.
- Liaising with other Poverty Monitoring System Technical Working Groups and other relevant institutions in the development and implementation of a coherent Master Plan for Poverty Monitoring.
- Overseeing implementation of the work plan for dissemination, sensitisation and advocacy.
- Reviewing and adjusting the work plan based on emerging information needs and changes in social, economic and policy context.
- Providing input in the preparation of an Annual Progress Report for the PRSP.
- Identify possible sources of funding for undertaking the above activities.

3.3 Flow of information and collaboration between various parts of the institutional framework

The functions of the various parts of the institutional framework are closely interrelated. There will, therefore, be a lot of interaction between the working groups and committees. The four technical working groups will need to collaborate closely. This will be facilitated partly by overlapping membership between the groups. Key linkages between the groups are as follows:

- The Surveys and Census Group will work closely with the Routine Data Group to ensure that both groups use common definitions of indicators and methodologies that lead, as far as possible, to comparable results.
- The Research and Analysis Group will collaborate with the Surveys and Census and Routine Data Groups. The Research and Analysis Group will be responsible for the coordination of the analysis of datasets produced by the Surveys and Census Group and the Routine Data Group. It will also inform these groups about newly emerging research needs that may be addressed in the multi-year survey programme or in the routine data systems.
- The Dissemination Group will work closely with the three other working groups to obtain the inputs for its dissemination work. The Dissemination Group will also provide feedback to the other working groups on emerging information needs among data users.
- The PRS technical committee incorporates the conveners of the four working groups and will be a forum for them to exchange views and experiences.
- The Poverty Monitoring Secretariat will ensure an adequate flow of information through the institutional framework for poverty monitoring.

3.4 *Costs involved in running the institutional framework*

The institutional framework for poverty monitoring has certain cost implications. All TWGs meet at least once per month, there is a need for secretarial services, communication, photocopying of papers, etc. In order to ensure that the institutional framework for poverty monitoring is adequately funded and sustainable, administrative budgets for each of the poverty monitoring working groups are included in the respective chapters that outline their work programmes.

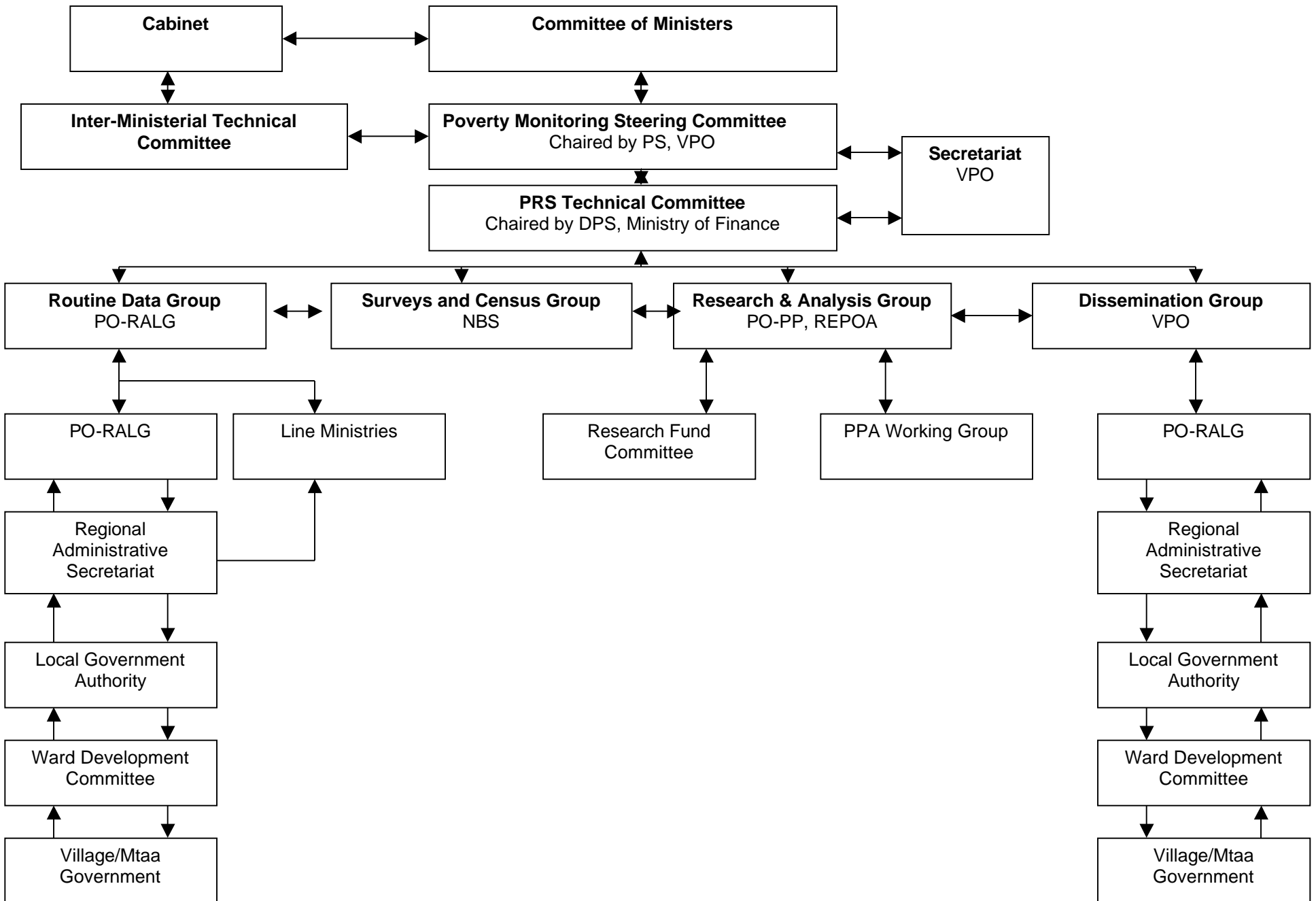
There are also costs incurred by the PRS Technical Committee, the Poverty Monitoring Steering Committee, the Committee of Ministers and the Poverty Monitoring Secretariat. These costs are reflected in the budget below.

Administrative Budget

The following budget is indicative in nature and will be further developed in the course of more detailed annual work planning. Interested parties may obtain a more detailed budget from the Poverty Monitoring Secretariat.

Activities	Cost (three years)	Notes
Organise meetings and take minutes	6,458,400	Meetings of the Committee of Ministers, Steering Committee, the PRS Technical Committee
Preparation of Cabinet Papers and Technical Papers	900,000	Stationery requirements
Manage a documentation centre	5,000,000	Computer and printer
Coordinate inputs from TWGs	150,000	Stationery requirements
Follow-up on preparation of financial reports	30,000	Stationery requirements
Coordinate PRS review process	510,000	Stationery requirements Telephone and postage
Coordinate stakeholder consultation process for PRS	296,650,000	Retreat Stationery requirements Zonal workshops and other consultations Report writing
Capacity building	88,800,000	Salaries of Technical Officer and Accountant Vehicle
Total	398,498,400	

Institutional Framework for Poverty Monitoring



Chapter 4 Surveys and Censuses

4.1 Introduction:

The development of an evidence-based culture for setting and monitoring policy has recently occupied centre stage in Tanzania. Evidence-based policy making requires well-managed statistical systems that effectively utilize available resources.

Evidence-based policy making stimulates Government, and other data users to:

- Ø Seek data, fund and organise data collection, publish data, use data and act on data,
- Ø Develop statistics as a public good, and use statistics for advocacy of effective public policy, including poverty reduction and gender equity,
- Ø Foster close interaction between policy makers and statisticians, with policy makers increasingly involved in design of data collection and analysis of data sets.

As an essential step towards this, recognition has been given to the need for a clear sequence of national surveys in Tanzania, thus moving away from the 1990s pattern of ad hoc surveys. During the 1990s ad hoc surveys were mounted primarily in response to specific requests from donors, with little attempt to co-ordinate a long-term series of surveys that responds to the needs and priorities of local data users¹. Although efforts were made to increase the use and comparability of the data from some surveys done between 1991 and 1996, further steps towards coherence are necessary.

A planned and sequenced approach to surveys is being proposed. This will include the monitoring of indicators and variables which track and correlate with poverty. Sections 4.2 and 4.3 below provide the framework for how this will be done. The sections outline the overall sequencing of surveys, and the core set of poverty indicators (from the PRS) for which data will become available during the next twelve years.

The Survey and Census Working Group has mapped these core indicators against the proposed sequencing of surveys to show the availability of data on these indicators over the coming twelve years (see Section 4.3 below). The process of mapping indicators across years and surveys enabled judgements to be made about the:

- Ø optimal sequencing of the surveys,
- Ø adequacy of the spread of data points,
- Ø history of each individual survey,
- Ø capacity requirements for implementation.

¹ see Wingfield-Digby & Semboja, *Developing a Multi-Year Survey Programme at the National Bureau of Statistics for Poverty Monitoring in Tanzania*. OPM/REPOA, January 2001.

It should be noted that no survey is planned for 2007. This should provide room for flexibility, possible additional needs to be addressed, and for the workload of the NBS to be considered.

4.2 The Sequence of Surveys and Censuses (2001-2012):

Year	National Survey
2001	
2002	Census
2003	Agricultural Survey
2004	Demographic and Health Survey (DHS)
2005	LFS
2006	HBS
2007	
2008	Agricultural Survey
2009	DHS
2010	LFS
2011	HBS
2012	Census

After consultations with data users and careful consideration of the frequency with which estimates for the PRS indicators are required, the Survey & Census Working Group decided on the sequencing outlined in the table above. The household surveys will be repeated at five-year intervals, while the Census will be conducted every ten years.

The table below provides more detail on the workplan for each survey and census. This shows the workload emanating from the multi-year survey programme for the NBS and therefore allows for realistic work planning. This table also shows the likely availability of estimates for poverty indicators from these data sources. For example, whereas the Census will be conducted in 2002/03, preliminary data will only be available in 2003/4 and final results in 2004/5.

Main activities by survey and year

Project	2001/02	2002/03	2003/04	2004/05	2005/06
1. Population Census	1.Preparations 2.Pilot census 3.Printing of Questionnaires and Manuals	1.Training 2.Enumeration 3.Data entry	1.Data processing 2.Analysis	1.Analysis 2.Dissemination	-
2.Agriculture Survey	-	1.Preparations 2.Printing of Questionnaires	1.Training 2.Main field work 3. Data entry	1.Data processing 2.Analysis 3.Dissemination	-
3. DHS	-	-	1.Preparations 2.Pilot survey 3.Printing of Questionnaires and Manuals	1.Training 2.Field work 3.Data entry 4.Analysis 5.Dissemination	-
4. LFS	-	-	1.Preparations 2.Pilot survey 3.Printing of Questionnaires and Manuals	1.Training 2. Field work 3. Data entry	1.Data entry 2. Analysis 3.Report writing 4.Dissemination
5. HBS	-	-	-	1.Preparations 2.Consultations with Stakeholders	1.Pilot survey 2.Printing of Questionnaires and Manuals 3.Training 4. Field work

4.3 Poverty Indicators and Data from Surveys & Censuses:

PRSP indicators	HBS LFS 2001	Sensa 2002	Agric Surv 2003	DHS 2004	LFS 2005	HBS 2006	2007	Agric Surv 2008	DHS 2009	LFS 2010	HBS 2011	Sensa 2012
Income poverty												
Headcount ratio – basic needs poverty line	u	X	X	X	X	u		X	X	X	u	X
Headcount ratio – basic needs poverty line (rural)	u	X	X	X	X	u		X	X	X	u	X
Headcount ratio – food poverty line	u	X	X	X	X	u		X	X	X	u	X
Proportion of working age population not currently employed	u	u			u	u			u	u	u	u
Human capabilities												
Girl/boy ratio in primary education	m	u		m	m	m			m	m	m	u
Girl/boy ratio in secondary education	m	u		m	m	m			m	m	m	u
Literacy rate of population aged 15+	m	u		m	m	m			m	m	m	u
Net primary enrolment	m	u		m	m	m			m	m	m	u
Gross primary enrolment	m	u		m	m	m			m	m	m	u
Prevalence of ARI in under-fives				u					u			
Prevalence of diarrhoea in under-fives				u					u			
Population with access to safe water	m	u		m		m			m		m	u

Survival												
Infant mortality rate		m		u					u			m
Under-five mortality rate		m		u					u			m
Life expectancy		u										u
Children under 2 years immunised against both measles and DPT				u					u			
Births attended by a skilled health worker				u					u			
Nutrition												
Stunting (height for age) of under fives				u					u			
Wasting (weight for height) of under fives				u					u			
Underweight (weight for age) of under fives				u					u			
Extreme vulnerability												
Prop. of orphaned children	u	u		u	u	u			u	u	u	u
Prop. of child-headed households	m	m	m	m	m	m		m	m	m	m	m
Prop. of children in the labour force	u	u			u	u				u	u	u
Prop. of children in the labour force and not going to school	u	u			u	u				u	u	u
Prop. of elderly living in a household where no one is economically active	u	u			u	u				u	u	u

Key: u - traditional survey/census source m - alternative survey/census source X - potential source for proxy indicator

It is important to note that the indicators measured through the multi-year survey programme will result in estimates at different levels of disaggregation, depending on the data collection instrument and the sample chosen for it. The 2002 census and probably that for 2012 will employ a short questionnaire and a long questionnaire. The short questionnaire is administered to every household and every citizen of the country. The long questionnaire is administered to a sample of households. Consequently, the latter will provide estimates down to district level and within a district by urban and rural areas. The information in the short questionnaire will allow disaggregation down to lowest level of administration. The 2003 and 2008 Agricultural Surveys, as for the previous Agricultural Surveys conducted since 1986, will offer national estimates. However, should funds be successfully negotiated during the plan period, as has been the case in some instances in the past, regional and district disaggregation would be a possibility. The 2004 and 2009 Demographic and Health Surveys will give national estimates disaggregated by urban and rural areas. The 2005 and 2010 Labour Force Surveys (with informal sector and child labour modules) will have estimates at national level disaggregated by urban and rural areas. Similarly for the 2006 HBS. The 2011 HBS is suggested to have disaggregation at regional level as for the 2000/2001 HBS.

4.4 Surveys and Administrative Data Sources: the relationship

Some poverty indicators will be measured exclusively through household level surveys or the Census, while others will be measured exclusively through routine administrative data sources. A number of indicators will be measured by both. This will enable comparisons and cross-checking: data derived from administrative records can frequently be validated through an appropriate survey. Yet, such comparisons and cross-checks may lead to differing estimates for the same indicator.

This use of different types of data sources may in some years provide us with several estimates for an indicator. For example, we may obtain an estimate for school enrolment ratio both from a survey and from the Education Management Information System. The poverty monitoring system will deal with this in the following manner:

- Estimates from different sources will be systematically compared, with the view of improving the methodology by reducing the elements of bias in the methodologies.
- Trend analysis will be based only on estimates generated with the same or comparable methodologies
- The methodologies used to generate estimates will be carefully documented in the Tanzania Socio-Economic Database.

