

Auditing Poverty in Tanzania a joint approach at local government level



Guidelines:

Developed by the Urban Authorities Partnership Project
for the Local Government Reform Programme

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Funded by DFID with technical support from the British Council

First edition September 2002
Revised edition December 2003

Preface

The central importance of poverty to Tanzania's development policy has rightly assumed significant proportions. The 2000/2001 Household Budget Survey shows a 3% decline in poverty level in the last ten years; BUT - 36% of the population still falls beneath the poverty line and 87% of the poor are in rural areas. ALSO - there is a growing gap between the well off and the poor. The top 20% of the population are responsible for 44% of household spending and the bottom 20% for only 7%. Such a widening gap could have implications for social stability, peace and the nation's attractiveness to potential investors.

There is therefore a need (a) to address the legitimate concerns of people whose livelihoods have been badly affected by poverty and (b) to take action in advance of key groups of people being socially excluded and dissatisfied with the authorities.

This document proposes a participatory poverty audit approach to the Local Government Reform Programme. This is particularly appropriate because Local Government is responsible for interacting with the population at village, ward and district levels in social and economic areas of service delivery. Macro-economic reforms at national level could be stillborn if they do not pay attention to the micro level realities at mtaa/ village levels.

The poverty audit approach combines the characteristics of participatory research with the planning and budgeting mechanisms of Local Government. This is to make sure that public expenditures have a positive effect on the livelihoods of poor people.

This poverty auditing approach is based on two years of testing and pilot activities in three districts of Tanzania which were targeted by the Urban Authorities Partnership Project (UAPP) - Singida, Mtwara/Mikindani and Mbeya Municipality.

The approach involves a three into one process. First a Participatory Poverty Profile (PPP) is prepared. This is based on a PRA approach and extensive local consultation. It uses a wide range of research techniques to capture how local people understand poverty. The results of the PPPs are complemented by a Ward Statistical Profile (WSP) which summarises some of the key development indicators at ward level. These two profiles are then linked to a Policy and Governance Profile (PGP) which finds out if Local Authority (LA) policies and budgets fully address the concerns and needs of the poor. The fourth part of the process is the strategic plan of action. This uses the information from the three profiles to propose a series of projects and activities which are linked to an investment package focused on the expressed needs of poor communities. The LA would include these outputs in its annual work programme.

This poverty audit approach is different from conventional PPAs. It includes a system to cross check the community's perceptions of poverty with statistically-based indicators drawn from the local level. It also systematically links institutional aspects of good governance to poverty concerns. And finally, based on partnership with Civil Society Organisations, it draws up a strategic plan of action at the District and Ward levels.

The approach has been carefully designed to help achieve the government's challenging development goals as set out in the box.

The government of Tanzania is committed to providing high quality and responsive services to all our citizens wherever they are in Tanzania.

“Achieving our goal will require fundamental changes in the way that we organise and conduct our activities, people, systems and resources. It will also require that our policy making process has stronger links with systems for service delivery; and that people participate in the design and delivery of those services.”

Local Government Reform Programme
Restructuring Manual (March 2000)

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Introduction

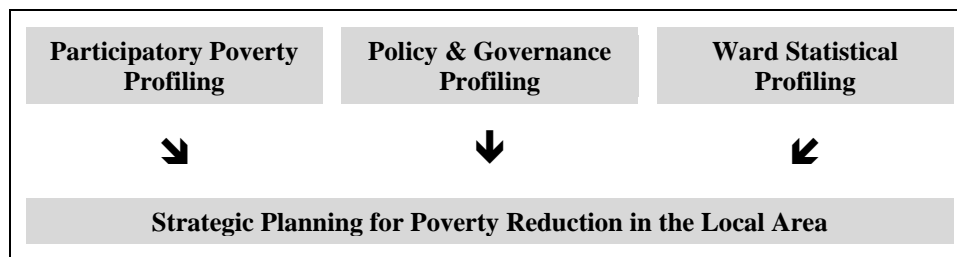
The guidelines which are presented in this booklet are an input to the Local Government Reform Programme. The joint poverty auditing approach which is described will help to ensure that Local Government Authorities address the task of poverty reduction in their Councils through making plans and setting targets which will directly benefit poor people.

A three-into-one approach has been developed. Three profiles are prepared so as to gather together the facts, feelings and perceptions of all stakeholders at the local level. This makes it possible to identify commonly agreed priorities. These are then used as the basis of a strategic plan for poverty reduction in the local area.

Chapter 1 introduces the three profiles and the three-into-one process with its ten steps. This is followed by a short chapter which outlines the methods and techniques that are used.

Chapters 3 to 5 look at the detailed content of each of the three profiles and offer some examples from using them in the field. This leads naturally to chapter 6 which is about strategic planning.

The overall process is described in the following diagram:



The appendices include three short articles which outline some key points, two longer lists associated with the Participatory Poverty Profile and an explanation of the abbreviations that are used in this document.

NOTE: These guidelines are accompanied by a training compendium which offers a more in depth look at the methods which are used at the various stages of the overall process. The compendium also contains detailed examples of poverty audits which took place in Mbeya, Mtwara and Singida

1. Poverty Auditing

In this chapter we look first at the profiles which make up the ‘three’ of the three-into-one process. Having looked briefly at the three-into-one process we then look at the sequence of ten steps that hold the overall process together.

The three profiles

The main characteristics of the three profiles are described in the following box.

	Three Profiles		
	Participatory Poverty Profile (PPP)	Policy & Governance Profile (PGP)	Ward Statistical Profile (WSP)
Who will provide the information?	Ordinary people	Councillors, chief executives and heads of sectoral departments	Ward Executive Officer and Village Executive Officer
What type of information do we want?	People’s feelings and understanding about the economic, social and political factors that affect their situation.	Information about poverty policy, governance, council regulatory regimes, and assets of the poor	Statistics on population & for the various key sectors – education, health, agriculture, water and employment.
How will we gather the information?	People take part in group discussions which use a range of PRA techniques	Key officials respond to a pre-designed questionnaire	Officials enter data in a pre-designed profile sheet

There are three sets of profiles. They gather information in different ways from different sources. As part of the overall process we have to compare the different sets of information (ie **cross check** them) to see if they agree with each other – for example does the way that ordinary people think about the quality and value of vocational training match up with the official statistics and, if not, which is most likely to be true?



A **profile** is a systematic description of a geographical area or of a theme or topic.

The profile lists several carefully chosen characteristics (indicators) in a standard way.

You can use a profile to easily compare different areas or to measure changes in a given area over time.

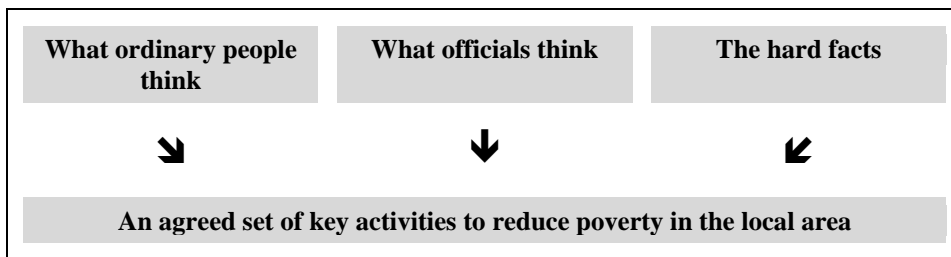
A three-into-one process

The three-into-one process for poverty auditing is simple in theory.