Overall, there is no doubt that given the relative advantages and disadvantages of routine data sources on the one hand, and surveys and censuses on the other, there is a role for both types of sources in the poverty monitoring system. Routine

data will provide frequent (annual) and highly disaggregated data. As a result, they will be of great significance for planning at community and district level, as well as at national level. Surveys will be used for less frequent, population-based estimates for the country as a whole, with far less area-specific disaggregation. Survey data will be predominantly at national level. The census will provide highly disaggregated, population-based estimates for a few poverty-monitoring indicators, but only at long intervals. Census information will be used for planning purposes at all levels of administration.

4.5 Description of Each Survey:

This section provides a brief overview of the main elements of each national survey. It draws from Tanzanian experience to date.

Household Budget Survey (HBS)

The first nationwide HBS was conducted in 1969. This was followed by two further HBSs, in 1976/77 and in 1991/92. All three provided a sample offering only national estimates disaggregated by rural and urban areas only. The average sample size was about 5,000 households.

The NBS has recently completed its fourth HBS (2000/01). This is a key survey for poverty monitoring because the data will be used to provide the quantitative measures of income poverty as well as the poverty baseline for the PRS. This HBS was largely funded by an impressive range of external donors as well as the Bank of Tanzania. Zanzibar is not covered in the survey.

Fieldwork for the HBS 2000/01 started in ten of the Mainland regions in May 2000 and in the remaining ten regions in June 2000. The survey runs for a full year, thus the last interviews were completed in May 2001.

The original sample size for the HBS 2000/01 was extremely large (12,960 rural and 14,904 urban households) because of its intention to provide regional estimates as well as rural and urban estimates. For the first six months an average of sixty rural and urban clusters were covered in each region with two households being covered per month in each cluster, giving a total of 2,400 households per month.

Unfortunately, as the fieldwork progressed, it became clear that the survey process was seriously underestimated and under budgeted. Negotiations were held with funding partners and the levels enhanced from Tsh. 1,330,858,400/= to Tsh 1,687,533,000/= total. A number of measures were taken including reduction in the number of clusters covered in the rural areas from 540 to 100 for the final six months of the survey.

Initial analysis of the full HBS 2000/01 data is planned to be completed by February 2002, i.e. only nine months after the end of field work.

It is proposed that future Household Budget Surveys take place in 2006 and 2011. In deciding on the scope of these future surveys, lessons will be drawn from the experiences of the 2000/01 HBS. The benefits of an HBS aimed at regional poverty estimates will need to be weighed against the high cost and capacity issues for a country the size of Tanzania. It is anticipated that the 2006 HBS will only provide national estimates (disaggregated for urban/rural), while the 2011 HBS will again provide regional estimates.

Labour Force Survey (LFS)

The first nationwide Labour Force Survey was conducted in 1990/91 covering both rural and urban areas. The survey results were disaggregated to national rural and national urban levels.

NBS is currently engaged in carrying out a new Labour Force Survey. This is referred to as the Integrated Labour Force Survey because it contains a module on Child Labour Force and the Informal Sector. The main module is funded by the Danish Government; the Child Labour module is funded by the ILO/IPEC. The total cost of the current LFS is Tshs. 482,075,076/=. Like the HBS, Zanzibar was not covered

The total sample of almost 12,000 households in the LFS 2000/01 is based on the same national master sample as used in the LFS 1990/91. In rural areas, 100 villages were taken from the master sample and 80 households selected from each. Interviewers then covered 20 households each quarter, giving 2,000 rural households each quarter and 8,000 households over the whole year. For urban areas, the total sample of 3,660 households was selected from 122 enumeration areas. Fieldwork in 2000/01 has coincided with the HBS and initial results were out in July 2001, i.e. three months after the end of fieldwork. Full results are expected by the end of 2001.

Under the proposed survey programme, further LFS will be done in 2005 and 2010. Given the value added of the Child Labour Module, careful consideration will be given to the integration of this component in future LFS.

Demographic and Health Survey

The first Demographic and Health Survey (DHS) took place in Tanzania in 1991/92. This was followed by a Knowledge Attitude and Practice Survey (1994), a full DHS (1996), and a Reproductive and Child Health Survey (1999).

All DHS surveys (except for the 1994 survey) have covered both Mainland and Zanzibar. The 1999 survey was managed jointly by NBS and Macro International in the USA. It was jointly funded by USAID, UNICEF and UNFPA. It followed a standard and well developed procedure. It also provided data needed for Tanzania's end of decade assessment of the state of the country's children.

The DHS 1999 contained a supplementary module on medical facilities. This was analysed separately from the household elements of the survey. It involved a detailed questionnaire on the availability of various services within a 30km radius of the cluster being surveyed. Information was collected about the facilities, inventory, service provision, district health management and about the community.

Under the proposed programme of future surveys, a DHS is planned for 2004 and 2009. This should enable valuable trend data to emerge.

Population and Housing Census

While surveys can be used to produce broad indicators at the National level, they offer only limited potential for providing information at sub-national level. This is in part because surveys would have to be of enormous size (and therefore become very costly) if they are to provide reasonably precise estimates at district level in a country the size of Tanzania. Districts are becoming the main planning units in the country; obtaining reliable District information is a challenge which may best be addressed through strengthening routine administrative systems. Even at Regional level, the large number of Regions in Tanzania makes it difficult to get good Regional-level data from most surveys; to obtain statistically sound sample sizes is simply unaffordable on a regular basis.

The national population census, on the other hand enables accurate population estimates for small areas. This information is vital for planning the location of services, such as schools and clinics and for ensuring equitable distribution of national resources to local areas. On the basis of the results of the population census, it is possible to project the likely size of the population in the years ahead, which again is important for planning.

The Census is of great importance for poverty monitoring for three reasons. It will provide:

- Ø highly disaggregated measurements for some poverty monitoring indicators.
- Ø New population figures, to be used as denominators for those poverty monitoring indicators expressed as a ratio.
- Ø An opportunity to estimate poverty status for small areas, thus providing the chance to draw up detailed poverty maps.

Several of the PRSP indicators will be directly measured in the Census. Examples include school enrolment ratios, the extent of child labour, the proportion of the population with access to safe water, and key demographic information.

The Census is administered to the entire population using a short questionnaire, while a longer questionnaire is administered to a sample of households. Most poverty indicators are contained in the longer questionnaire. The sample size

covered is however larger than in typical household survey thus enabling more highly disaggregated estimates. This is also of importance given the context of the local government reform process from which there is a high demand for estimates of poverty indicators at district and sub-district levels.

Population Census have been carried out in 1967, 1978, and 1988. The forthcoming 2002 Census will be the fourth since independence in 1961. A standard 10-year cycle is recommended internationally, hence a subsequent Census is planned for 2012.

The forthcoming Census day is planned for 26 August 2002. The process is estimated to cost about TSh 26.9 billion if manual keying will be used and TSh 28.3 billion if OMR technology is adopted. The government will meet the costs of salaries, allowances, transport, office expenses, and stationery. Donors are being requested to meet the cost of enumerator and supervisor training, capacity building, printing equipment, materials and office renovations.

A relatively new approach, used in recent years in South Africa, is to combine survey and census data to construct detailed poverty maps. Tanzania is in an ideal position to pursue this approach, given that a census (2002) is to be carried out very soon after a Household Budget Survey (2000/01). The Household Budget Surveys collect detailed data on income and expenditure which is used to calculate the proportion of the population living in poverty, using a pre-defined poverty line. An analysis can be carried out on the HBS data set, to determine which variables correlate most closely with household expenditure and poverty status. This analysis is used to build a model that predicts the probability of a given household being poor. Subsequently, the census questionnaire is adapted, if necessary, to include the variables in the model, which can be considered as poverty predictors. Because of its scale, the census will provide accurate small-area measurements of these predictors, which can be used to predict both mean expenditure and poverty levels in those areas. The exercise results in a detailed poverty map, which could never be constructed using the traditional HBS approach, as the size of the sample would have to be so large that the survey would become prohibitively expensive. Detailed poverty maps will be invaluable in achieving better targeting of the poverty reduction effort.

Tanzania will use the poverty mapping approach outlined above for the 2000/01 HBS and the 2002 Census. A first analysis to determine poverty predictors has been carried out on the 1991/92 and the first quarter 2000/01 HBS data. This led to the choice of a few asset ownership questions then added to the Census questionnaire. A further analysis will be carried out on the 2000/01 HBS, once the full data set is cleaned. This will further strengthen the model and refine the choice of poverty predictors to be included in the final census questionnaire.

Agriculture Survey

The first Agricultural Survey was undertaken in mainland Tanzania in 1971/72. Thereafter an attempt was made to have annual agricultural surveys. The first in the series was in 1986/87 and covered rural areas. Surveys continued up to 1995/96, and in 1998/99 the sample size was increased to provide district estimates. This series of surveys (see chart below) was the first to be conducted within the framework of the National Master Sample (NMS). It should be noted that these surveys were intended to give estimates on a national level.

Agriculture Surveys cover two aspects, small-scale farming (peasant farming) and large-scale farming. Their overall costs have been comparatively low because of the methodology used. Enumerators are stationed in respective villages during the whole farming season, and the number of primary sampling units differs from other surveys because of the type of information being collected. Data for large scale farming is obtained through mail questionnaires. The main objective is to ensure data collection, not only from peasant farmers, but from all establishment owners.

Future agriculture surveys are planned for 2003 and 2008.

Agricultural Surveys undertaken by NBS

Title	Dates	Funding
Agriculture Sample Survey	1986/87 1987/88 1989/90 1990/91	Government of Tanzania (GoT)
National Sample Census of Agriculture	1993/4 1994/5	GoT, World Bank
Expanded Survey of Agriculture	1995/96 1996/7	GoT, World Bank
Integrated Agricultural Survey	1997/8	GoT, World Bank
District Integrated Agricultural Survey	1998/9	GoT, World Bank

4.6 Is there a Need for a Specific Poverty Monitoring Survey?

In the early stages of consultation about the design of a poverty monitoring system, stakeholders expressed the need for a new poverty monitoring instrument, that would be implemented regularly to provide frequent estimates of poverty monitoring indicators. Some stakeholders felt this instrument was needed given that the major household surveys are large, expensive and logistically challenging exercises, which can only be carried out at relatively long intervals. Poverty reduction efforts under the PRSP need frequent updates on key indicators. After all, ambitious targets were set in the PRSP and data are required to assess if the country is to meet the target. Hence, some stakeholders felt the need for considering a new instrument, which could be relatively cheaply and easily implemented, and result in analysed data soon after fieldwork.

The NBS and the Survey and Census Working Group considered this idea. A detailed analysis was carried out which mapped the availability of data for PRSP indicators against the proposed sequencing of surveys and censuses (see 4.3 above). Routine data sources were also taken into account in this exercise.

The conclusion of this exercise was that, with some synchronisation of questionnaires, a good spread of data points will be obtained from the multi-year survey plan and routine data sources. This conclusion was presented at a stakeholder workshop in March 2001. Participants agreed, but pointed out that the conclusion rests on the assumption that the multi-year survey programme will be fully funded and implemented. The workshop agreed that if the multi-year survey programme is not fully funded, the Core Welfare Indicators Questionnaire (CWIQ) approach should be considered as a fall-back option. The CWIQ methodology has been successfully used in Tanzania and local capacity for its use has been built. It has proven its ability to provide a report very soon after fieldwork. The CWIQ therefore features as a contingency survey in the multi-year survey programme.

4.7 Synchronising Questionnaires and Setting Standards for Surveys and Census

To ensure surveys and the Census are optimal sources for data to monitor PRSP indicators, the NBS will synchronise questionnaires and set standards for definitions and question formulation. This will be done to ensure that indicators are measured in the same way across different data sources.

For indicators whose data are collected from different surveys and censuses, it is a pre-condition for comparison that the same definition for a specific indicator is applied in all surveys. The formulation and sequence of questions must also follow agreed pre-determined formats. Without this it can be difficult to compare data between different surveys.

Close co-ordination and firm guidance is needed if the complex procedure of questionnaire formulation is to follow certain standards for each survey. The NBS as the executing agency for all major survey activities in Tanzania has the mandate to ensure this consistency. Furthermore, the organisations involved in the commissioning, formulation and implementation of the surveys need to acknowledge and use basic standards. Commitment from all those involved in surveys towards questionnaire standards set by NBS is important for an effective co-ordinated effort to monitor poverty.

Standards can help in streamlining the measurement of PRSP indicators through surveys and census. They may also provide NBS with a tool to highlight their position as the agency in-charge of major survey activities for Tanzania. Shifting from an ad-hoc approach to a multi-year survey programme will assist NBS to

ensure that specific requests for survey activities are fed into, and fit into, a more coherent work plan.

4.8 Capacity Issues in The National Bureau of Statistics (NBS):

The NBS is the authoritative source of statistics pertaining to socio-economic conditions on mainland Tanzania, and is the point of reference in the country for statistical methodologies and standards.

The success of their work depends largely on the calibre and commitment of the staff. In terms of qualifications, there are 10 staff who hold a master's degree, and three with postgraduate diplomas. With provision by Treasury of Capacity Building Funds from the 2000/01 financial year, this number will grow from year to year. A further 34 staff members have a bachelor's degree. Inevitably, NBS loses staff from time to time, when individuals move on to other work which has direct relevance to statistics. Recently, NBS staff have joined the VPO Poverty Eradication Unit, TRA and TASAF. However, departures cannot be considered a loss (except in a narrow sense) because the country is still benefiting from their statistical skills.

NBS is well provided with staff trained in demography. This is encouraging, in view of the forthcoming census. A very large number of the graduate staff have degrees in statistics. There is extensive experience and a strong skills-base in many of the technical aspects of data collection through surveys and censuses. The main capacity building needs of the NBS are therefore not solely in this area.

The capacity of the NBS could be strengthened in a number of key areas. In order to contribute to the debate on poverty, it would be useful for all staff to receive exposure to basic courses in economics. Those who have attended courses at Makerere University are likely to have had this exposure, than those attending courses at the University of Dar es Salaam. In addition, skills development is needed in management, Information and Communication Technology (ICT) and Presentation of Findings.

In terms of implementing a survey programme, emphasis needs to be placed on nurturing quality control procedures at all stages of the survey process. Quality control affects all stages of the survey process, from the design aspects (sampling, questionnaire, etc.) through fieldwork to the data processing, analysis and write-up of the results. These skills are not fully taught in university courses, but they need to be inculcated in the working environment under guidance from senior staff. As part of this process, staff should gain increasing experience in data processing, the methods of analysing and presenting data, and in report writing and in the graphical presentation of results. Formal training is needed in ICT skills and in such specialised areas as sampling. Much support can probably be provided by the statistics department at UDSM, or by staff at EASTC.

In order for staff to benefit from training on the job, it is important that outside consultants working with NBS are carefully briefed about how they should perform their consultancy role. It must be impressed on them that they need to work alongside the local staff in NBS so that staff benefits from skills transfer. Those agencies contracting consultants to assist NBS need to appreciate that the process of skill transfer is more important than the output of a highly polished report.

NBS's management could benefit from the appointment of a Deputy Director General with sufficient authority to direct the office and make decisions when the Director General is absent. In addition, overall management of NBS could be strengthened in various ways. Firstly, the NBS has recently become an Executive Agency, which means that it now has to adjust its business practices to a market environment. This poses a challenge for which NBS has so far received precious little support. The Government has recognised that NBS is of strategic importance when it comes to the production of statistics and therefore it would not be right to subject the agency entirely to the vagaries of the market. The core set of statistics should be seen as a public good and therefore efforts have been made to allocate funding in the Government budget to NBS for the production of a core set of statistics.