1. gather ideas and information from three different sources (using a set of topics that has been decided in advance)
2. then use the ideas and information to make a strategic plan
3. the strategic plan presents an agreed set of main activities which will reduce poverty in the local area.

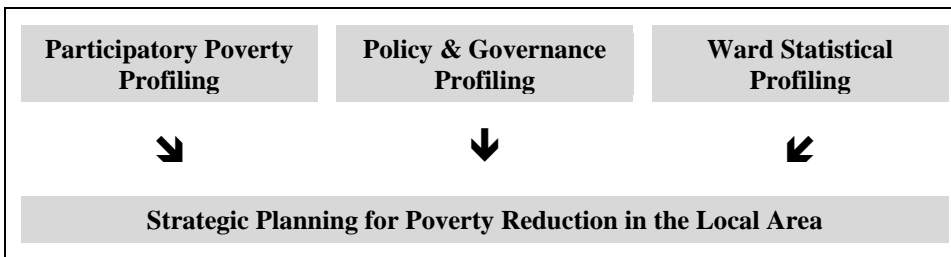
- Note that we use special methods to
- gather the ideas of ordinary people
 - gather the ideas of officials
 - collect the relevant hard facts (statistics)
 - use the information to develop a strategic plan

The process is shown in the following box using plain language.



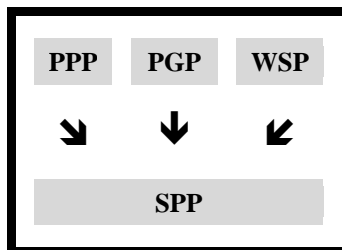
It is useful to give the various parts of the poverty auditing process special names so that we can refer to them easily. The following box shows the names of the processes

Poverty Auditing – the three-into-one process



Note that the three *profiling processes* will produce three types of *profiles*. The three profiles form the basis of the *planning process* which will produce the *strategic plan*.

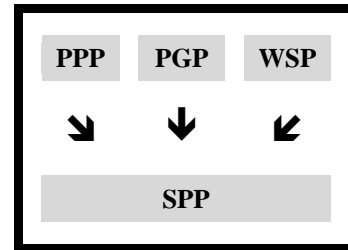
By using abbreviations we can make a small picture of the overall process. We will use this small picture in many places in this manual as a shorthand reminder of the overall process.



The ten steps

The poverty auditing process ends up with a strategic plan based on three profiles. But before we begin we need a period of preparation to make sure that everybody knows what to do.

So we can say that there are three big steps (preparing, profiling and planning) and that these can be broken down into ten small steps. The steps are described in the following box.



BIG STEPS	SMALL STEPS
Preparing	<ol style="list-style-type: none"> 1. The Regional Secretariat and the Local Government Authority appoint a person to oversee and coordinate the task of poverty auditing. They might decide to set up a steering group 2. Identify participants by doing a stakeholder analysis 3. Ensure commitment through multistakeholder meetings to agree overall plan and budget 4. Design data collection instruments 5. Arrange a timetable of meetings for target audiences
Profiling	<ol style="list-style-type: none"> 6. Collect information (PPP, PGP & WSP) 7. Write up the information that is collected (PPP, PGP & WSP)
Planning	<ol style="list-style-type: none"> 8. Review the profiles and prepare a draft strategic plan (SPP) - Multistakeholder meetings 9. Design a system for disseminating, and getting feedback from the draft plan 10. Prepare the final strategic plan (SPP)

Preparation – five steps

This manual offers guidelines rather than a detailed blueprint. The exact details of the poverty auditing process will vary between Local Authority areas. This is necessary and important because the Strategic Plans for different parts of the country will have to be in tune with (a) what is needed and (b) the resources (human, physical and financial) that are available in those different places.

Note that this poverty auditing process complements rather than replaces the existing Local Government Authority (LGA) planning process. LGAs produce 3 year strategic plans and 1 year operational plans on a regular basis.

Bearing this in mind we will now consider the five steps involved in preparing for a Poverty Audit.

Appointing a responsible person to oversee and coordinate the poverty auditing process

The poverty auditing process will involve the coordinated efforts of many different stakeholders. It is a complex process that will need resources.

The Regional Secretariat might take on some of the costs and responsibilities. For example it might provide transport and stationary and use the District Planning Officer to tackle many of the coordination tasks.

If enough people with the relevant skills are not available locally then there are two options (a) hire people in from other areas and/or (b) organise a training programme.

Identify participants by doing a stakeholder analysis

The process of doing a stakeholder analysis involves being systematic in figuring out who all should be on the stakeholder list and what their various interests and influences are likely to be. Details about how to do this are included in the “Compendium”.

Ensure commitment through multistakeholder meetings

Many people are suspicious of public ‘consultations’. There have been many of these in the past but they have not made much difference to what goes on. It is important that the Poverty Auditing meetings are seen to be different. They have to be organised so that all the people who turn up have a chance to be heard - and also they have to lead quite quickly to improvements in the local area.

There are now many facilitators who are skilled in using PPA methods in multistakeholder meetings. If none are available in your local area you can hire/ borrow them from other parts of the country.

Stakeholders are individuals, groups or institutions with interests in a project or programme.

Primary stakeholders are those most affected, either positively (beneficiaries) or negatively (for example, those who lose their land).

Secondary stakeholders are the officials who help to deliver the benefits.

Key stakeholders are those who can significantly influence, or are important to the success of, the project – for example politicians and funders.

Design data collection instruments

(This topic is covered later when we look in detail at the three types of profile)

Arrange a timetable of meetings

The poverty auditing process involves a lot of different kinds of meetings which are spread over time. The Coordinator will have to design and publish a timetable early in the preparation process so that the different stakeholders can arrange to be at the right place at the right time.

Note that the details of how to make sure that the different stakeholders know about their relevant meetings will vary from place to place. But it is important that a good system is developed.

Profiling – two steps

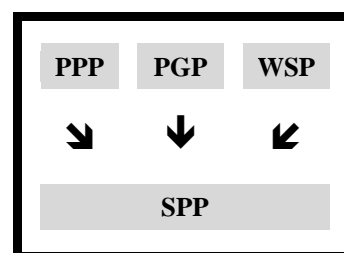
We will look at the technical details of profiling in a later section. It is worth noting here, however, that the process will fail if you cannot find (a) people who are willing and able to do the work and (b) the funds to pay them. The Coordinator will have to deal with these administrative details during the preparation phase.

Planning – three steps

We will look at the technical details of strategic planning in a later section. It is worth noting here, however, that the process will fail if you cannot find (a) people who are willing and able to do the work and (b) the funds to pay them. In this case we also have to think about the details and costs of organising the multistakeholder meetings and the ‘dissemination’ of the plans. The Coordinator will have to deal with these administrative details during the preparation phase.

2. Profiling methods and techniques

There is a range of methods of profiling. There is also a range of techniques for each method. The three profiles in the Poverty Auditing process use a different mix of methods and techniques.



The twenty main options

If you are making a profile you can contact individuals, focus groups or large groups. If you are contacting a group it can be single stakeholder (for example only women) or multistakeholder. These options are shown along the top of the following table.