Secondly and closely related, the NBS's capacity for strategic planning needs to be strengthened. As an agency operating in a competitive environment, it is of great importance to plan realistically within given resource limitations. Thirdly, the management of internal processes could be strengthened further.

NBS could benefit from the establishment of an ICT department, which could assist its management with the design of an ICT policy for the whole Bureau. This would significantly improve the use of communication channels such as e-mail and worldwide web. It would also strengthen data management, including processing and archiving. The infrastructure in NBS needs upgrading for reliability. For example, the lack of a stand-by generator has been a major obstacle in the recent past.

The capacity to undertake initial data analysis and presentation of findings needs to be strengthened and the institution would greatly benefit from capacity building in dissemination and use of information. Skills need to be built in NBS for the targeting of different audiences with tailor-made products. A corporate policy and a house style are required for NBS publications.

Some of the issues above are being addressed. The production of a multi-year survey programme has been a major step in the direction of a more strategic, long-term planning in NBS. Support has been secured to recruit a data management adviser, who is working mainly on TSED, but whose presence will have a positive spin off on general data management issues and in strengthening ICT. Technical support provided for major household surveys, such as the HBS,

has also had a beneficial impact on the institution's capacity. Increasingly, emphasis is put on ensuring that technical assistance incorporates a strong capacity building component and takes the form of 'on-the-job' training. Further initiatives will be built to enhance the abilities of the NBS.

4.9 Enhancing the legal framework for statistics

It is now clear that there is an urgent need to enhance the role of the NBS as a setter of standards in statistics, a co-ordinator of statistical practices and custodian of official statistics.

Statistical practices are at present governed by the Statistics Ordinance of 1961, which is no longer adequate for a modern statistical system. A draft new Statistics Law has been prepared and will soon be presented to parliament. This new Statistics Law aims to provide a more accurate legal underpinning of the role of the NBS and lists the following functions for the institution:

- Drawing-up an overall national statistics plan for official statistics and keep it under continuous review
- Establishing statistical standards and ensure their use by all producers of official statistics
- Co-ordinating statistical activities in the country
- Collecting, compiling, analysing and disseminating statistics and related information
- Maintaining an inventory of all available official statistics in the country and to assist users in obtaining international statistics
- Providing statistical services to official bodies and the public at large
- Providing a contact point for international organisations and foreign institutions in need of statistics on Tanzania.

It is expected that the new Statistics Law, when passed, will significantly enhance the capacity of the NBS to co-ordinate, set standards in statistics and be the custodian of official statistics in Tanzania.

4.10 The Budget

The budget below shows the estimated cost of implementing the multi-year survey programme. The budget is based on past experience. More accurate budgets for each survey will be presented at the beginning of implementation of the survey, when a more accurate estimate can be made of actual costs. Detailed budgets for each survey are available from NBS.

One of the reasons behind the wide variation in the costs of the surveys is that different surveys use different approaches to enumeration. For example, the DHS has traditionally used a mobile team approach, while other surveys use sedentary enumerators. This means that the costs of running vehicles and subsistence allowances are higher for the DHS, thus making the survey relatively expensive.

Multi-year Survey Budget: 2001-2005

The following budget is indicative in nature and will be further developed in the course of more detailed annual work planning. Interested parties may obtain a more detailed budget from the Poverty Monitoring Secretariat.

Survey Project	2001/02	2002/03	2003/04	2004/05	Total	To be raised through Poverty Monitoring Plan
1. Population Census	13,590,753,770	11,014,187,478	751,330,610		26,904,225,054*	
2. Agriculture Survey		115,168,365	279,380,000	50,800,000	445,348,365	445,348,365
3. DHS			430,700,000	617,700,000	1,056,638,468**	1,056,638,468
4. LFS			269,645,332	464,533,706	877,376,638***	877,376,638
5. HBS				115,000,000'	115,000,000****	115,000,000
Total	13,590,753,770	11,129,355,843	1,731,055,942	1,248,033,706	29,398,590,525	2,494,363,471
Total excluding Census	0	115,168,365	979,725,332	1,248,033,706	2,494,365,471	2,494,365,471
Capacity building	38,550,000	38,550,000	38,550,000		115,650,000	115,650,000
Administrative costs	3,382,500	3,382,500	3,382,500	3,382,500	13,530,000	13,530,000
TOTAL to be raised	41,932,500	157,100,865	1,021,657,832	1,251,416,206	2,623,545,471	2,623,545,471

* Includes budget for 2000/01. Budget for the census will change in case OMR scanning technology is chosen for data entry

** Includes budget for the year 2005/06

*** Includes budget up to 2006/07

**** Preparation only for 2006 HBS

Capacity Building Budget: NBS

Activity	Estimated Cost	Notes
Economic statistics training	6,300,000	Short course including poverty analysis
Quality control on surveys	9,000,000	Short course and on-the-job training in good practice in sampling, questionnaire design, fieldwork, data processing.
IT skills	3,150,000	Short course and on-the-job training in layout and design, graphic presentations, managing data
Sampling and calculating of weights	11,700,000	On-the-job training/ workshop in skills development in sampling and weighting
Data processing, management and quality controls	18,000,000	On-the-job training and possible short course in data management and quality assurance
Field quality control procedures	12,600,000	Workshop and on-the-job training
Management techniques	11,700,000	Workshop, mentoring in delegation, task management, negotiating
Time and task management	5,400,000	Short course and on the job training in organisation, managing information, scheduling/planning
Analysis and report dissemination	18,000,000	On-the-job training and short course in basic tabular presentation, and initial analysis and dissemination
Database for report dissemination	6,300,000	Establishment of a database and on-the-job training in managing information dissemination
Library management and archiving	13,500,000	Renovation of library, workshop on dissemination strategy and mentoring for key staff
TOTAL (3 years)	115,650,000	
TOTAL (per year)	38,550,000	

Chapter 5 Routine Data Systems

5.1 Introduction

Routine data sources are those that collect data on an ongoing basis, as a matter of routine, at regular intervals. Many routine data sources are part of the Government's administration and hence are also referred to as administrative data sources. We speak of a routine data *system* (RDS) when we consider not only the collection of data, but also how data are compiled, stored and how information flows to decision makers at various levels.

RDS are of great importance for the poverty monitoring system for at least two reasons. First, RDS provide data at regular intervals, annually or more frequently, while surveys and the census can only provide estimates at relatively long intervals. In the context of the PRSP, frequent estimates of poverty monitoring indicators are required. Secondly, many existing RDS are national in their coverage and can provide disaggregated information at district and ward levels. As the success of the Poverty Reduction Strategy depends to a large extent on appropriate actions by Local Government Authorities (LGAs), the data generated by RDS are of great importance.

There is a range of RDS in place in Tanzania. However, many of them face major challenges. Two of the most striking challenges are the difficulty of ensuring the quality and timeliness of data, and making sure that the data is available in an appropriate format and used in decision-making by LGAs. To date, there is little coordination between the different RDS. As many RDS collect data at local levels of administration, the LGAs are the obvious place for coordination. The Local Government Reform Programme (LGRP) is addressing this issue by designing a monitoring and evaluation system for Local Government that draws on many of the existing RDS and makes information available that is important to local decision makers. It is anticipated that, when operational, this system will provide most of the indicators for poverty monitoring which can be collected through routine data systems. However, until the LG Monitoring and Evaluation System (LG M&E) is fully operational in 2004, the existing RDS will continue to be key sources for poverty monitoring indicators and improvement in the existing systems have to be made to facilitate poverty monitoring. The Technical Working Group on Routine Data will play a coordinating role both in the improvement of RDS and the roll-out of the LG M&E system.

5.2 Poverty monitoring indicators that can be obtained from routine data systems

The following table gives an overview of the core poverty monitoring indicators and available information from existing RDS. Each PRSP indicator is mapped against the LG M&E system and any other potential sources.

Table 1: PRSP Indicators and Routine Data Systems

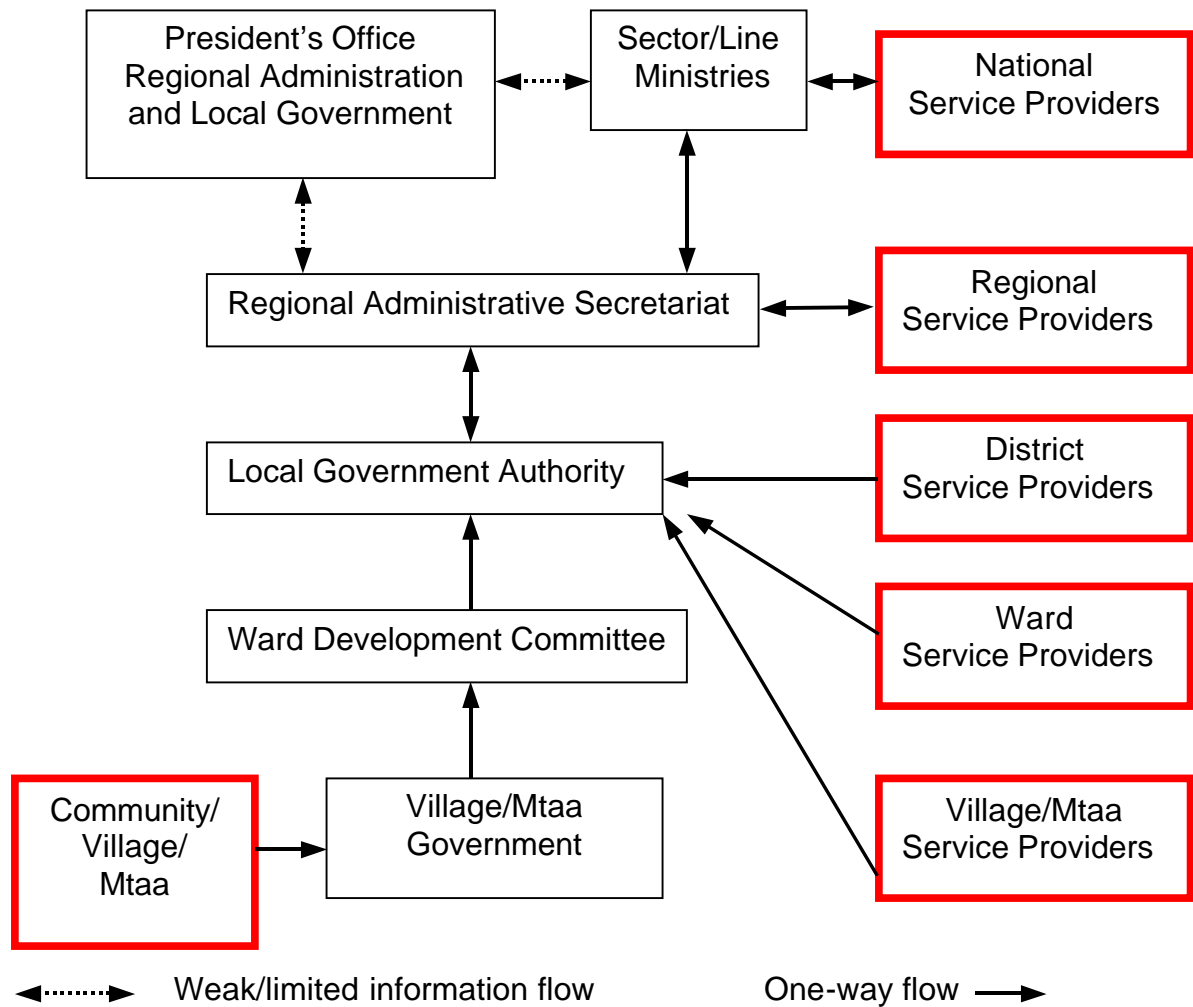
(PRSP) Indicator	Available in LG M&E	Other routine data source
<i>Proxies for income poverty</i>	•	-
<i>Overall GDP growth per annum</i>		<i>National Accounts</i>
<i>GDP growth of agriculture per annum</i>		<i>National Accounts</i>
<i>Road rehabilitation</i>	•	<i>MoW and PO-RALG</i>
<i>Girl/boy ratio in primary education</i>	•	<i>Basic Education Statistics</i>
<i>Girl/boy ratio in secondary education</i>		<i>Basic Education Statistics</i>
<i>Transition rate - primary to secondary</i>	•	<i>Basic Education Statistics</i>
<i>Literacy rate of population aged 15+</i>	•	-
<i>Net primary enrolment</i>	•	<i>Basic Education Statistics</i>
<i>Gross primary enrolment</i>	•	<i>Basic Education Statistics</i>
<i>Drop-out rate in primary schools</i>	•	<i>Basic Education Statistics</i>
<i>Percent of students passing Std 7 with grade A, B, C</i>	•	<i>Basic Education Statistics</i>
<i>ARI prevalence in under-fives</i>	•	<i>MTUHA, AMMP</i>
<i>Diarrhoea prevalence in under-fives</i>	•	<i>MTUHA, AMMP</i>
<i>Population with access to safe water</i>	•	<i>Water & Sanitation Database</i>
<i>Infant mortality rate</i>	•	<i>AMMP</i>
<i>Under-five mortality rate</i>	•	<i>AMMP</i>
<i>Life expectancy</i>		<i>AMMP</i>
<i>Sero-positive rate in pregnant women</i>		<i>NACP sentinel surveillance</i>
<i>Malaria in-patient case fatalities for children under 5</i>		<i>MTUHA</i>
<i>Children under 2 years immunized against both measles and DPT</i>	•	<i>MTUHA</i>
<i>Districts covered by active AIDS awareness campaign</i>		<i>NACP</i>
<i>Births attended by skilled health worker</i>	•	<i>AMMP</i>
<i>Ratio of primary court filed cases decided</i>		<i>Court records</i>
<i>Proportion of other charges allocated to judiciary</i>		<i>Budget</i>
<i>Stunting (height for age) of under-fives</i>	•	<i>Community-based growth monitoring</i>
<i>Wasting (weight for height) of under-fives</i>	•	<i>Community-based growth monitoring</i>
<i>Underweight (weight for age) of under-fives</i>	•	<i>Community-based growth monitoring</i>
<i>Ratio of reserves to monthly inputs</i>		<i>Bank of Tanzania</i>

5.3 Existing Routine Data Systems

At present the key ministries involved in PRSP implementation have their own RDS to generate and collect data for planning and monitoring purposes. These systems basically exist in isolation and parallel to each other. However, the systems use similar data collection points, namely: village/mtaa and service providing facilities at various levels.

The diagram below depicts the current situation. In the diagram, service providers include all service outlet facilities (school, health center, dispensary, etc) of the respective sectors at the regional, district and sub-district levels that deliver public services and all types of extension services. The bold boxes indicate primary data collection points or sources of data. Verification, compilation and data archive are conducted either by LGAs, regional authority or by whoever coordinates data acquisition.

Current Data Collection and Flow of Information



The chart illustrates the one-way information flow, particularly at community and ward levels and the relatively marginal role of PO-RALG in these routine data systems. The WDC, villages/mitaa governments seldom receive any feedback on the data they provide. Use of data from RDS at village, ward and district level is traditionally very limited and this can be considered to be one of the major flaws

of these systems. It is also one of the explanations for the poor quality of data generated through RDS. The main challenge the poverty monitoring system will address is making RDS more relevant to decision makers at all levels, particularly village, ward and district levels. The quality of the RDS will also be addressed. Plans for the improvement of RDS are outlined in section 5.5, after a brief description of the main existing RDS in this section and an overview of their challenges in section 5.4.