Profiling Methods 20 main options		Individual	Focus group		Large Group	
			single stakeholder	multi stakeholder	single stakeholder	multi stakeholder
	open discussion	1	2	3	4	5
structured event interview/ meeting/ workshop	to ask	6	7	8	9	10
	to inform	11	12	13	14	15
	to ask and to inform	16	17	18	19	20

It is possible to hold an **open discussion** where there is no agenda and no plan of what should happen at the meeting. This might sometimes be useful at the very early stages of a poverty audit but, generally speaking, it is not a good way to use people’s time and effort - except sometimes with key individuals. This means that we will not often use options 2-5.

Effective profiling involves **structured events**. These might be an interview, a meeting or a workshop. The main purpose of the event might be to ask, to inform or to do a bit of both. In theory the early events would be to ask and the later events would be to inform. In practice, however, the person who is preparing the profile will be informing as well as asking – except sometimes with key individuals. This means that we will not often use options 7-10 or 12-15.

Ideally we would work with large, **multi-stakeholder groups** (method 20) all the time. But this can be very expensive and difficult to organise. For practical purposes we will most often use carefully chosen multistakeholder focus groups (18) to do what needs to be done.

Sometimes it is useful to hold **single-stakeholder group** events (17 or 19). This is particularly true for groups that would not normally be able to make their voice heard in traditional multistakeholder meetings – for example women and children. The single stakeholder event can help the group to become clear about what it wants. This will help the group representative to present a stronger argument when they go to multistakeholder meetings.

Note that the three different types of profiles would emphasise different options. The PPP would be mainly 17-20, the PGP would be mainly 16 & 17, and the WSP would be mainly 6.

Special techniques and purposes

Most profiling events will be structured and have an agenda. There will be an opening with an introduction and a closing with a summing up. In between there will be one or more activities whose purpose is to ask and/or inform. The following table focuses on the range of techniques that can be used during the activity of asking.

The purpose of **poverty auditing** is to gather perceptions and facts from a wide range of different sources and to use these to build a strategic plan for poverty reduction in a given area.

Profiling Technique	Purpose
Asking, observing, consulting, researching	to gather perceptions and facts from a wide range of different sources
Timelines and Calendars	to observe trends through time and thus help with analysis, visioning and planning
Surveys and Maps	to aid analysis of how resources and space are used and thus help with visioning and planning
Listing and Ranking	to help with systematic and comprehensive thinking and thus with prioritising
Crosschecking, verifying and validating	to make sure that the facts are correct and that everyone agrees

Asking (or observing, consulting or researching) can be structured in ways which range from open ended through semi structured to highly structured. The aim is to gather, structure and analyse information in a way that allows people to understand their situation better. Many detailed techniques can be used but they belong to three main categories.

- By preparing **timelines** and **calendars** people are better able to understand how their situation has changed through time. This is a crucial foundation for analysis, visioning and planning.
- By conducting systematic **surveys** and drawing various kinds of **maps** people come to have a better understanding of the resources which are available and how they are used. This is another crucial foundation for analysis, visioning and planning.
- Timelines, calendars, surveys and maps will produce a huge amount of information. Many problems and potential solutions will appear. Systematic and comprehensive **lists** can be drawn up. Items can be put in categories which can be **ranked** in terms of urgency and importance. This builds a firm foundation for setting the priorities which will be the basis of the strategic plan.

There are three sets of profiles. They gather information in different ways from different sources. We have to compare the different sets of information (ie **cross check** them) to see if they agree with each other – for example does the way that ordinary people think about the quality and value of vocational training match up with the official statistics and, if not, which is most likely to be true?

Changing patterns and ongoing cross checks

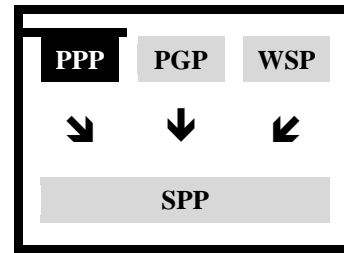
In the early stages of the Poverty Auditing process the events will be mainly about asking. At the later stages the events will include more informing. Groups of stakeholders will have to be informed about what others groups are thinking and also about how the information from the different profiles matches their own patterns of understanding and analysis.

This ongoing process of crosschecking, verifying and validating is important for the Poverty Auditing process. It leads to a multi stakeholder agreement on the priorities for the strategic plan. This is important because when most people agree about what is in the plan then they are likely to get involved in making sure that the plan works.



3. Participatory Poverty Profiling (PPP)

Ordinary people are invited to take part in group discussions which clarify and list their feelings and understandings about the economic, social and governance (political) issues that affect their lives.



Each of the three **main issues** can be divided in three **areas of concern** and each area of concern can be divided into a set of **topics**.

The participatory poverty profiling process will use a range of methods to make sure that all stakeholders have a chance to say what they feel and understand about all the topics which they are concerned about.

The results of the discussions will be written up as a Participatory Poverty Profile (PPP). The PPP will be one of the three sets of information which are used to make the Strategic Plan for Poverty Reduction in the Local Area (SPP).

The following tables give lists of the issues, areas of concern and main topics.

PPP – three main issues and nine areas of concern

Economic Issues	
Poverty and livelihoods	The causes of poverty and its types
Economic opportunities	Jobs and sources of income
Social services and welfare	Education, health, roads, water, housing, land, extension services
Social Issues	
Culture and traditions	Beliefs, traditions, social control and conflict
Institutions and poverty	How people are organised at the local level
Gender and representation	The chances for women to hold positions of power and influence
Governance Issues	
Poverty and governance	People's involvement with decision making at ward and local level. The role of NGOs and religious organisations
Accountability and democracy	Knowing what officials do at ward and village level
Poverty and food security	Coping during the seasonal hungry period.

PPP – nine areas of concern and the main topics linked to them

Areas of concern	Main Topics
Economic	
Poverty and livelihoods	<ul style="list-style-type: none"> • People’s perception of poverty and improvement of livelihoods • History and causes of poverty • Chronic/Persistent Poverty • Geographical location of the poor • Needs, problems and poverty
Economic opportunities	<ul style="list-style-type: none"> • Sources of income and economic opportunities • Agriculture production and purchasing power • Coping strategies
Social services and welfare	<ul style="list-style-type: none"> • Service delivery and welfare status
Social	
Culture and traditions	<ul style="list-style-type: none"> • Conflicts, beliefs and levelling mechanisms
Institutions and poverty	<ul style="list-style-type: none"> • Institutions and poverty alleviation
Gender and representation	<ul style="list-style-type: none"> • Political participation • Access to resources and services
Governance	
Poverty and governance	<ul style="list-style-type: none"> • Revenue generation and public expenditure • Priority focused planning and budgets • Poverty targeting
Accountability and democracy	<ul style="list-style-type: none"> • Transparency and Consultations • Conflict management
Poverty and food security	<ul style="list-style-type: none"> • Vulnerability, food security and coping strategies

The PPP Questionnaire

The PPP questionnaire has 33 sets of questions which cover the three issues and the nine areas of concern. The questions are listed in the following tables.

See the Appendices for other tables that explains (a) why we ask the questions and (b) the best methods to use for gathering the answers.