5.3.1 Health

The Health Management Information System (HMIS/MTUHA) of the Ministry of Health (MoH) is a comprehensive RDS that covers all health facilities in the country (including public, NGO and private facilities). It plays a key role in the Health Sector Reform (HSR) process, as a major tool for planning, monitoring and evaluation. The HMIS routinely collects data on a very wide range of indicators: indicators related to administration (personnel, finance, performance), community outreach, target population estimates, drugs and consumables, information on out- and in-patients, the laboratories, dental and MCH services.

Data are collected from health facilities, using standard registers, ledgers and forms. At the health facility, a first, manual compilation of data is done and quarterly and annual reports are produced. Quarterly reports are transmitted to the DMO and annual reports both to the DMO and RMO. The DMO transcribes the data into a District Processing File. There are three outputs from this exercise: The District Staff List, the District Quarterly and Annual Report. These are submitted to the RMO. At RMO level, the system is computerized and data-entry comes from the following four sources: the Annual Health Facility Report, the District Staff Report, the District Quarterly and Annual Report. The data are forwarded to the national system on a monthly basis. Regional, Referral and Specialist Hospitals report to both the RMO and the MoH directly. Likewise functional units, under the MoH, e.g. family Planning Unit, MCH Unit etc, also submit their returns on a monthly basis.

The challenges faced by the HMIS include:

- Disappointing use of HMIS data
- Poor feedback to lower levels of administration and poor dissemination
- Problems of data quality, because of insufficient validation and verification procedures
- Problems with timeliness of reporting

In the context of Local Government Reform, there is an ideal opportunity to build on the strengths of the HMIS – its wide coverage and well developed data collection tools – to realize its potential as a tool for planning and management at various levels.

5.3.2 Education

The Statistical Section of the Ministry of Education and Culture (MoEC) manages an Education Management Information System (EMIS). EMIS covers all primary schools, secondary schools and teacher training colleges, both public and private. The EMIS collects a wide range of data on primary and secondary education, teacher training and adult education disaggregated by sex, age, district and region. Data are also collected on Inspectorate services, Culture and Sports. Furthermore, the system keeps track of disabled students and the number of teaching staff for the hearing and visually impaired.

The Statistical Section prepares three different types of questionnaire forms, one each for primary and secondary school and teacher training colleges. For the primary schools, the respondents return completed forms to the WEO. The WEO compiles them into one form and submits it to the DEO. The DEO summarizes the WEO forms into a District Summary, which is submitted to the REO. The REO submits all District Summaries to the MoEC. For the secondary schools and teacher training colleges, the head masters/principals submit forms directly to the MoEC. The data received is computerized and processed to produce annual publications. Annually, in June, a national report - "Basic Statistics in Education" - is produced (separate volumes for national and regional statistics). The EMIS has reported annually on national data since 1985 and regional data since 1992.

There are several issues regarding the quality of data collected through EMIS:

- Completeness of the dataset is a problem. The non-response from some schools/colleges and incomplete forms complicate the calculation of aggregate indicators.
- Accuracy of the data is another area of concern. Some schools do not keep proper records, thus making it difficult for the head master to accurately fill out the forms. Also, some respondents hide or distort information.
- Data compilation is problematic: mistakes are easily made at various levels of summarization, leading to further inaccuracies.
- Timeliness of data availability: forms are not always distributed in time and some schools send in their returns late, delaying processing and dissemination.

Like the HMIS, the EMIS has a lot of potential to become a major management tool for LGAs, once the issues raised above are addressed adequately.

5.3.3 Road Sector

The Road Sector routinely collects data on traffic volume, road condition, and location of existing structures such as bridges, culverts, and lengths of road sections in kilometers (km). Details of distance improved (new construction and rehabilitation) as well as funds utilized are also part of data collection.

Data on traffic volume and road conditions are collected on an annual basis while those of location are collected once to establish a databank and thereafter collected for updating as frequently as needed depending on the uses. This data is best collected through traffic counts supported and verified by questionnaires. Origin-Destination surveys are the most common formats in use for collecting data to verify type, size and journey trips. Most of the data is collected through field surveys conducted by the road sector technical staff.

The information collected is documented in annual reports, specific reports and quarterly progress reports. A databank will be developed to store road sector data. Reporting is done through different institutions depending on the type of roads as follows:

- District and Feeder Road Network: LGAs under PO-RALG
- Trunk and Regional Road Network: Ministry of Works, using Regional Engineers

Generally, there is deficiency in the completeness of data for the Roads Sector, which is complicated by the split mandate between PO-RALG and the MoW.

5.3.4 Agriculture

Agriculture extension officers positioned at village/ward levels are responsible for all information on agriculture at that level. This information is submitted to the relevant District official after cultivation and/or harvest. The information is then passed on to the Region and the MoAF. Information on cash crops is obtained directly from the Crop Authorities, e.g. Coffee Board, Cotton Authority, etc. Information collected through the extension officers is normally based on estimates and hence fairly unreliable.

The only reliable sources of data in the Agriculture sector are special surveys and the Agriculture Census, which are expensive and do not allow for a regular flow of agriculture information. The LG M&E system will address this weakness by including several agriculture indicators and finding ways of improving the reliability of the estimates received from extension officers.

5.3.5 Water sector

Data collection in the water sector has, hitherto, been through progress reports from District Water Engineers through Regional Water Engineers to the Sector Head Office. The data is scattered and therefore, difficult to extract for the purpose of planning and decision-making. There is a poor match between data generated and data required for use. As a result, decisions are often reactive to emerging difficulties rather than proactive based on strategic information.

The sector is developing a Water and Sanitation Database (WSDB) System for modernizing the collection, processing, management and dissemination of information related to water and sanitation. This aims to improve data and

information availability and dissemination for planning, decision-making, and priority setting by the sector. Currently, the development of this database is on pilot basis in 15 districts in 3 regions - Mara, Mwanza and Kagera. The database is intended to be rolled out to other districts.

The methodology is based on:

- (i) Data collection by Data Focal Persons of the ministry's departments/units.
- (ii) Other sources, such as NGOs, CBOs, private sector, districts, donor agencies, etc.

The intended flow of data is from the districts to the sector ministry's head office. The role of the Regional Secretariats and PO-RALG will be addressed in the context of the poverty monitoring system.

5.3.6 Community Based Monitoring System

As part of the Child Survival, Protection and Development Program (CSPD), implemented since the mid-80s by the GoT, a community-based monitoring system was introduced. The system was introduced in the villages of 56 districts on the mainland and all districts in Zanzibar. Indicators monitored under this system include the nutritional status of under-fives; the coverage of immunization for 1-year old children; child death causes; education (attendance, dropout rate, out-of-school children); number of most vulnerable children (orphans, disabled, and street children); and access to safe water and use of adequate sanitation.

In calculating the denominator used for ratios, the system uses the village register as its source. The village register was introduced by the government in the early 80s, to record basic demographic data. This is a particularly useful instrument, as routine data systems often rely on estimates of the base population derived from the Census. These estimates grow increasingly inaccurate as time since the last Census increases. The village register is potentially a more reliable and more up-to-date source for demographic data. For this reason, the LG M&E system will strengthen and mainstream this instrument and use it for its base population estimates.

The Community Based Monitoring System uses standard formats for data collection. Update and record books are kept and maintained by appointed members such as the VEO or the Village Health Worker. Data is collected quarterly from each household. Events like the village health days, held quarterly, have been promoted as an occasion to update the record books. At each level of reporting, there is a standard quarterly indicator report, according to which data is compiled and sent to the next level in the reporting line.

After collection of quarterly data at village level the village records are updated by the village government, and a report is compiled and forwarded to the ward. At ward level, the WEO compiles the village reports and produces a quarterly

indicator report. The district, after review, compiles a mid-year report and an annual report. These reports are submitted to the region for further compilation into the mid-year and annual reports. The latter are sent to the national level and shared within concerned ministries and other interested parties.

The main objective of the community-based monitoring system is to provide people at village level with data for assessing the current situation, to plan future activities, and to inform planners and decision-makers at the various administrative levels on corrective actions. However, in many instances there is under-utilization and poor sharing of the collected data, both due to inadequacy in maintaining record books and a tendency to forward data to the next level without any assessment and analysis.

Under-utilization of data is linked to low quality of data, and vice versa. The people responsible for maintaining the record books at community level often do not provide adequate time for data collection. Other common features influencing the accuracy and reliability of the data are inadequate updates of records, limited sharing of data, and few initiatives to follow up/on the information gathered from the reporting system. It also seems that there is a lack of feedback from above, weakening the incentive to collect accurate figures and to do it in a consistent and timely manner. The village register also suffers from inadequacies. Data quality varies greatly among villages, wards and districts.

Because of its focus on data collection and use at the village level, the community based monitoring system is particularly interesting and potentially very valuable. Strengthening of the village registers through the LG M&E system provides an opportunity to build on the successes of this system and mainstream the approach.

5.3.7 Adult Morbidity and Mortality Project²

The Adult Morbidity and Mortality Project (AMMP), is a project of the MoH. AMMP-2 operates in partnership with the districts of Hai, Ilala, Morogoro Rural, Temeke, and Rufiji. Additional core sentinel sites will be established in 2001 in Igunga and Kigoma urban districts. Other Demographic Surveillance Systems such as the Rufiji Demographic Surveillance System, and the Ifakara Health and Development Research Center (Kilombero and Ulanga) feed cause-specific mortality data into the National Sentinel System. It is also anticipated that cause-specific mortality data will be available from UNICEF in the future from the following districts: Mbarali, Magu, Kibaha, Kilosa, Masasi, and Mtwara. Within the context of HSR the purpose of the project is to strengthen evidence-based planning and the development of cost-effective health services at both the ministry and district levels. AMMP-2 is especially concerned with encouraging the equitable allocation of health resources in project districts.

² AMMP is not strictly speaking a Routine Data System, but a hybrid between RDS and survey/census. Given it's close links with RDS it is reported here.

AMMP-2 will run from April 1999 through March 2004. In this phase, the project will focus on improving sustainability, refining the methodology and expanding the system to become a national sentinel surveillance system on burden of disease and mortality. By 2004, the system will be fully integrated into the MoH and is expected to produce nationally representative data.

The AMMP National Sentinel Surveillance System (NSSS) has two components: a demographic and a mortality surveillance system. In the Demographic Surveillance System, a complete enumeration of vital events and migration is carried out at regular intervals. This enumeration ensures that accurate demographic data are available for the districts in the sample. The Mortality Surveillance System is continuous and aims to record all deaths and stillbirths, which are followed-up by a verbal autopsy. Starting in 2001, AMMP is initiating the collection of additional data on morbidity and poverty conditions. The AMMP sentinel surveillance system provides data on mortality rates and life expectancy as well as on mortality by cause of death. The system will provide regular and reliable estimates of the mortality and life expectancy indicators in the poverty monitoring system, disaggregated by age, sex, district and ward and in future also by poverty status.

Village enumerators, key informants and Verbal Autopsy (VA) Interviewers report to District NSS Coordinators. The District Coordinator reports to the District Medical Officer or the Municipal Medical Officer for Health. District Medical Officers in turn report to the National Sentinel Surveillance Task Group Leader. Data Processing takes place primarily at the Ministry of Health, though some preliminary data entry is done at the District Level to aid data management. Data are compiled, stored, and computerised at the Ministry of Health. Districts and LGAs are undergoing computerisation to enable them to process and store more data.

Council Health Management Teams in sentinel councils and regions where sentinel areas are located use the data in the production of annual comprehensive council health plans. The Ministry of Health uses the data in producing the annual Public Health Sector Profile.

Data are made available on an annual basis in four main formats:

- (a) Ministry of Health Public Sector Profile reports
- (b) Annual Health Statistics Abstracts
- (c) District Analysis Books (proportional mortality & demographic indicators)
- (d) District Burden of Disease Profiles (Years of Life Lost by health intervention category; produced by the Tanzania Essential Health Interventions Project for Morogoro and Rufiji Districts)

Additional dissemination takes place through the publication of technical reports and peer review articles in the international health literature. In general there is a 6-month time lag in reporting.

5.3.8 National AIDS Control Program

Under the NACP, data on HIV prevalence are obtained in three types of surveillance:

- Screening of pregnant women attending antenatal clinics
- Screening of blood donors
- Voluntary testing for HIV/AIDS

This surveillance system is problematic for various reasons:

- There is a lack of consistency in the sentinel sites used, making trend analysis difficult
- All three types of surveillance introduce a bias, which makes it hard to generalize data to the overall population
- There are ethical issues involved, making the methodology debatable.

However, the NACP surveillance system is the only data source that provides estimates on HIV prevalence on a substantial scale.

5.4 Weaknesses of the Existing Routine Data Systems

Several weaknesses have been identified in the set-up and operation of the routine data systems presented above. The most common ones are as follows:

- There is lack of a functioning coordination among systems.
- There is low consistency between the data collected and the information required to support decision making processes.
- There is little use of the information at local level. Data and information pass through various levels of the administration, but are passed on rather than actively used for local planning.
- The information flow is essentially one-way, particularly at community and ward levels, with data flowing up the hierarchy, while only very limited efforts are made to channel the information back down the hierarchy. There is also no mechanism that ensures that the village/mitaa have access to reports submitted by service providers in their areas.
- As a result of low usage of the data at the local level and limited feedback, there is a lack of incentives for the staff involved to ensure the quality and timeliness of their returns for the RDS. Therefore, many RDS are considered to be unreliable.

5.5 The Work Programme of the Routine Data Group

The Routine Data Group's challenge is to coordinate initiatives that help to address the shortcomings of RDS outlined above. Several initiatives are already getting underway towards that purpose. Perhaps the most significant is the development of a Local Government M&E System. This system was initially developed and piloted as part of the Local Government Reform Process and will be rolled out gradually to all LGAs, to become a national system. The roll-out of the LG M&E system is an important component of the work programme for the

Routine Data Group. The LG M&E system and its roll-out plan are described in 5.6 below.

A second important element of the RDS work programme is the strengthening of capacity at LGA, Regional and PO-RALG levels to collect, analyse and use evidence on poverty in decision making. This entails awareness raising, training, provision of equipment, etc. The roll-out of the Tanzania Socio-Economic Database, an important tool for improved evidence-based development management, is part of the plans of the group.

Finally, the RDS Work Programme also looks at strengthening existing RDS and making them more relevant to decision makers at lower administrative levels. This will require assessments of the existing RDS and further capacity building.

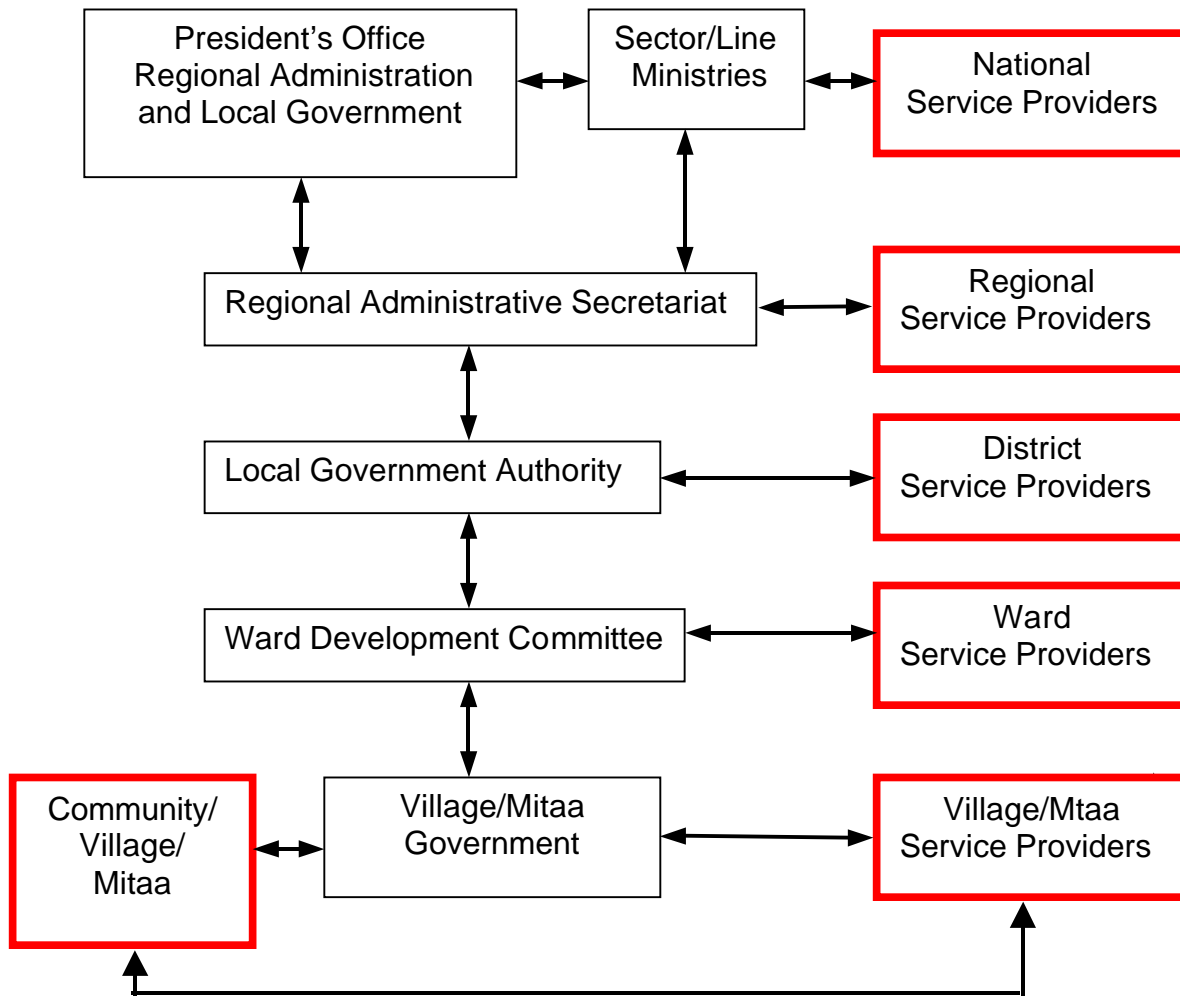
5.6 LG M&E System

The LG M&E system seeks to address some of the weaknesses of existing RDS. The emphasis will be on the improvement of the quality of information provided. The system will be selective with regard to the quantity of data that will be collected. The number of indicators will be kept to a manageable size. Only essential information will be included in reports and all of it will be carefully justified, taking into account of the costs and time involved.

The LG M&E system will address the harmonization of data definitions and data flow. As shown in the diagram below, the M&E system is designed to allow bottom-up and top-down flow of information. Data are collected at the grass-roots level (from village registers and service outlet facilities), and go upwards through the various levels of the administrative hierarchy to the national level. At each level, data are stored and used for local decision making. Processed information in user-friendly formats and policy issues formulated at any given level reach the grass-roots through the same channel, but in the opposite direction.

Different RDS used by the sector ministries will continue to be used and data collection will follow suit, but they will be coordinated to provide common indicators defined in the PRSP monitoring and LG M&E system. All data generated at data collection points are copied and channeled first to the authority at the corresponding level before being forwarded to a higher level. The full set of data will be copied to PO-RALG, whereas the sector specific module of data will be copied to the respective ministry.

5.6.1 Proposed flow of information



The proposed structure has the following advantages:

1. A unified and explicit flow and storage of data will ensure better data accessibility and quality.
2. Under a harmonized structure, all capacity building efforts, investments in hard- and software and funds for data acquisition will be utilized more effectively, efficiently and coherently.
3. Pertinent data will be made available at the respective level through means such as public posting, particularly at village/mitaa and ward level. This will enhance public demand for data as well as incentives for data collection when the data are available and used for planning, setting development priorities and public use in demanding accountability. This in turn increases motivation as well as pressure, and ensures sustainability of the routine data collection structure.

4. Data used and tested in actual planning at district and sub-district level or exposed to the scrutiny of the public are in general of better quality and consistency.
5. A single data flow structure will ensure coordinated efforts in data collection by different ministries as well as better synchronization with census and survey, since the same people are often involved in one way or another. This will also avoid over-stretching the capacity of the district and sub-district level, and avoid haphazard pull of data from the central authorities.
6. Support for this structure will naturally enable and necessitate data collection at different levels resulting in data disaggregated to sub-district levels. These data are important in district and sub-district planning which is key to successful PRS implementation.
7. Under the existing system, policy makers tend to use the data produced by the ministries that are based on extrapolated figures of the 1988 census, whereas the administrative data will be generated through re-vitalized and re-capacitated village registry. Use of a common denominator for data analysis will facilitate easy cross check of data and common interpretation. Under the proposed data flow structure a single denominator – verified at the village level – will be used by district and regional level in compilation of data.

5.6.2 Computerization.

Computerization has begun in a small way in the LGAs, primarily with donor support. It will soon take substantive steps forward as the LG M&E gets underway. The effective use of computers promises major advantages for monitoring and evaluation system in terms of communication, storage and retrieval, and analysis.

For the same reason the LGRP will systematically introduce a computerized system to all LGAs at council level. Sufficient capacities will be built to ensure smooth running of the system. This will include development of skills for those managing and using the system and provision of the necessary equipment (computer, printer, UPS, etc). Whereas, at the ward and village levels the system will be operated manually.

A database has been developed for storage of data collected through the LG M&E System. The roll-out of the M&E System will be synchronized with roll-out of the Tanzania Socio-Economic Database to the districts. The two databases are compatible and will complement each other. While the LG M&E database will serve for data entry and storage of raw data, TSED will be used to query the data and present information in a user-friendly way through graphs, tables and maps. The Government has officially launched the Tanzania Socio-Economic Database (TSED) in May 2001 to create a common database for easy storage, retrieval and presentation of data. The software tools of TSED can be widely shared and used by institutions and individuals at different levels of administration. The regional and district administration in general could clearly benefit from the

format (e.g. graphs, tables, maps) that can facilitate planning and policy discussions.

5.6.3 Village Register

This instrument was introduced by the National Bureau of Statistics in the eighties with the intent of establishing a minimum demographic database in every village. There is also a legal requirement that every village shall maintain such a register. This has worked in some places, but not in others.

However, with all its operational weaknesses, the register provides the most promising basis to build a country-wide information system at village level, for which villages themselves take responsibility and which can facilitate decision making at that level. For that matter, the LG M&E System will enhance the use of village registers for capturing demographic and other pertinent data at village level.

5.6.4 Roll-out plan for the LGR M&E system

The M&E system will be rolled out in phases. The following key milestones have been set:

Computerized M&E

- By June 2002 the computerized LG M&E System is working in all 38 Phase-I councils.
- By June 2003 the computerized LG M&E System is introduced and working in Phase-II councils.
- By June 2004 the computerized LG M&E System is introduced and working in all councils in Tanzania.

Village register

- By December 2001 village registers will be introduced in phase I councils.
- By June 2003 village registers will be introduced in phase II councils.
- By June 2004 village registers will be introduced in all villages in Tanzania.

It is clear that the LG M&E system will not produce data on a national scale until June 2004, when the system is operational in all councils. In the meantime, we will at least in part have to rely on the existing RDS, which have been described in the previous sections. It is important, in the meantime, to strengthen these RDS and make them more relevant to local decision makers.

5.7 Capacity building requirements for routine data systems

While most of the existing RDS are operational and produce data on a regular basis, there are some concerns about the quality and timeliness of data caused by lack of incentive. The major weakness in the RDS can only be addressed if capacity is built at the lower administrative levels for compilation, interpretation and use of the data.

The LG provides another compelling reason for building greater local capacity to produce and use data through the RDS. Under the LGR the LGAs shoulder the responsibility in planning and monitoring public service delivery. It is essential that LGAs base the newly devolved decision-making power firmly on available evidence.

Some initiatives are already underway to provide tools that facilitate decision makers' access to timely and reliable data/information and to strengthen the capacity for utilization. There are important efforts on the part of government and civil society to make the PRSP and related information more widely available and useable by local decision makers. The PO-RALG, through LGRP will address the capacity building needs of its departments and those at local level. The LG M&E system being established will help to apply pressure for reform on the RDSs.

Specific capacity building needs will include:

- § *Raise awareness on the importance of M&E and issues of keeping data;*
- § *Conduct needs assessments and prepare capacity building plan and skill enhancement;*
- § *Develop essential/minimum package of information and tools for data use;*
- § *Develop information strategy;*
- § *Training on information technology;*
- § *Purchase and install working tools like computers, etc;*
- § *Establishing documentation centers at local level.*

Apart from capacity building at the local level, the Technical Working Group on RDS will also fund and coordinate work to assess the quality of existing sectoral RDS and propose ways to address their effectiveness.

A general amount has been specified in the budget for capacity building activities in this field. The Routine Data Group will, on an annual basis, determine priorities for capacity building and oversee the use of the capacity building funds.

5.8 Common definitions and methodologies

As the poverty monitoring system will use estimates for one and the same indicator from various data sources, it is very important that efforts are made to arrive at common definition of these indicators and common methodologies to measure and calculate them. The National Bureau of Statistics has an important role in setting statistical standards for Tanzania. The Routine Data Group, together with other TWGs, will work closely with NBS to ensure greater synchronization of definitions and methodologies used to measure poverty monitoring indicators across data sources. Given the size of the challenge, this will be an on-going task, which will ask for attention of the Routine Data Group for several years to come.

5.9 Institutional Linkages for Poverty Monitoring

The chairperson of the Routine Data Group will regularly report to the Poverty Monitoring Steering Committee, through the PRSP Technical Committee, on

implementation of the routine data work program and on findings from the RDS. The Routine Data Group will work closely with the other TWGs. Close links will be maintained with the Research and Analysis Group, in highlighting results that require further research or analysis. Mutually beneficial links will be maintained with the Dissemination Group. The Routine Data Group will feed findings of the RDS into the Dissemination Group for broadcasting through the appropriate dissemination channels. The Dissemination Group will provide expertise on how the various RDS may strengthen their own dissemination efforts.

5.10 Budget for the RDS work programme

The following budget is indicative in nature and will be further developed in the course of more detailed annual work planning. Interested parties may obtain a more detailed budget from the Poverty Monitoring Secretariat.

Category	Total	2001/2002	2002/2003	2003/2004
a) Routine data System				
(1) Capacity building	370,000,000	125,000,000	125,000,000	120,000,000
(2) Reorientation/ Workshops	50,000,000	20,000,000	20,000,000	10,000,000
(3) Consultancy	100,000,000	30,000,000	40,000,000	30,000,000
(4) Preparation of Routine data Report	60,000,000	20,000,000	20,000,000	20,000,000
Total	580,000,000	195,000,000	205,000,000	180,000,000
b) LG M&E system				
(1) Consultancy	120,060,000	40,019,000	47,393,000	32,648,000
(2) Supplies	213,805,000	71,268,300	84,396,700	58,140,000
(3) Running costs	46,380,900	15,460,000	18,307,900	12,613,000
(4) Contingency	38,024,400	12,674,800	15,009,700	10,339,900
Total	418,270,300	139,422,100	165,107,300	113,740,900
c) Roll-out of TSED	540,000,000	135,000,000	202,500,000	202,500,000
d) Administration	25,560,000	8,520,000	8,520,000	8,520,000
Total	1,563,830,300	477,942,100	581,127,300	504,760,900

MAJOR ACTIVITIES	COST (3 years)	Notes
Strengthening Routine Data System	580,000,000	<p>CAPACITY BUILDING</p> <ul style="list-style-type: none"> • Conduct needs assessment • Training in statistics • Training in computer use • Conduct sensitisation workshops on data collection, compilation and processing • Strengthen community based monitoring <p>CONSULTANCY</p> <ul style="list-style-type: none"> • Review of sectoral systems for data collection • Identify the capacity gaps and make appropriate recommendations <p>PREPARATION OF ROUTINE DATA ANNUAL REPORT</p> <ul style="list-style-type: none"> • Hire a consultant • Produce required amount of copies and distribute them
Strengthening LG M&E System	418,000,000	<p>CONSULTANCY</p> <ul style="list-style-type: none"> • Develop M&E System • Develop storage systems, produce user-friendly formats and reports using the database • Establish co-ordination mechanism <p>SUPPLIES & RUNNING COST</p> <ul style="list-style-type: none"> • Purchase computers, software, printers, UPS, Register Books and other stationery • Data punching, maintenance of hardware and software, public posting of processed information <p>CONTIGENCY</p>
Roll-out TSED	540,000,000	<p>TRAINING</p> <ul style="list-style-type: none"> • Basic computer training • Using the database <p>PURCHASE</p> <ul style="list-style-type: none"> • Hardware • Install software <p>POPULATING/ADOPTING THE DATABASE</p>

Chapter 6 Research and Analysis

6.1 Overview

In Tanzania, there is growing recognition of the need to probe and unfold a range of poverty issues and assumptions. In the past, statistical information was not fully analysed, and poverty research was ad hoc, weakly funded, and often focused on one-off topics influenced by financiers' interests. Resource constraints meant that much of the poverty research was small-scale and locality specific. Overall, research findings have not been well disseminated, or written in an accessible and useable format for policy makers.

However, for a number of years a small number of researchers have attempted to work in a more broad-based policy engaging manner. They have faced limitations and constraints in spanning the divide between research interests, findings and policy making requirements. Synchronising research with policy-making processes has also posed difficulties. Researchers have in some instances been perceived by policy makers as the critics of Government policies and strategies. However, there is growing understanding of the importance of the role of research and the need for enhanced dialogue which ensures key research findings feed through to policy makers.

Through a series of meetings and discussions in late 2000, key interest groups recognised the need to accommodate the wide range of stakeholders who have a common interest in poverty-focused research and policy work. However, this is a complex process to co-ordinate in a way which ensures the involvement of the broad range of stakeholders. To address this challenge, a collaborative approach based on a variety of self-motivated focus groups will be involved, rather than a more traditional approach of a single/lead agency with a specialised 'unit' mandated to do a wide array of work. The government is aware of the dangers involved in investing full ownership and control of research and analysis within a single/lead agency model. Hence a conscious choice was made for a more pluralistic and dynamic engagement in poverty-focused research.