PPP Questionnaire

Economic Issues	
Poverty and Livelihood	
1a	List the wealth categories of people in the community
1b	Describe the characteristics of each category
2a	What would need to change for a poor person to become rich?
2b	What would need to change for a rich person to become poor?
3a	Tell the history of poverty in this area to date
3b	What are the causes of poverty in this area?
3c	Do people fall into poverty at a particular period of the year?
3d	Is it the same people every year?
4	What are the factors that make some people persistently or chronically poor?
5a	Is there any part of the village/mtaa/ward where the poor live?
5b	Why do they live in this part?
6a	What are the major domestic problems? (rank 1-5)
6b	What are the major community problems? (rank 1 to 5)
6c	Do these problems have any links to poverty? (explain)
6d	If you had an opportunity to change one thing to improve your life what would this be?
Economic Opportunities	
7	List the major sources of income
8	List economic opportunities in the area
9	What obstacles are preventing you from using the economic opportunities mentioned above?
10a	Is cash crop production increasing or decreasing?
10b	Is food crop production increasing or decreasing?
10c	Can crop income now buy you more goods compared to five years ago?
10d	Is livestock production increasing or decreasing?
11a	What do poor families do to survive during times of economic stress?
11b	Can poor people borrow money, goods and working tools? If so, from whom and at what rates of interest?
Social Services And Welfare	
12a	Have education services got better or worse over the last five years? In what way?
12b	Have medical services got better or worse over the last five years? In what way?
12c	Have roads got better or worse over the last five years? In what way?
12d	Have water services got better or worse over the last five years? In what way?
12e	Have procedures for acquiring land got better or worse over the last five years? In what way?
12f	Have extension services (agriculture, livestock, community development and forestry) got better or worse over last five years? In what way?
12g	Have bati houses increased over the last five years?

PPP Questionnaire

Social Issues

Culture and Traditions

- 13a What are the main conflicts in the community?
- 13b What are the causes of the conflicts mentioned above?
- 13c Do these conflicts lead to poverty?
- 13d What beliefs and traditions contribute to poverty in your community?
- 13e Is there a mechanism of social control by which initiatives and enterprise are hindered in the community?

Institutions and Poverty

- 14 What are the institutions existing in your village/mtaa/ward?
- 15 Which institutions interact most with residents in your village/mtaa/ward?
- 16 Which ones do you trust most? (Rank them: Low/Medium/High)
- 17 Which institutions have the most power to contribute to changing the level of poverty in your community?

Gender and Representation

- 28a Are women from poor families encouraged to stand for election and/or reserved seats at village level/mtaa
- 28b Are women from poor families encouraged to stand for election and/or reserved seats at ward level?
- 28c Are women from poor families encouraged to stand for election and/or reserved seats at district level?
- 29 Do children from poor families meet obstacles in attending school? If so, what are these? Differentiate between boys and girls.
- 30a What are the factors that lead to the impoverishment of women?
- 30b Who benefits more from resources and development interventions at household level? Explain



PPP Questionnaire

Governance Issues	
Poverty and Governance	
18a	How many eligible residents pay development levy?
18b	How many eligible residents paid development levy last year?
18c	Do poor people know how the development levy is spent?
18d	Do poor people gain benefits from development levy? If yes, what are these benefits?
19a	Do people participate in planning for development activities? Explain how
19b	Do people receive information on how council budgets are spent? (Y/N)
19c	Who provides this information?
20	What are your top three priority needs in relation to Health, Education, Water, Agriculture/livestock services and farm to market roads?
21	To what extent (Low/Medium/High) do poor people have the opportunity to express their preferences in relation to their needs in the context of
21a	local development priorities
21b	allocation of budgets
21c	election of representatives
21d	local contracts
21e	kujitegemea na kuchangia
21f	quality of health and educational services
21g	access to water
21h	land rights
22	Do local government programmes reach in particular
22a	The whole community Y/N (explain)
22b	The well-off people Y/N (explain)
22c	The poorest people Y/N (explain)
23	NGO/Civil Society organisations include local associations/international NGOs, religious Groups. Do their programmes reach -
23a	The whole community Y/N (explain)
23b	The well-off people Y/N (explain)
23c	The poorest people Y/N (explain)
24	In the event of development programmes intended for poor people, to whom would you prefer the funds to be transferred for implementation?
24a	to the Council budget
24b	to a local NGO/religious organisation
24c	to the Ward
24d	to the Village

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Accountability and Democracy	
25a	Do village government/WDC meet regularly?
25b	When was the last meeting held?
25c	Is the village assembly convened as required by law?
25d	When was the last village assembly held?
25e	Do councillors meet regularly with the electorates? (Y/N)
25f	What are these meetings for?
25g	When was the last meeting held?
26	Are people aware when full Council meetings are held and that they are free to attend? Explain
27a	Do people feel free to complain if dishonest practices are seen to take place?
27b	How do people complain about dishonest practices?
27c	How are these complaints dealt with in the community?
Poverty and Food Security	
31a	How do poor people get food during the seasonal hungry period?
31b	Who else takes steps to alleviate this distress?
32	What situations of risk and uncertainties have occurred since 1997?
33	What has been the impact of situations listed above on the food security status of poor households?



Example – How people understand poverty in Mtwara/ Mikindani Town

Extremely poor

- A person in total despair
- Cannot satisfy himself/herself with basic needs, e.g. food, clothing and shelter
- Depends on others for alms as a beggar
- Does not choose employment and can do any work in order to earn a living
- Does not know where to begin and how
- Does not own any piece of land or any other resources
- Gets one meal a day
- Income does not satisfy basic needs
- Invalids with little thinking capacity
- Is illiterate
- Is not employed or self-employed
- Is not relied upon by the community or relatives
- Is susceptible to death when any problem occurs

Poor

- Additional services apart from food, clothing and shelter are unavailable
- Always in trouble during crisis
- Can afford primary education for his children
- Does not have any assistance
- Has many children
- Has very little education
- Is a drunkard
- Is capable of working but does not have the resources
- Is destitute
- Is lucky to get three meals a day
- Is not sure of his future well-being
- Owns a dilapidated house
- Owns a piece of land for staple food products which is unsatisfactory
- Sole income earner in a big family
- Unsatisfactory basic needs

Example - The case of Sofia Pesatatu (a widow)

Sofia Pesatatu is a mother of three children. She hails from Mahuta in Newala District and is aged 33 years. She is currently living in Vigaeni Ward in Mtwara/Mikindani Town Council. Sofia was married in 1984 to Alli Sumaku, a businessman and they lived in Dar es Salaam. During the period of their marriage, they managed to acquire the following assets:

- A residential plot in Kurasini, Dar es Salaam
- A piece of land and house at Nanyamba, Mtwara Rural District
- Household utensils

In 1987 her husband died in a car accident in Dar es Salaam. The deceased left one child. Sofia had to leave for Mtwara to live with her in-laws. Within less than a month her late husband's assets were released to relatives without her knowledge or consent. Due to this and continuous mistreatment, she decided to go back to her parents in Mahuta Newala.

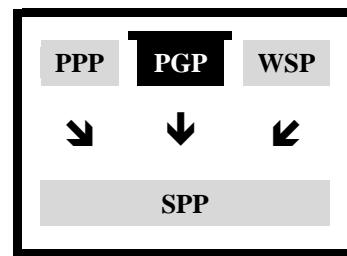
In 1988 Sofia married again to a businessman in Newala and they came to live in Mtwara town. They managed to acquire assets such as a sewing machine among others. Sofia had two children with her second husband. Unfortunately her second husband also died in 2000.

Sofia now lives with her three children aged from 8 - 12 years. The children attend primary school and she manages by doing petty business. Sofia narrated her story with bitterness, accepting her fate as a will of God.

This is an example of a widow among many in the society who are mistreated by their late husbands' parents and relatives.

4. Policy and Governance Profiling (PGP)

Councillors, chief executives and heads of sectoral departments at the Town, Municipal and District level are asked to respond to a pre-designed questionnaire. The questionnaire gathers information about four main topics - poverty policy, governance, council regulatory regimes, and the assets of the poor.



The results of the questionnaires will be written up as a Policy and Governance Profile (PGP). The PGP will be one of the three sets of information which are used to make the Strategic Plan for Poverty Reduction in the Local Area (SPP).

The following table lists the key questions for each of the four main topics.

PGP – four main topics and the key questions

Poverty Policy	<ul style="list-style-type: none"> Does the Council policy follow national guidelines for poverty reduction? To what extent does the Council target and reach the poorest people?
Governance	<ul style="list-style-type: none"> Does the Council consult widely when they are making decisions and do they publicise the consultations? Are Council records made publicly available?
Council regulatory regimes	<ul style="list-style-type: none"> Do the Council services reach the poorest people? Are by-laws and fees fair on the poorest people?
Assets of the poor	<ul style="list-style-type: none"> Does the Council provide a legal framework to protect land tenure systems? Is there a cultural strategy aimed at safeguarding traditional practices for later generations?

The PGP Questionnaire

The PGP questionnaire has 29 sets of questions covering the four main areas of concern. The tables which follow give the 29 sets of questions with some guidance notes and suggestions about how the answers can be validated and verified against official information.

PGP Questionnaire

Poverty Policy		
Question		Guidance notes and validation
1	Is the full Council, both the legislative and the executive, aware of national policies on poverty reduction as contained in the PRSP and LGRP?	Verify that both councillors and administrators have access to the Kiswahili versions of the PRSP, LGRP, TAS and VISION 2025, NPES
2	Has any effort been made to include these policies in planning and budgeting at Council level?	
3	How does poverty reduction figure in the vision, mission statement, goals and objectives of each Council?	Check relevant council documents
4	Are the national guidelines in relation to poverty reduction applied by the Council?	Verify through Council minutes and plan priorities
5	To what extent are deficits in national standards of service delivery used as a criterion for resource allocation?	Ensure that councillors and administrators are aware of the criteria of the national standards of service delivery. Use performance and service delivery indicators if possible
6a	How are budgets divided up between different wards percentage-wise?	
6b	What proportion of the development and revenue budget goes to the poorest 30% of wards identified in the district poverty profile?	It is assumed that the district poverty profile has ranked the wards according to the level of poverty. The council budgets should then be broken down into capital and recurrent expenditures per ward. The results of this breakdown will indicate the proportion of the budget going to the poorest wards, concentrating on the lowest 30 percent
7	To what extent are the interests of the poorest sections of the population represented in the Finance and Planning sub-committee of the Council, either directly or through representative civil society organizations?	The sub committees of the council are entitled to invite representatives of particular interest groups or eminent persons to their meetings. Representatives of organizations dealing with poverty issues could usefully be included committee meetings.
8	Does the Council set out to target and reach the poorest households or all households irrespective of income levels? If yes how?	
9a	How do cost sharing arrangements ensure that the poorest families are not excluded from accessing essential basic services?	The purpose of this question is to ensure that poor families who cannot contribute in cash or in kind to particular projects for legitimate reasons are not subsequently excluded from benefiting from this service. E.g. if an elderly person or an orphan headed household is unable to contribute to building a classroom or dispensary, they should not then be prevented from getting medical services or going to school
9b	Are safety nets in place from both public and private providers?	Safety nets are a measure which will protect the poor from falling into destitution e.g. "Mfuko wa elimu" at any level

PGP Questionnaire

Governance		
Question		Guidance Notes for validation
10	Does the Council publicize its meeting in advance and are these open to the public?	It is compulsory for Councils to publish notices of their meetings in advance and it is the right of citizens to be able to attend. Asking the people and checking notice boards can crosscheck this information
11	Does the Council, or its sub-committees undertake a consultation with key stakeholders affected by policies, particularly those from deprived or marginalized remote communities?	See note to question 5 above. Also if a particular Council decision is likely to substantially affect a particular area or group, prior consultation should be held with the stakeholders concerned
12	Are records on collection of the development levy made public? This might include: number of tax books issued and returned, amount collected and retained by village/ward/mtaa; comments of the CAG's Reports on tax collection in the District?	Evidence suggests that there is wide spread corruption in the collection and retention of local development levy. Common problems leading to the misplacement of funds are the loss of tax collection books, lack of counterfoils, duplicate books and discrepancies between the funds deposited at the district headquarters and the record of payments in the relevant books. The CAG reports frequently refer to the performance of the district in the administration of the development levy collection; this could usefully be referred to as a means of cross verification
13	Is there transparency and accountability in relation to allocation of tenders for public works and supervision of the quality of execution?	Verify through tender boards minutes and performance reports from the ministry or RAS's office and consult with unsuccessful tenderers
14	Is the allowance regime sensibly administered in relation and in proportion to the different sources of financing for both councillors and LG personnel?	Verify the amount of money allocated to allowances compared to overall budgetary expenditure on the activity concerned. Ensure that the allowance regime is transparent to the full Council
15	What formal channel of communication operates between Councillors, Ward vijiji / Mitaa in relation to Council policy and operational decisions?	It is important to ensure that there are downward channels for information dissemination and accountability to civil society
16	Is nepotism (ndugunisation) a danger in relation to recruitment for Council positions? Are current LGSC regulations adequate to ensure equal opportunities for all including women and non-locals?	It is illegal to discriminate against the job applicants on the basis of "Kabila", gender, religion and disability; these conditions are included in LGSC regulations. Therefore favouritism or ndugunisation in recruitment practices is not allowed. The case for selection of one candidate and preference to another should be based on qualifications and experience. In order to verify the practice of these criteria at district level it would be useful to go through the minutes of the recruitment board/committee and examine the pattern of recruitment over the last two years. Should there be obvious questions relating to recruitment practices some unsuccessful candidates might also be consulted. Current LGSC guidelines should be used as a norm of judgment

17	Does the IFMS (Platinum) system provide an enhanced level of public scrutiny and financial efficiency? (MOV)	For IFMS to be effective daily entries are essential. However it is also necessary to have a competent data analyst trained in the system. Failing this, the back up system is the traditional manual system. It may also be important to check that the computer is in good working order and the power supply is regular, which may not be the case in remote districts. The leading question to cross verify the information may be the date of the last entry into the system. Check whether the IFMS system is the primary or the secondary system for daily accounting
18	Does the council involve NGO's, and CSO'S in its meetings and operations ?	Given that the survey has indicated that NGO's activity often target the poor more effectively than Council interventions, strong partnerships between the Council and NGO's, CSO's and CBO's are likely to improve the livelihood of the poor. It is in the interest of the Council to create an enabling environment for the NGO's, CSO's and CBO's to better perform their activities. Ideally, the activities of NGO's would be planned in relation to priorities identified by the PPA administered by the Council and selected activities reported periodically to the Council. In return for this accountability the Council might consider nominating a civil society representative to attend the Council meetings
19	Are vijiji/mitaa encouraged to assume ownership of local initiatives through matching grants e.g. , use of hatua Kwa hatua na kujitegemea approaches?	Verify through budget reports and allocation of the development fund to the villages. A robust village planning methodology involving partnerships between the council and civil society is to be encouraged. (Some useful guidelines on this are available in the document madaraka vijijini 1975)