A key step in evolving this pluralistic approach was the conceptualisation of a Research and Analysis Working Group at the White Sands Workshop on Poverty Monitoring (organised by the National Bureau of Statistics, October 2000).

The mandate of the R&A Working Group is to set priorities for research and analysis and to coordinate the implementation of a research and analysis programme based on these priorities. The R&A Working Group will co-ordinate research and analysis related to the PRSP on behalf of the Government, but with involvement of a wide range of stakeholders in the setting of research priorities and in the control of the quality of outputs. The R&A Working Group will also serve as a contact, information and advice point for poverty-related research carried out outside the research and analysis work programme.

The R&A Working Group has developed a research and analysis programme, incorporating a funding mechanism, to promote:

- research that tests the assumptions underlying the PRSP
- detailed studies that evaluate the impact of policies and strategies on poverty, and their causal links
- research that addresses the knowledge gaps that were identified in the PRSP drafting process and in subsequent PRSP revisions/up-dates
- further research to deepen understanding of the data trends emerging from the poverty monitoring system.

More specific research questions based on the above have been developed by two consultants hired by the Research and Analysis Working Group.³ These questions are summarised in section 6.2 below.

In addition, the Research and Analysis Working Group has been tasked to coordinate the implementation of Participatory Poverty Assessments as part of the poverty monitoring system. A team of consultants assisted the working group with the conceptualisation of these PPAs and the preparation for their implementation.⁴ The main features of the PPAs are outlined in section 6.3 below.

The information generated by the research and analysis programme will primarily be for the purpose of deepening the understanding of policy makers and implementing agencies about the status of poverty in the country, the structural causes of poverty and the impact of decisions on poverty. This deeper understanding will lead to more effective poverty reduction initiatives. Efforts will focus on promoting analysis of emerging data sets from national surveys and routine data sources, as well as undertaking new studies.

It is important to note that by addressing questions about impact and investigating causality and assumptions, the research and analysis programme is partly addressing the evaluation needs of the Poverty Reduction Strategy. As such, it complements the monitoring function performed by the multi-year survey programme and the routine data programme.

6.2 Research Priorities

The commissioned research carried out by Tsikata & Mbilinyi in 2001 identified priorities and gaps in research relating to the PRSP and poverty. Based on this consultancy, the Working Group chose three key areas for research and analysis:

³ Tsikata & Mbilinyi, *Towards a Research Framework for Poverty Monitoring in Tanzania*. ESRF, 2001.

⁴ Ehrhart et al, *Participatory Poverty Assessments in the Context of Tanzania's Poverty Monitoring Framework*. VPO, 2001.

- **poverty profile** – who are the poor, where are they, how is their situation changing?
- **structural causes of poverty** – which economic, political, social and cultural processes and structures are in place that cause or exacerbate poverty?
- **impact of strategies** – are the strategies laid down in the PRSP having the desired impact?

This framework incorporates a wide range of possible research questions. On an annual basis, this framework will be used to set research priorities for the year, much like the process used to set the annual research programme for the Public Expenditure Review. The framework of research questions is summarised below, with some examples of the type of questions to be addressed under each key area. Full details can be found in Tsikata & Mbilinyi, 2001.

Poverty profile

The poverty profile included in the PRSP was limited by the absence of good data and the fact that relatively little up to date empirical analysis has been carried out on who the poor are, what their characteristics are and so on. As more data sets become available (eg the 2000/2001 Household Budget Survey, the 2000/2001 Labour Force Survey and the 2002 Census), opportunities are emerging to update the poverty profile. Updating the poverty profile is a priority to ensure the effectiveness of the Poverty Reduction Strategy. A starting point for research in this area would be a review of the literature on poverty-related research in Tanzania, updating earlier works on this topic. The research and analysis group will continue the work it has initiated on the identification of proxy indicators for household welfare. It will coordinate analytical work using the 2000/2001 HBS and the 2002 Census to produce detailed poverty maps, which will make much more accurate targeting of the poverty reduction strategy possible. The structure of inequality will also receive priority attention, as it has not been adequately researched to date. This will include attention for inequality by gender, by rural/urban location and by sector of the economy. In particular, changing circumstances of farming households will be studied in this context.

As a result of a lack of opportunities in the rural economy, the informal economy is rapidly expanding. Anecdotal evidence suggests that informal sector activity is an increasingly important source of income for the poor as well as a means of survival. Much of the information from previous informal sector surveys is now outdated. There is a descriptive function to be fulfilled by the research programme, in order to gain an overall sense of the quantitative and qualitative significance of the sector. More analytical questions relate to the factors that determine entry and exit into the sector and the poverty impact of participation in the informal sector.

In order to enhance the poverty profile, more research needs to be done on issues of vulnerability. The PRSP indicates the need for further research to enhance the understanding of issues affecting the lives of the extremely vulnerable in Tanzania. This will assist in finding more effective ways of reducing

their vulnerability, including ensuring their access to quality essential basic services. The R&A working group has prioritised taking forward research on extreme vulnerability as a major part of its mandate. Towards this they will clarify key indicators, prioritise analysis of data, and explore potential avenues for addressing the needs of the most vulnerable through Government programmes which complement existing efforts undertaken mainly through donor projects and civil society. Particular attention will be given to deepening the understanding of the increasing vulnerability of large parts of the population, notably children, adolescents and young adults. The particular effect of the HIV/AIDS epidemic requires a greater priority focus. What is known is that the existing formal and informal social welfare systems in Tanzania are inadequate to support them. What is less well understood are the efforts of community development workers and community initiatives - albeit with small resources - which could provide the basis for a much strengthened social welfare system. Vulnerability due to environmental factors is another area to investigate further, especially given the knowledge gap in the PRSP on poverty-environment linkages. The first Participatory Poverty Assessment will investigate issues of vulnerability and will be a major contribution to filling the knowledge gap on this important issue.

Structural causes of poverty

While the PRSP provided a good overview of the immediate causes of poverty, there was little in-depth analysis of the structural causes. The research and analysis programme will generate new research to address this shortcoming. Structural factors that will receive specific attention include gender relations, globalisation, political power structures and culture.

There is a recognised need to strengthen understanding amongst decision makers about gender and poverty in Tanzania. Gender relations as a structural cause of poverty will therefore receive priority under the research and analysis programme. Regular analysis of Tanzania's poverty situation and subsequent policies and strategies have not sufficiently reflected the issue of gender inequality, despite evidence in many African countries that gender and inequality hamper development. With the emergence of new data from national surveys and routine sources plus the establishment of the poverty monitoring framework, opportunities exist to strengthen this area of work. The R&A working group will develop a sub-programme focused on gender and poverty. Reviews and recommendations for specific funding of research and capacity building will be made to this working group from the Macro Gender Working Group⁵.

The PRSP pays little attention to aspects of globalisation. Globalisation may affect the poor in various ways – negative as well as positive. The research and analysis programme will investigate to what extent globalisation poses new challenges for poverty reduction and which opportunities emerge as a result of it.

⁵ A multi-stakeholder group led by the Ministry of CDWAC and inclusive of research organisations, donors and civil society.

Another priority area is that of political power structures. It will be important to review the strength of the political commitment to the poverty reduction effort, as well as potential opposition to contentious elements of it, such as redistribution. This is also where the programme will explore one of the major assumptions underlying the entire poverty monitoring system – that improved evidence on poverty will lead to pro-poor decisions by the relevant stakeholders. However, there is no sound reason to assume that the mere production of data will automatically lead to it being used in decision making. There is little knowledge yet about the obstacles that decision makers at various levels of government face in making pro-poor decisions. The research and analysis programme hopes to fill this knowledge gap. Another question related to power structures is that of participation of citizens in the government's decision making process. Participation is one of the guiding principles of the PRSP. In that light, research is required to investigate the institutional mechanisms that exist for real participation and what blocks or stimulates real participation. The role of civil society in this process is also of importance. An essential requirement for effective participation in decision making is that relevant stakeholders have free access to information. What kind of information structures and systems exist at different levels, in the context of 'the right to information' for all citizens, women and men, rich and poor, young and old alike? In this context, we need to clarify what the real information needs of the poor are, in order to enhance their lives, livelihoods and voice.

During the PRSP Zonal Workshops, culture was identified as an important constraint to poverty reduction initiatives. The PRSP did not explore this issue in depth, however. In order for poverty reduction initiatives to be fully effective, they must take culture into account. Culture is defined here in the broadest sense – “the social structures, norms, values and practices that underpin social identities and behaviours, creative activities, and cultivation of imagination”. A better understanding of the role of culture in poverty reduction would require empirical analyses of individual behaviour in the context of the priority sectors of the PRSP. For example, how do belief systems and social norms affect school attendance and investment of children's time in learning? Society's norms, values and institutions related to work have changed in the face of reduced economic opportunities and changes in social structure, such as urbanisation. How have these cultural changes affected poverty?

Impact of strategies

The research and analysis work programme fulfils an evaluation function for the PRSP, by systematically assessing the impact of the strategies contained in it. The research and analysis programme will investigate the impact of both sectoral strategies and the growth strategy. As part of this, studies carried out under the programme will also critically test the assumptions underlying the strategies in the PRSP.

The PRSP prioritises interventions in agriculture, education, health, roads, water, HIV/AIDS and the judiciary. It sets targets in these areas and outlines actions that should lead to the desired result. Several assumptions underlie the proposed strategies. It will not be possible for the research and analysis programme to systematically assess impact in all priority sectors each year and therefore, strategic choices will be made annually, based on the priorities of stakeholders. An example of research in this field could be to assess who benefits from greater investments in the road infrastructure. Do these additional investments actually improve the livelihoods of the poorest? Do improved roads indeed lead to easier access to markets and therefore boost agricultural productivity? Another interesting field of study is that of the financing of public services. Is cost sharing a major factor in preventing children access to good quality health care? If it is, which sustainable financing models can be put in place to ensure access of the poor?

Agriculture remains the main source of income and employment for the rural poor, for up to 80% of Tanzanians. Agriculture also accounts for half of Tanzania's exports. It is clear, therefore, that a growing agriculture sector is essential for poverty reduction. One key research topic to be addressed in relation to agriculture is that of marketing. For example, what is the impact on the poor of policies that reform state marketing boards, altering price policy, removal of subsidies and so on? How does this impact differ for men and women? What is the state of competition in the agricultural sector? What evidence is there of anti-competitive behaviour and how does this impact on the poor? Apart from issues related to internal agricultural trade, agricultural exports and their potential impact on poverty should also feature in the research programme.

Despite agriculture's importance, an increasing number of the poor are also turning to the rural non-farm sector as an alternative source of income and employment. The PRSP ought to take this into consideration. Therefore, more information is needed on the nature and importance of non-farm activities in rural areas, how this differs geographically, how different income groups are affected and the characteristics of those involved in non-farm activities. The interaction between non-farm activities on the one hand and agriculture and other economic sectors on the other also deserves more investigation.

6.3 Participatory Poverty Assessments

PPAs enable the poor themselves to express their views on how poverty is evolving, what the causes are behind the changes in the levels and nature of poverty, and how policies and strategies have impacted on their lives. In early consultations on the poverty monitoring system, stakeholders made it clear that they attach great importance to the inclusion of PPAs in the poverty monitoring system. While the research and analysis programme is open to a range of different research methodologies, PPAs are highlighted given their potential to capture the perceptions of the poor.

The R&A Working Group will oversee the development of PPAs, which will involve a range of organisations and institutions committed to and experienced in participatory research methods. The first in a series of consultancies took place in early 2001 (Ehrhart et al, 2001) and provided an opportunity for stakeholders to develop a framework for the first PPA. Among others, the report suggested that the first PPA should focus on extreme vulnerability. It should be timed such that its findings can inform the first major review of the PRSP, which means that draft reports need to be completed before December 2002. The report also recommended that PPAs should be undertaken by a range of stakeholders working together in a consortium, in order to maximise ownership of the research process and findings. Both recommendations were discussed in the R&A Working Group and endorsed.

6.4 Key Outputs:

- **Annual Report on Poverty and Human Development in Tanzania**

The annual report on poverty and human development will be one of the main outputs of the poverty monitoring system and will be produced under the responsibility of the Research and Analysis Working Group. It will contain an overview of the status of the main poverty indicators, analyse trends and the magnitude of the remaining challenge to reach the PRS targets. It will also present the main findings of the research and analytical work carried out under the auspices of the group. The annual poverty report will be a major input into the annual PRS progress report, which is produced by the PRS Technical Committee. The Research and Analysis Working Group will work closely with the Surveys and Censuses Group and the Routine Data Group to obtain the latest estimates for the poverty indicators. The Tanzania Socio-Economic Database will be used as a tool in the presentation of the status and trends of poverty indicators. The Research and Analysis Working Group will work closely with the Dissemination and Advocacy Group, which will oversee the production of a popular version of the annual report on poverty and human development.

- **“Briefing Notes” for Policy makers (periodic)**

Regular brief, user-friendly notes for policy makers summarising the key findings from each study will be prepared. These will be done in a clear and simple format highlighting key points for Government administrators and political leaders. These may take a shape similar to Government circulars. They will be fed through the institutional framework for poverty monitoring, in particular to the Dissemination and Advocacy Group for use in its programme. Briefings will also be fed into the Public Expenditure Review process through the Ministry of Finance. In the case of the latter, it will be important to ensure links between findings in poverty monitoring and tracking studies commissioned under the PER process.

- **Reports and studies (periodic)**

Reports from research supported under the Research Fund will be prepared. Participatory Poverty Assessments reports will also be produced. These would be available in hard copy and also through such media as Tanzania Online.

- **Seminars and workshop**

Regular seminars and workshops for researchers, policy makers and other interested parties to discuss the (preliminary) findings of work carried out under the research and analysis programme.

6.5 Capacity building for research and analysis

There are a number of key research institutions and an even greater number of Government policy and planning units as well as civil society organisations and international partners with an interest in poverty-focused research and analysis in Tanzania. This broad base of interest and support has the potential to harness and generate a rich array of skills and capacity, resources, perspectives and insights. The research and analysis working group will put mechanisms in place to enhance Tanzania's existing capacity. There are two sides to this capacity enhancement. On one hand, there is a need to further strengthen the capacity of professional researchers and analysts. On the other hand, the capacity of users of research and analysis outputs can be strengthened further.

The strengthening of the capacities of researchers and analysts will be pursued in various ways. The research grant programme will have a review process by providing detailed comments at each stage. Winners of research grants will be encouraged to incorporate young researchers in their teams in order to facilitate their capacity building. Part of the capacity building funds available under the research and analysis programme will be used for that purpose. Workshops and seminars and training will be organised around specific methodological and conceptual issues. Some of the areas, which have been provisionally highlighted for inclusion in this programme, include: gender analysis, participatory research methodology and analysis of the benefits of public expenditure. As a matter of principle, the research and analysis working group will prioritise work done by Tanzanian researchers and institutions in the allocations of the research and analysis fund. Foreign researchers/consultants are not eligible for grants from the research and analysis fund. Where specific assignments require the Research and Analysis Working Group to commission of foreign consultants, they will be hired through and at the request of local institutions. Foreign consultants will be obliged to prioritise capacity building of Tanzanian partners.

Enhancing the capacity of users of research and analysis outputs is also of critical importance. It requires a different approach for different types of users. A combination of short-term courses and more formal academic training is required.

6.6 Management of the research and analysis work programme

The funds available for studies, analyses and capacity building under the research and analysis work programme will be managed by the R&A Working Group through a Research Fund Committee and with the assistance of an independent management agent. The R&A Working Group will establish annual priorities for research and analysis and capacity building. The Research Fund Committee, composed of persons from the R&A Working Group plus co-opted expertise (as and when required), will decide on the allocation of the grants. In instances where members of the Research Fund Committee are themselves submitting a proposal, a clear system of declaration of interest will be implemented and they will not take part in the decision making over such proposals.

An independent management agent will be engaged to assist the R&A Working Group with the substantial workload involved in the administrative aspects of managing the research and analysis work programme. This management agent will be selected on the basis of its specific management expertise and its institutional capacity. The management agent will issue the calls for proposals, receive and screen these proposals, present proposals to the Research Fund Committee for decision making, issue contracts and follow up on implementation of contracted research and analysis. The agent will also manage the implementation of the capacity building initiatives under the research and analysis work programme. A strong, experienced management agent is essential for smooth implementation of the research and analysis work programme. Without it, the R&A Working Group would not be able to carry the workload attached to administering the R&A fund.

The Participatory Poverty Assessment Process has its own management arrangements. It is carried out by a consortium of implementing partners and coordinated by a lead implementing partner. The R&A Working Group oversees the implementation of the PPA Process through its PPA Steering Committee, which maintains relations with the lead implementing partner.

6.7 Costings

Budget to June 2004 (3 years) - TSh:

The following budget is indicative in nature and will be further developed in the course of more detailed annual work planning. Interested parties may obtain a more detailed budget from the Poverty Monitoring Secretariat.

Activity	Cost (3 years)	Notes
Research & Analysis Fund: <ul style="list-style-type: none"> • In-depth studies (on poverty profile, structural causes, impact of strategies) • In-depth studies on gender • Analysis of surveys, census, routine data sources • Ad hoc, quick studies 	1,350,000,000	Ceiling per study per year: 45,000,000 Two major analyses on existing data sets per year At least two in-depth studies on gender per year
Management fee	135,000,000	Administrative costs and management fees for running the fund – ceiling 45,000,000 per year.
Capacity Building	405,000,000	Workshops, seminars, training, incorporating young researchers into research work
PPAs	1,258,550,000	Set-up, training, execution, reporting and local feed-back
Publications & archives	855,000,000	Production of annual analytical report and briefing notes for policy makers; Desk top publishing; cataloguing; distribution of info, including via Tanzania Online.
Administration	17,100,000	Secretariat costs, tea and snacks
Total	4,020,650,000	

Chapter 7 Dissemination, Sensitisation and Advocacy

7.1. Overall objective

The overall objective of the dissemination, sensitisation and advocacy programme is to facilitate a smooth flow of information on poverty, which is responsive to the needs of different groups of users of this information. The emphasis of the programme will be on ensuring adequate access to information, thus facilitating use of the information for decision making at different levels. The programme will, therefore, seek to contribute to evidence based decision-making and planning at all levels. The programme will also facilitate non-government stakeholders, who would like to monitor resource flows, effectiveness of different initiatives and the impact of policies and programmes on poverty with the intention of increasing transparency. Access to information on poverty at grassroots level will be promoted to inspire local action.

7.2. Differentiation of information users

Facilitating adequate access to data and information on poverty emerging from the poverty monitoring system should take into account the different needs and circumstances of information users. This involves developing user-friendly ways of accessing data and information, which cater for their respective information needs and requirements. The different groups of information users that have been identified are (i) Policy makers, such as Ministers, Parliamentarians and Councillors, (ii) Civil servants in Central Government, (iii) Civil society organizations (NGOs, CBOs, Trade Unions, business community), (iv) Research/academic institutions, (v) External development partners, (vi) The media, (vii) Local Government officials (including district management team, Ward Executive Officers (WEOs) and Village Executive Officers (VEOs) and (viii) the general public.

7.3. Appropriate channels for the different information users

The media to be used to cater for the information needs of the different groups of information users range from sophisticated ones such as the Tanzania Social Economic Database (TSED) and the Tanzania-Online website to dissemination workshops and distribution of reports like the Annual Report on Poverty and Human Development, as well as the electronic media (Radio and Television) - dramas and soaps (radio plays) to be prepared and aired on local radio and TV stations. Mobile communication systems such as mobile video/cinemas may also be used. Special consideration will be given to the campaign against HIV/AIDS and promotion of engendered development strategies.

The information needs and dissemination channels for each group of information users are given below:-

OBJECTIVE	INFORMATION NEEDS	DISSEMINATION CHANNEL
GROUP 1: POLICY MAKERS (MINISTERS, PARLIAMENTARIANS, COUNCILLORS)		
Enable evidence based decision making	<ul style="list-style-type: none"> § Value of the PMS § Progress against the PRSP targets by priority sectors at national level disaggregated by the districts. § People's perceptions about poverty and their priorities for poverty reduction (PPAs, CSOs case studies). § Priorities for resource allocation 	<ul style="list-style-type: none"> § Use of Cabinet special sessions. § Workshops and seminars for MPs. § TSED, Tanzania-Online. § Poverty and Human Development Report.
GROUP 2: CIVIL SERVANTS IN THE CENTRAL GOVERNMENT		
<ul style="list-style-type: none"> § Enable use of information from PMS for planning and preparing policy proposals and action plans § Sharpening priorities and targeting policy interventions and resources to those priorities for greater impact on poverty reduction. 	<ul style="list-style-type: none"> § Ongoing poverty reduction initiatives § Progress against the PRSP targets by priority sectors at national level, disaggregated by districts § PPAs, CSO case studies § In-depth poverty analysis § Priorities for resource allocation § Other independent poverty monitoring findings § Research findings § Survey results § Findings form local government M&E system § Impact of policy measures 	<ul style="list-style-type: none"> § Workshops and seminars § TSED § Tanzania-Online § Poverty and Human Development Report § Website on poverty monitoring § PPAs report § Videos § CD ROMS § Research reports § Reports on independent poverty monitoring. § Surveys/analytical reports § Newspapers, TVs, radio, Local Government Reports § Newsletters
GROUP 3: LOCAL GOVERNMENT OFFICIALS (COUNCILLORS, DEDs, DMT, WEOs, VEOs)		
<ul style="list-style-type: none"> § Enable use of information from PMS for evidence based Local Government planning and preparation of Action Plans. § Enable clear identification of priorities at Local Government level and target them for resource allocation and action plans 	<ul style="list-style-type: none"> § Ongoing poverty reduction initiatives § Progress against PRSP targets at national and disaggregated by ward § Peoples perception about poverty and their prioritisation (PPAs, CSOs case studies). § Lessons from poverty analysis § Findings from CSO poverty monitoring § Key research findings § Findings from surveys § Findings from Local Government monitoring and evaluation system 	<ul style="list-style-type: none"> § Workshops, seminars § TSED § Tanzania-Online § Mobile communication units § Websites § CSO report on poverty monitoring § Research reports § Report on Local Government M&E system § Newspapers, Radios § Poverty and Human Development Report § Newsletters § Posters, Leaflets, brochures

GROUP 4: CIVIL SOCIETY ORGANIZATIONS		
<ul style="list-style-type: none"> § Increase transparency and enable CSOs to monitor trends in poverty. § Enable them to play their advocacy role more effectively. § Enable them design own interventions to complement Government efforts 	<ul style="list-style-type: none"> § Ongoing initiatives. § Progress against the PRSP targets by priority sectors at national level disaggregated by districts § PPAs and CSOs case studies § Key lessons from poverty analysis § Resource allocation § Expenditure in key areas/sectors § Information on participation of stakeholders in PRSP process § Impact of policy measures § Research findings 	<ul style="list-style-type: none"> § Workshops and seminars § TSED, Tanzania-Online § Website § Poverty and Human Development Report § PPA reports § Report of CSO poverty monitoring § Research reports § Newspapers, Televisions and Radios § Newsletters
GROUP 5: RESEARCH/ACADEMIC INSTITUTIONS		
<ul style="list-style-type: none"> § Enable them make in-depth analysis of poverty and advise on policy measures, strategies and action plans. § Enable them to monitor trends and establish causes and effects of trends 	<ul style="list-style-type: none"> § Ongoing initiatives § PRSP progress report § PPAs § CSOs case studies § Survey results § Research findings § Assessment of impacts of policies and action plans § Independent poverty monitoring reports § In-depth analysis of poverty status and trends § Resource allocation 	<ul style="list-style-type: none"> § Technical reports § TSED § PPA reports § Tanzania-Online § Websites § Electronic and print media § CD ROMS § Survey reports § Newsletters § TVs, Radios § Newspapers § Poverty and Human Development Report
GROUP 6: EXTERNAL DEVELOPMENT PARTNERS		
<ul style="list-style-type: none"> § Increase transparency about Government actions and results § Enable them to be more strategic in supporting the Government and designing their own actions to complement government efforts 	<ul style="list-style-type: none"> § Information on poverty reduction initiatives § PRSP progress report § Resource flows § Survey results § Research findings § Indepth analysis of the poverty status and trends § Impact of policy measures 	<ul style="list-style-type: none"> § Donor meetings & briefings § Newsletters § TV, Radio § Tanzania-Online § Websites § Newspapers § Technical reports § Poverty and Human Development Report § Workshops and seminars
GROUP 7: THE MEDIA		
<ul style="list-style-type: none"> § Increase transparency § Raise public awareness of poverty reduction initiatives, poverty trends, causes and effects 	<ul style="list-style-type: none"> § PRSP progress report § Other reports § Lessons from experience § Impact of policies § Survey results § Research findings § Assessment of policy measures and Government actions 	<ul style="list-style-type: none"> § Reports § Press Releases § Press conference § Briefings § Speeches § Public address by leaders § Press kits

GROUP 8: THE GENERAL PUBLIC		
§ Awareness creation of the poverty status and provide feedback on the results of poverty reduction initiatives.	§ Ongoing initiatives	§ Radio
	§ Results of policy measures and Government Action.	§ Drama and songs
	§ Practices and lessons learnt	§ Mobile video/cinema
	§ General assessment of poverty reduction actions	§ Posters, leaflets
§ To inspire local action	§ Poverty status and trends	§ Newsletters
	§ Simplified messages on poverty issues	§ Brochures
		§ Newspapers
		§ Public address
		§ Speeches

In the table above, a great many different dissemination channels are mentioned. Three of them deserve some explanation, given their key role in the poverty monitoring system: the Poverty and Human Development Report, the Tanzania Socio-Economic Database and Tanzania Online.

7.3.1 Poverty and Human Development Report

Under the responsibility of the Technical Working Group for Research and Analysis, an annual report on Poverty and Human Development Report will be published. The Dissemination, Sensitisation and Advocacy working group will be responsible for producing a popular version of this report, accessible to a wide range of stakeholders. This popular version of the report will describe the current status of the PRSP indicators, compare the current values of the indicators against the PRSP targets and indicate the extent to which the country is on track to achieve these targets. Where data are available, the report will disaggregate indicators by gender, by rural/urban strata, by region and by district. The focus of the report will be on reporting status and trends, but a summary of the analysis of factors underlying these trends will also be provided. The popular version of this report will have an attractive format and it will be made available in Kiswahili as well as in English. Maps and graphs will be an important feature of the report. The design of the report will be such that it makes information available in an appropriate and attractive way to a wide range of different audiences.

7.3.2 Tanzania Socio-Economic Database

The data collected through the poverty monitoring system will be stored centrally, in an easily accessible format that facilitates analysis and the use of data by policy and decision makers at various levels. The Tanzania Socio-Economic Database (TSED) will be used for this purpose and will play a key role in the dissemination of data produced by the poverty monitoring system. TSED is coordinated by the National Bureau of Statistics (NBS). NBS collaborates with ministries and other data collecting institutions which make available their datasets for uploading into TSED.

The first release of TSED contains data on 65 key indicators, all related to poverty. Data in TSED is presented according to clusters and themes, of which the PRSP is one. All PRSP indicators are included in the database. The database will be expanded gradually to contain data on over 300 indicators, going beyond indicators directly related to poverty. Where available, TSED

contains time series, multiple estimates from various sources, disaggregated data down to district level, by sex and urban/rural strata. The database is presently available on CD-ROM and will be made available on the worldwide web by the end of 2001. The latter will allow easy access by a wide range of stakeholders and continuous updating of the database.

TSED can be used to provide user-friendly presentations of data, through table, graph and map options. It is an ideal tool to facilitate the use of data by policy makers. A series of seminars will be held with senior and middle level government officials to familiarise them with the database and train them in its use.

7.3.3 Tanzania Online

Another important dissemination tool for the poverty monitoring system is Tanzania Online. Tanzania Online is an internet-based up-to date gateway to a comprehensive set of full text documents on development issues in Tanzania (www.tzonline.org). The need for this service was first identified during the preparation of the Tanzania Assistance Strategy, where the difficulty for government employees and others experienced in accessing documents and reports became apparent. Tanzania Online is implemented by the Economic and Social Research Foundation (ESRF). The service was launched in December 2000. Tanzania Online will play an important role in dissemination of reports and documents generated by the poverty monitoring system. The Dissemination Working Group and VPO will work closely with ESRF, to ensure that all documents and reports generated by the poverty monitoring system will be available on Tanzania Online and can be easily located from the homepage of the service.

7.4. *Dissemination work plan*

The technical working group on dissemination, sensitization and advocacy has the overall responsibility to oversee the dissemination activities of the Poverty Monitoring system. The specific objectives of the group can be summed up as follows:-

- (i) To establish an information base on poverty status and its trends over time to enable decision-makers at various levels to make informed decisions.
- (ii) Empower stakeholders to influence decisions and take appropriate measures.
- (iii) Create general/public awareness of the information on poverty.

The TWG will coordinate and guide the work of a wide range of actors towards these objectives.

BOX 1: SUMMARY OF MAJOR ACTIVITIES COORDINATED BY THE TWG

- Identify targets groups, determine their information needs and the appropriate channels to reach them
- Collate information from the technical working groups (Census & Surveys, Routine Data and Research & Analysis)
- Determine strategies for user-friendly information dissemination and produce the information packages.
- Disseminate information generated by poverty monitoring system (Poverty and Human Development Report and other means)
- Establish linkages with other TWG through TSED, Tanzania-online and other networks
- Strengthen capacity for information dissemination, sensitisation and advocacy

The dissemination, sensitisation and advocacy work plan is designed to achieve the specific objectives and reach the identified 8 groups of information users. A great range of different players will be involved in the implementation of the work plan. The key elements of the dissemination work plan are as follows:-

(i) Establishment of information base

Under the objective of establishing information base, two main tasks have been planned. The first task is to differentiate groups of information users and to identify information access channels most adequate for them. This task also involves progressively collecting and collating information, documents and reports relevant to poverty; and disaggregation of information according to information users and channels.

The second task is to develop user friendly strategies for responsive information dissemination on poverty eradication through producing specific information dissemination packages; developing a feedback mechanism to find out how the PMS information has been received by the target group, organising data sets according to the requirements of different databases and establishing website for disseminating data through the TSED.

(ii) Poverty and Human Development Report (popular version)

As mentioned earlier, this report will be prepared based on the full report published by the Research and Analysis Working Group. The report will be widely distributed and dissemination packages for specific groups of information users will be developed. In addition, thematic discussion workshops will be organised and promotion materials will be produced.