Council Regulatory Regimes

Question		Guidance Notes for validation
20	Taking the poorest wards in the district, what is the condition of the road / track network during the a) rainy season and b) the dry season from the vitongoji to the vijiji and on to the market location and social services?	Monitor through site visit. Use information from the Local Government Monitoring and Evaluation (LG M+E) system
21a	Do the Council's extension officers make regular visits to the places where poor people live?	
21b	What is the average frequency of visits by extension staff to poorer sections of the community?	Check the frequency of visits with the WDC's and VEO and beneficiaries register
21c	What is the number of service delivery outlets in the areas where poor people live?	
22	Are market fees set at the same rate for large lots and small lots of produce?	Check cess level at local markets

23a	In poor areas: How many jobs have been created locally?	Check with economics department, planning office, education (Youth department) cooperative department, and community development department
23b	In poor areas: How many unemployed have become self-employed?	
23c	In poor areas: How many instances of vocational training have led to gainful employment?	
23d	In poor areas: How many new business starts -ups?	
24a	Does the Council have in place a Ward-based community poverty reduction plan, in partnership with local organizations?	Refer to notes on Q 18
24b	What was its performance and achievements?	
24c	What contribution does it make to an improvement in social and economic services as well as developing a strong and sustainable local economy?	
25	Does rural farming face labour shortages? If yes, Why?	
26a	What has been the impact of AIDS on agriculture and service provision?	Check with health department AIDS Coordinator and human resource department
26b	Is there a gender and age dimension to this?	
26c	Are appropriate AIDS education programs put in place by the relevant LG departments?	

Assets of the Poor		
Question		Guidance Notes for validation
27	Does the Council provide a protective legal framework to ensure security of land tenure for housing and agricultural activity in both rural and urban areas? Are land claims dealt with in accordance with the law?	Check the lands office in the district
28	Is there a cultural strategy, in partnerships with local communities, to safeguard for posterity local history, values, beliefs and traditional knowledge; such as local dance and performing arts groups, communal working practices and family solidarity?	Check with education, culture and youth department. Confronted with the importation of the consumerist culture there is a risk that we suffer from impoverishment of local cultural values and local identity. The encouragement therefore of traditional values such as cultural events, dances, poetry, music are important to ensure our heritage is passed on to the next generation
29	Are by- laws in place for controlling and monitoring of logging, water use, solid waste disposal and change in pastoral land use?	Check with the Council Solicitor, urban planning, natural resources and land departments

Example – Extracts from the PGP for Mbeya Municipality

Here are four extracts from the PGP for Mbeya Municipality

Poverty Policy

3	To what extent are deficits in national standards of service delivery used as a criterion of allocation of resources or does political pressure play the dominant role?	It has been observed that community priorities have been used as the criteria for allocating resources rather than deficits in national standards.
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Governance

13	Is there transparency and accountability in relation to the allocation of tenders for public works and the quality of execution?	Yes, there is transparency and accountability. Tenders are made public through announcement on notice board. Tender applicants are invited to witness the opening of tender box and the information on winners is made public.
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Council Regulatory Regimes

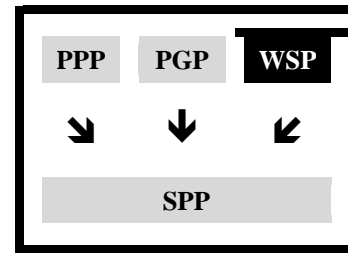
26 a/c	What has been the impact of AIDS on agricultural or industrial output? Is there a gender and age dimension to this? Are appropriate education programs put in place by the relevant LG departments?	<ul style="list-style-type: none"> • AIDS has significantly reduced agricultural output especially in Uyole Ward , however in industrial output there is no significant effect. • The women are more affected than men • Yes, appropriate education programmes are put in place. The Council has a section in the health department headed by a co-ordinator who is responsible for conducting all AIDS training programmes through mass media, public meetings and seminars.
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Assets of the poor

27	Does the Council provide a protective legal framework to ensure security of land tenure for housing and agricultural activity in both rural and urban areas? Are bogus land claims and attempted privatisation of common property resources stopped dead in their tracks irrespective of standing of or incentives offered by the petitioners?	Yes, the council has established a system for compensation so as to protect the poor if their land has been taken for other use. As a result there are no bogus land claims.
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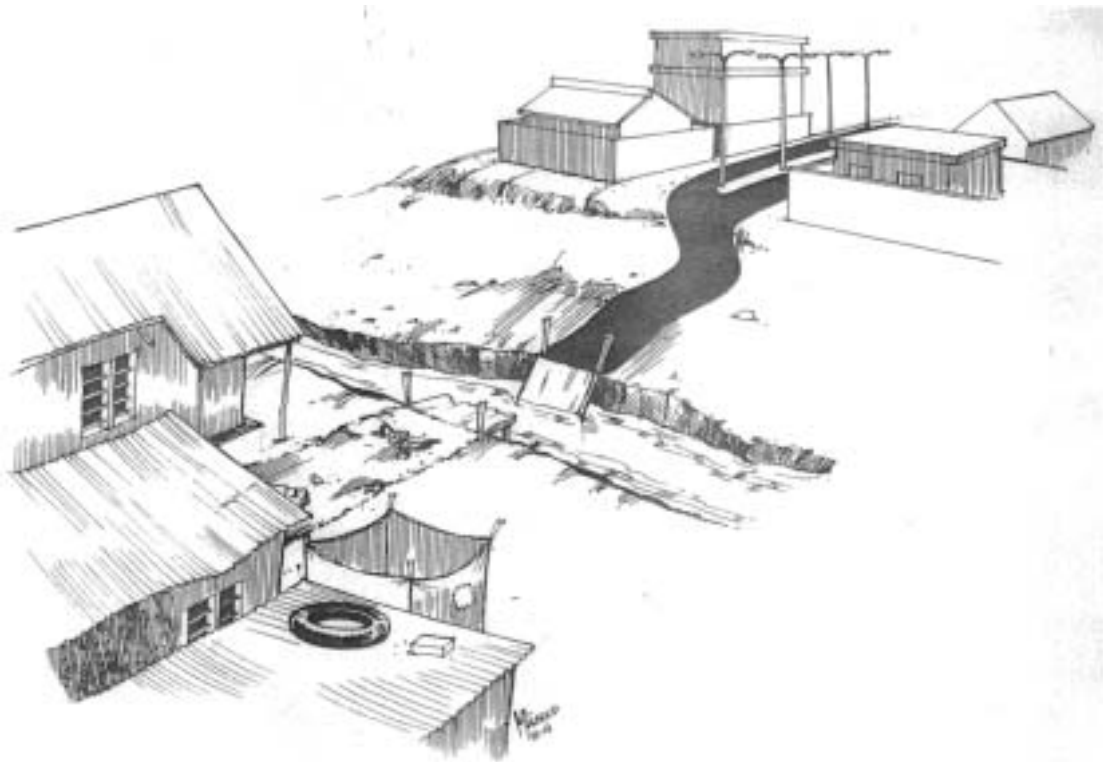
5. Ward Statistical Profiling (WSP)

The Ward Executive Officer (WEO) and the Village Executive Officer (VEO) are asked to enter information in a pre-designed profile sheet. This sheet gathers statistics on population and for the most important sectors – education, health, agriculture, water and sanitation, and employment.



The Ward Statistical Profile (WSP) will be one of the three sets of information which are used to make the Strategic Plan for Poverty Reduction in the Local Area (SPP).

The following set of tables show the types of information which will be collected. Note that the profiles can be used to measure the level of service delivery and poverty reduction over time. They can also be used to target the geographical areas which are the worst off.