(iii) **Empowerment of stakeholders to influence decisions and take appropriate actions**

The empowerment process of stakeholders will entail providing the groups with necessary information for decision making and taking appropriate actions. The dissemination Technical Working Group (TWG) will oversee the implementation of this task through establishing links with stakeholders for information sharing; undertake capacity building for key actors; and organizing zonal consultation workshops. In order to effectively engage in policy dissemination, CSOs need capacities to be built in the area of policy dissemination and advocacy. Specifically, CSOs need to be empowered in the interpretation and articulation of the budget allocation and expenditure process. Capacities and skills to conduct PPAs also need to be enhanced.

7.5. Key actors, their capacity and capacity building plans

As far as the dissemination activities are concerned key institutions that will require capacity building are the Poverty Eradication Division in the Vice President's Office, President's Office – Regional Administration and Local Government, the National Bureau of Statistics, the Technical Working Group on Dissemination and the Civil Society Organisations, particularly those dealing with dissemination, sensitisation and advocacy. The specific activities in the capacity building work plan have been assigned to these key actors.

7.5.1 Capacity of the Poverty Eradication Division in the Vice President's Office

The Vice President's Office (VPO) has the mandate to coordinate poverty eradication initiatives in the country. The Poverty Eradication Division within VPO is the convener of the Dissemination, Sensitization and Advocacy Technical Working Group.

The Division has gained some experience in disseminating information on different poverty reduction initiatives in the country. It is currently running a Radio programme and producing a bi-annual Newsletter highlighting different initiatives for poverty eradication in the country. It has also conducted various workshops at national as well as the zonal levels to discuss poverty eradication initiatives in Tanzania. However, the Division relies heavily on short-term consultancies to carry out their tasks.

For more effective management and sustainability of the dissemination activities, there is a need to build and strengthen the capacity of the Division with skilled manpower to lead the dissemination activities. The Division will require capacity to disaggregate information needs of different groups of information users and with documentation skills and distribution skills (mechanism). They should also be able to determine user-friendly formats for different groups, supervise short-term consultancies and prepare various reports on dissemination work. There is

a need therefore for a tailor-made training for skills enhancement of the PED staff.

7.5.2 Technical Working Group on Dissemination

The TWG on Dissemination has a key role in overseeing and reviewing the implementation of the dissemination work plan. However, the composition of the TWG derives its members from institutions with varied backgrounds and experiences. The individual members of the group therefore have different levels of understanding and capacities on aspects pertaining to dissemination, sensitisation and advocacy. Given their challenging role of overseeing and guiding the implementation of the dissemination work programme, it is important that the TWG as a whole gets exposure to the key/basic concepts related to dissemination, sensitisation and advocacy. Members of the dissemination group will require on job training on various aspects of dissemination as well as exposure to the operations of different dissemination channels such as TSED, Tanzania-Online etc. The support to training of specialised courses on dissemination would enable the group to perform its duty more effectively.

7.5. Linkages between the Dissemination Working Group and other Technical Working Groups/Sources of poverty evidence outside the PMS

The Dissemination Technical Working Group (TWG) has a critical role to play in facilitating wide, user-friendly access to the outputs of the other three Technical Working Groups of the Poverty Monitoring System. Of the four TWGs it is the Dissemination Group that should be most acutely aware of the needs of information users. The Group will therefore play the critical role of providing feedback to the different TWGs on emerging perceptions and information needs of the system's end users. This feedback will provide input to the review of the TORs, methodologies, objectives and outputs of other TWGs of the Poverty Monitoring System.

The Dissemination, Sensitization and Advocacy Technical Working Group has also been given the task to actively scout for poverty-related information that originates outside the poverty monitoring system. This includes evidence generated by independent monitoring activities of CSOs. In that regard, the Dissemination Group will keep the other TWGs informed about data and information that is generated by civil society, outside the Poverty Monitoring System. Since the objective of CSOs is to scale up their research and monitoring functions to make an impact on policy, the Dissemination Group will keep in close contact and co-opt members from active civil society networks on poverty monitoring and advocacy. The Dissemination TWG is responsible to scale up and incorporate civil society inputs/views on poverty trends and status to the steering committee of the PMS. The Constitution mandates the Parliament and House of Representatives to debate and approve Government resource allocation and expenditure estimates. The Dissemination TWG will ensure that relevant findings are submitted to the Office of the Speaker for dissemination to Parliamentarians.

7.7 Integration of Data and Information generated beyond PMS

The Civil Society Organisations, which also represent special groups such as the marginalized and vulnerable communities, collect information that reflect their field experiences and evidence about poverty. This type of information is useful in backing the quantitative data generated by other TWG. Umbrella organisations/networks and selected active CSOs can be the source of this type of information.

The business community generates information that reflects business performance against a set of macro economic policies. The nature of this information is very specific, detailed and capturing it will enhance Government capacity to formulate appropriate policies for improving the business and investment environment. The channel for capturing this information is through TCCIA, CTI, TNBC and TIC.

Academic institutions generate very useful researched information, much of which is underutilised.

It is important to capture data generated outside NPMS in order to promote a comprehensive poverty monitoring database. Through inclusiveness, transparency and accountability, a range of actors outside NPMS will be empowered to engage in implementing initiatives towards poverty reduction. The Dissemination TWG must become a one point reference for collecting and collating inputs from outside the Poverty Monitoring System.

Civil society networks are organising themselves to conduct studies and monitoring resource allocation and use in the context of the PRSP. Key policy research findings that emerge from civil society monitoring efforts will be incorporated in reports, Tanzania-Online and the Poverty and Human Development Report. Poverty monitoring data generated outside the PMS will be incorporated in the main reports of the PMS and submitted to the PMS steering committee.

Through this process, the Poverty Monitoring System and its Technical Working Groups will be better informed about alternative thinking and views on poverty and well-being. This master plan recognises that the PMS is operating within a wider framework of a multitude of actors who are involved in poverty monitoring. These actors play the critical role of analysing poverty from different angles, and different methodologies, assumptions, approaches and paradigms. In so doing, they are triangulating poverty monitoring data. Triangulation of poverty data results into a more holistic understanding of poverty, and its multi-dimensional characteristics. Furthermore the Dissemination Technical Working Group will employ the services of a literature acquisition consultant to map-out, identify and acquire different studies, journals and publications on poverty in Tanzania. The literature will be scanned and collated at the Tz Online library at

www.tzonline.org and hard copies will be deposited at the Poverty Monitoring System Resource Centre, and selected documentation centres.

7.8 Budget summary (TSh) – 2001/02-2003/04

The following budget is indicative in nature and will be further developed in the course of more detailed annual work planning. Interested parties may obtain a more detailed budget from the Poverty Monitoring Secretariat.

Major Activities	Cost (3 years)	Notes
1. Identify target groups, their information needs and appropriate dissemination channels.	34,215,000	Target groups and dissemination channels to be identified by consultant and consensus reached by stakeholders. Key documents to be collected and/collated and available information to be disaggregated according to target groups
2. Developing user-friendly information packages and strategies	31,335,000	Consensus to be reached on means and modes of reaching different target groups. Dissemination materials to be produced. A feedback survey to be conducted after the first year of activities Establish poverty Web-Site
3. Production and dissemination of Poverty and Human Development Report (popular version)	419,122,800	A flash report to be produced in a user-friendly format and to be disseminated widely. Key messages to be disseminated to target groups through various channels.
4. Establish linkages with other stakeholders to share information	24,149,000	Identify institutions outside the PMS that are generating poverty related information Disseminate lessons learnt from information dissemination to other TWG Provide feedback on emerging information needs to other TWGs and other researchers. Establish networks between TWGs and other institutions outside PMS.
5. Strengthen capacity for information dissemination	337,100,000	Training Technical Assistance Facilities/Equipments: computers, binding machine, photocopier, etc Web-Site
6. Administration and operations	20,578,000	Hold periodic Review meetings. Adjust the work plan according to information needs. Prepare the Group's annual implementation report.
TOTAL	866,579,800	

Chapter 8 Overall budget and funding mechanisms

8.1 Summary budget

	2001/02	2002/03	2003/04	Total
Surveys & Census*	41,932,500	157,100,865	1,021,657,832	1,220,691,197
Routine Data	477,942,100	581,127,300	504,760,900	1,563,830,300
Research & Analysis	1,340,216,667	1,340,216,667	1,340,216,667	4,020,650,000
Dissemination	288,859,933	288,859,933	288,859,933	866,579,800
Administrative budget	132,832,800	132,832,800	132,832,800	398,498,400
GRAND TOTAL	2,281,784,000	2,500,137,565	3,288,328,132	8,070,249,697

* Surveys and Census budget excludes the Census, but includes capacity building costs

8.2 The funding mechanism for poverty monitoring

The need for a joint funding mechanism

A wide range of partners is involved in the implementation of the Poverty Monitoring Master Plan. The four main implementing partners are the leaders of the four components of the plan; the National Bureau of Statistics for the Surveys and Census Programme; the President's Office – Regional Administration and Local Government for the Routine Data Programme; the Planning Commission for the Research and Analysis Programme; and the Vice-President's Office for the Dissemination Programme. Each of these partners will in turn collaborate with others for various aspects of the work programme. The Research and Analysis Programme, for example, will be implemented under the responsibility of the Planning Commission, but a range of research institutes, civil society organisations and individual researchers will do the actual research and analysis work.

There are also various funding partners to the Poverty Monitoring Master Plan. First and foremost, the Government will provide an important part of the required funding. But substantial development assistance will be required as well. Bilateral and multilateral development agencies are approached to seek funding for the implementation of the Poverty Monitoring Master Plan.

The challenge, then, is to design a funding mechanism that brings these many different partners together around the agreed Master Plan, while minimising the cost of administering the funding. Traditionally, funding for poverty monitoring is negotiated and administered between individual implementing partners and individual funding partners. This results in high transaction costs and poses risks of fragmentation and lack of cohesiveness. If all implementing partners had to negotiate their own funding and service the reporting requirements of the various funding partners they attract, this would be a significant burden to them, which

would distract them from their core business of implementing the Master Plan. Therefore, a joint funding mechanism has been designed, in order to take maximum advantage of the new opportunities for coordination provided by the Master Plan. It is anticipated that the joint funding mechanism will drastically reduce transaction costs - for the government, for implementing partners as well as for funding partners.

Objectives of the joint funding mechanism

The funding mechanism for poverty monitoring has been designed with the following objectives in mind:

- The Master Plan should be fully funded
- Funding should be available to the implementing partners in a timely manner
- Satisfactory accounts should be produced for all funding partners in a timely manner
- The transaction costs for Government, development partners and implementing partners should be kept as low as possible

Management of the joint funding mechanism

The government will provide an effective interface between the implementing partners and the funding partners to the poverty monitoring system. The financial aspects of the interface will be managed by the Ministry of Finance, more specifically under the Commissioner for the Policy Analysis Division. Within this Division, an Accountant will be recruited to manage the funding mechanism for poverty monitoring. The functions that will be performed by the Ministry of Finance are:

- Mobilising funding from funding partners for the entire Master Plan
- Receiving funds from funding partners
- Administering funds
- Channelling funds to the implementing partners
- Holding implementing partners accountable
- Consolidating financial reports from the implementing partners
- Presenting consolidated financial reports to the funding partners

The Poverty Monitoring Secretariat, which comprises members from VPO and the Ministry of Finance, will play an important support role in the management of the joint funding mechanism. In order to be able to strengthen the Secretariat to fulfill this role, a Poverty Monitoring Technical Officer will be recruited. Whereas the Accountant will deal with the financial elements of the interface between funding and implementing partners, the Poverty Monitoring Technical Officer will play this role for the technical aspects of the poverty monitoring system. The Poverty Monitoring Technical Officer will be hosted by the National Poverty Eradication Division of the Vice-President's Office. Both the Poverty Monitoring Accountant and the Poverty Monitoring Technical Officer will be members of the Poverty Monitoring Secretariat.

Basic structure of the poverty monitoring fund

In order to maximise coordination, there will be one joint poverty monitoring fund, managed by the Ministry of Finance. The Ministry of Finance will open a special account at the Bank of Tanzania for this purpose. Given that there are four components in the Poverty Monitoring System, administered by four different institutions, there will be four administrative sub-accounts – one for each component of the Poverty Monitoring System. A fifth administrative sub-account will be created for expenditure beyond the remit of individual working groups, to cover, for example, the costs of the Poverty Monitoring Secretariat (including salaries for the Poverty Monitoring Accountant and the Poverty Monitoring Technical Officer).

The five sub-accounts of the poverty monitoring fund will differ substantially in size. They will also attract different levels of external funding. Therefore, individual sub-accounts will be ring-fenced. This will prevent that over-expenditure in a large sub-account will severely impact on a small sub-account. It will also prevent difficulties with the funding partners when their external funding is specifically earmarked for the work of one of the working groups. As the poverty monitoring fund will be making use of a special account, the fund will be protected and not subject to cuts in public expenditure.

Disbursements to the Technical Working Groups

The four working groups will receive regular advances from the central poverty monitoring fund, on a quarterly basis. The advances will be granted on the basis of an agreed work plan and the receipt of a financial and progress report for the previous quarter. This will require the institutions in charge of the four Technical Working Groups to open accounts to receive and manage the funding received from the central poverty monitoring fund. Each of the four institutions will assign an accounting officer to manage this account.

Types of development assistance for poverty monitoring

While there is an overall move in development assistance towards budget support on the basis of government owned development strategies, the funding mechanism for poverty monitoring has to be flexible enough to incorporate a range of modalities of development assistance. Four types of external support for poverty monitoring can be accommodated by the fund outlined above:

- 1- *General, un-earmarked contributions to the Poverty Monitoring Fund:* Funds are made available to be allocated to any component and activity of the Poverty Monitoring Master Plan. This is the most flexible modality of support. It leaves it up to the key stakeholders in poverty monitoring to allocate funds in accordance with the priorities set out in the Master Plan and refined on an annual basis. However, not all development partners are able to provide support of this type and the funding mechanism should be flexible enough to allow these development partners to contribute too.

- 2- *Contributions to one of the components of the Poverty Monitoring Fund:* Funds are made available for one of the four components of the Master Plan. However, funds are not earmarked for specific activities within these components. The respective working groups can allocate funds freely.
- 3- *Contributions to a specific activity of a specific component of the Poverty Monitoring Fund:* This is one of the least flexible modalities of supporting the implementation of the Master Plan. Yet, where development partners find it impossible to provide support of type 1 or 2, the funding mechanism should be able to accommodate this.
- 4- *Contributions in kind:* In some cases, development partners can only provide assistance in kind. This is the case, for example, when regulations prescribe that the development partner has to enter into a direct contract with a consultant or when the development partner needs to do its own procurement of supplies. Another example is that of agencies which have in-house technical expertise that they wish to offer towards the implementation of the Master Plan. While the importance of this type of assistance is decreasing, it still occurs and will be accounted for it in the funding mechanism for poverty monitoring. This will ensure that these contributions are recognised, contribute to the overall plans and are planned for rationally.

The first three types of support will use the same procedures for disbursement, accounting, reporting, etc. The fourth type of support will use the procedures determined by the development partners, but all assistance of this type will be planned and accounted for through the management structures put in place for the poverty monitoring system.