The WSP Profile Sheet

POPULATION	male		female		Total	
	No.	%	No.	%	No.	%
Total Population						
Children under 15years						
People above 55 years						
Poor people						
Very poor people						
Eligible for tax						

Education	
No. of primary schools	
Expected enrolment 2002	
Actual enrolment 2002 Std 1	
No. secondary schools	
No. private secondary schools	
% Gap with minimum standard	
% of vacant teaching posts	
% of population that is illiterate	

Health	
No. of Health Centres	
No. of Dispensaries	
How many people are served by one dispensary	
Sq km per dispensary	
% of population with major diseases (total)	
	Diarrhoea
	HIV/AIDS
	Malaria
	TB
	Typhoid
No. of Health posts	
% of Health posts vacant	

Agriculture	
Area of food crop by household	
Area of cash crop by household	
% using chemical fertilisers	
% using other types of fertiliser	
% of produce which is marketed	
Km of farm to market roads	
No. of Agriculture posts	
% of Agriculture posts vacant	

Employment	
No. of employed persons	
% of labour force in agriculture	
% of labour force in non agriculture sectors	
% of labour force in the informal sector	
No. of labour migrants	
No. of women in formal employment	

Water and Sanitation	
No. of public standpoints	
% of population with domestic water	
% of population with latrines	
Average distance for water collection	
% of population with water borne diseases	
No. of Water and sanitation posts	
% of water and sanitation posts vacant	

Example: WSP – Iwambi Ward

POPULATION	male		female		Total	
	No.	%	No.	%	No.	%
Total Population	3009	43	4069	57	7078	n/a
Children under 15years	113	46	134	54	247	3
People above 55 years						
Poor people						
Very poor people						
Eligible for tax	1948	97	56	3	2004	28

Education	
No. of primary schools	2 – Iyunga and Iwambi
Expected enrolment 2002	1797 (810 Iyunga, 987 (Iwambi)
Actual enrolment 2002 Std 1	327
No. secondary schools	1 Iyunga
No. private secondary schools	
% Gap with minimum standard	
% of vacant teaching posts	44 teachers for both schools - 10% vacant
% of population that is illiterate	1%?

Health	
No. of Health Centres	1 Church, 0 Govt
No. of Dispensaries	0
How many people are served by one dispensary	no dispensary
Sq km per dispensary	n/a
% of population with major diseases (total)	
Diarrhoea	
HIV/AIDS	
Malaria	40%
TB	25%
Typhoid	
No. of Health posts	
% of Health posts vacant	n/a

Agriculture	
Area of food crop by household	1-2 acres
Area of cash crop by household	250 acres hired from DAFCO
% using chemical fertilisers	90%
% using other types of fertiliser	10% use manure or else nothing
% of produce which is marketed	100% soya and coffee, 50% maize & millet
Km of farm to market roads	10-25 km
No. of Agriculture posts	
% of Agriculture posts vacant	no data

Employment	
No. of employed persons	38 persons
% of labour force in agriculture	184 households
% of labour force in non agriculture sectors	4.9%
% of labour force in the informal sector	85 persons
No. of labour migrants	10 persons (to Usangu plains)
No. of women in formal employment	59 resident and non-resident

Water and Sanitation	
No. of public standpoints	0 – out of order
% of population with domestic water	76%
% of population with latrines	70% pit latrine, 30% septic tank
Average distance for water collection	50m
% of population with water borne diseases	25% typhoid and malaria
No. of Water and sanitation posts	
% of water and sanitation posts vacant	no known

6. Strategic Planning for Poverty Reduction in the local area (SPP)

The SPP process covers many of the same issues that are found in the Local Government Authority's (LGA) existing 3 yr strategic plan and 1yr operational plan. The SPP process aims to support, rather than replace, the existing process.

The SPP has the advantage of being more systematic and comprehensive and also of possibly highlighting some of the issues which are beyond the control of the LGA.

The Strategic Plan is made by drawing together the information that was gathered in the three earlier profiles:

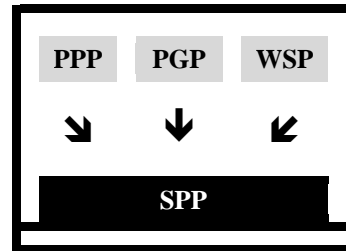
- PPP What ordinary people think
- PGP What the officials think
- WSP The statistics

We are making a *Strategic* Plan so we do not want to rush to the details right away. We do not have enough money or people to solve all the problems immediately. So the first step is to design a broad 'strategy' that tells us where to begin and what to move to next.

We begin with broad, calculated thinking which (a) uses as many hard facts as we can find and (b) has understood the problems from the point of view of many different stakeholders.

The next step is to make a list all the key issues and concrete problems that have been identified. The stakeholders have then to decide which of the issues and problems are the most important and therefore should be tackled first. This process is called *prioritisation* and special techniques can be used to make it fairer and more inclusive (See the Training Compendium for details).

Once you are clear about priorities then you can begin to prepare the strategic plan (see below). It is best to prepare a draft and to circulate this widely amongst all the stakeholders so that they can comment on it. In this way there will be no surprises when the final plan eventually appears, and most people will be prepared to support it.



Levels of Strategic Plan

Strategic Plans can be made to cover the needs at village, ward and district level.

Ideally the District Strategic Plan would include ideas from the Ward Strategic Plans which would include ideas from the Village Strategic Plans.

Strategic v Action Plan

Strategic plans show the 'big picture' and form the foundation on which action plans are built.

Action Plans work out the details of exactly who will do what by when, at what cost and where the funds will come from.



How to write the Strategic Plan (Using a table)

The easiest way to write a plan without forgetting some of the details is to use a table. There are boxes on the table for all the different bits of information. The plan is not complete until all the boxes have been filled.

The best way to design the table depends on your situation but the following table covers the main points for a strategic plan. The table has six columns and the number of rows will depend on the details in a particular situation.

1. Get agreement about the **key issues** in the local area – these should be less than seven (see Box) and could be drawn from the main topics in the PPP questionnaire
2. For each key issue get agreement on **concrete problems** which were identified during information gathering
3. For each concrete problem state a **technical solution** in broad terms – this will be the objective which has to be reached by later action plans
4. For each technical solution give a short description of the kind of **action** that will be needed to make it happen
5. You can show the urgency of each action in the **Timing** column as ‘immediate’, ‘medium term’ or ‘long term’. This is important because there may not be enough money or people to do everything at once so we need to know what should happen first
6. Actions do not happen by themselves. The **‘Agency’** column should indicate who is likely to take the action for example – Council, Donors, Religious Organisations, Civil Society Organisation etc

The Rule of 7

The human brain has difficulty holding more than seven ideas at the same time.

Therefore, if you have a list with more than 7 items, then you should find a reason for splitting it into two shorter lists.

Key Issue	Concrete problem	Technical solution	Action	Timing	Agency
Governance	low participation of community	improve popular participation in planning	better facilitation of popular planning	immediate	Council Donors NGOs Consultants



[Note – there can be more than one ‘concrete problem’ for each ‘key issue’ and more than one ‘technical solution’ for each ‘concrete problem’ - and so on.

The next page shows a worked example from Mbeya Municipality

Example: SPP for Mbeya Municipality				
Issue	Current Situation/Problem	Objective	Action	Agency
1 Extreme Poverty	<ul style="list-style-type: none"> • Shortage of land/productive resources • Lack of cash income • Unemployment • Diseases – HIV, malaria, w/borne • Illiteracy • Disabled, orphaned and old people 	Income generation	<ul style="list-style-type: none"> • Re – allocation and redistribution of land • Alternative income generation activities for youths • Public health education and other interview • Revive adult education carton programmes • Introduce memkwa (age 11 – 13 yrs) • Training skills for income generating activities 	MMC – CDD, NGOs CARITAS
2 Livelihood and Coping Strategy	<ul style="list-style-type: none"> • Breakdown of social support systems • Low rate of diversification • Squatting • Deteriorating livelihoods • Lack of business expertise • laziness 	Improvement of livelihood and coping strategy	<ul style="list-style-type: none"> • Squatting upgrading through PP service plans • Promote social integration • Compile and disseminate information on markets (market strategies) • Training/awareness creation 	Sustainable Cities Programme NGOs CARITAS, MMC, ZRT, CRT
3 Institutional Support	<ul style="list-style-type: none"> • Low/lack of extension advice/support • Discrimination and low involvement of the poor • Low participation of private sector • Unfavorable taxes and credit arrangements • Plans are not proper 	Improve service delivery Pro-poor service delivery system in place	<ul style="list-style-type: none"> • Identify and increase extension services to poor wards • Strategies for the PP of poor • Review of tax systems • Lobby for pro-poor loans arrangements • Increase poverty focused activities in MMC plans 	ZRT/CRT
4. Governance	<ul style="list-style-type: none"> • Low involvement/participation of community • Lack of communication (dissemination of information) • Law trust/transparency 	Improved participation by the people	<ul style="list-style-type: none"> • Strengthen PP planning approaches • Integrate poverty into ward plans • Increase awareness of leaders and local people on plans for poverty reduction 	NGOs MMC Consultants
5 Gender	<ul style="list-style-type: none"> • Low assets and productive resources • Discrimination in allocation of resources • Vulnerability • Teenage pregnancy • Low PP of women in DM 	Increased capacity of women in decision making and economic activities	<ul style="list-style-type: none"> • Lobby for improved inheritance laws/review • Education of women on their rights e.g. land law • Prepare MMC gender profile and action plan • Conduct voters education • Increase capacity of women e.g. politically 	TGNP Regional and District level Local NGOs MMC – CDO Consultancy on gender

Appendices

- Notes on poverty auditing as a deep process
- 7 benefits of poverty auditing
- Household Poverty Profiles
- PPP – Issues, concerns and topics
- PPP – Explanations and notes on methods
- Abbreviations



Notes on poverty auditing as a deep process

This note is based on an original article by J Mullen

The level of poverty in a country is affected by:

- policies, strategies, programmes, projects and budgets (capital and recurrent)
- patterns of foreign and national financing (grants, loans (debts), investments)
- how national policies are implemented at sectoral, regional, district and ward level

Poverty Auditing involves looking carefully at all of these ideas and figuring out how much they improve the condition of poor people. This applies to both the theory which is spoken and the practice of what happens at the national and local levels.

The auditing process involves looking at all these ideas before, during and after they are used. This usually means looking at the details of what is going on. For example the statistics might show that the country is getting richer. But, when you look at the details, you find that some well off groups are now much richer but there are other disadvantaged and vulnerable groups that have actually become poorer.

Poverty auditing includes the idea of policy screening or proofing. This means having a group of people to make sure that national development targets are suitably pro-poor. It also means making sure that the good intentions are:

- reflected in sectoral and Local Government Authority policies and targets
- suitably financed (with clear budget lines)
- well planned and implemented at all levels of government
- having the intended effect

The results of the poverty auditing process can be used in several ways. They can be used to fine tune the policies and practices at the local level but they can also be used to make a case for seriously changing what is planned at the national level.

This manual describes a three-into-one approach to poverty auditing. It was designed to be used at local government level to help make a joint approach to strategic planning. If it succeeds it will be a valuable tool in the fight against poverty. It is obvious, however, that the approach could easily be extended to action planning, monitoring and evaluation at the local government level. It is equally obvious that the results of this process could provide some very useful ideas for fine tuning the national poverty reduction strategy.

7 Benefits of Poverty Auditing

1	helps to make poverty a recognised problem	<ul style="list-style-type: none"> • highlights how unfairly goods and services are delivered to different communities • makes it easier for poor people to know what to expect • makes officials more aware of the need to link policy to action
2	builds a better understanding of poverty	<ul style="list-style-type: none"> • lets poor people speak for themselves about what they need and how their needs might be met • highlights how different types of poverty need different solutions • highlights how there are many different calls on how the budget is used
3	encourages good governance	<ul style="list-style-type: none"> • holds providing organisations to account for the efficiency and fairness of what they do • makes the links between policy and action more visible and thus builds openness and transparency
4	helps to make national policies work at the local level	<ul style="list-style-type: none"> • highlights the link between national (macro) policies and the local (micro) effects which they can have • makes it easier to fine tune or alter national policies on a before, during or after basis
5	brings stakeholders together	<ul style="list-style-type: none"> • provides a well structured way of allowing donors, local government officials and CSO representatives to meet with the poor • gives poor people a voice in the policy design process
6	develops a culture of partnership	<ul style="list-style-type: none"> • encourages face to face meetings between sponsors and local groups • builds trust between groups and this allows for joint work in planning, implementing, monitoring and evaluating projects
7	builds ownership of local plans	<ul style="list-style-type: none"> • uses locally gathered information as the basis for local plans • partnership with the local community makes extra resources available

Household Poverty Profile

The level of poverty in a particular household can be measured using the following profile sheet. For each characteristic tick the box that best describes a particular household.

A rich household will have most ticks at the right hand side of the profile while an extremely poor household will have most of the ticks at the left hand side.

	Level of poverty			
	Extremely Poor	Poor	Well-to-do	Rich
Acres of land	0 to 0.5	0.5 to 2	2 to 5	more than 5
Type of house	Grass/reed	Grass/reed	Bati/brick	Bati/ brick
Years of education	0	0 to 4	4 to 10	10 to 14
Income level	lowest 20%	20 to 40 %	40 to 80%	top 20%
Trading activities	none	small hawker	frequent	significant
Labour status	hire out	hire out /self sufficient	self sufficient/ hire in	hire in
Food status	chronic deficit	seasonal deficit	break even/ surplus	surplus
Health	precarious	poor	good	excellent
Social Capital	exhausted	occasional	mutual	good
Credit worthiness	unavailable	unavailable	available	excellent
Consumer durables	insignificant	insignificant	adequate	ample
Assets	insignificant	insignificant	some	significant
Livestock	none	a few	0 - to 10 cows	more than 10 cows

PPP – Issues, concerns and topics

– summary of question numbers and tools/notes

Economic Issues	Question number	Tools/Notes
Poverty and Livelihoods		
People's Perception of Poverty and improvement of livelihoods	1(a)-2(b), 6(d)	PRA/PPA etc
History and causes of poverty	3(a)-3(d)	Historical trends, time lines
Chronic/Persistent Poverty	4	Group discussions Surveys
Geographical location of the poor	5	PRA/mapping Group Discussion
Needs, problems and poverty	6(a)-(6c)	PRA/Group discussions/Ranking
Economic Opportunities		
Sources of income and economic opportunities	7-9	Group discussion, interviews
Agriculture production and purchasing power	10(a)-10(d)	Group discussions, interview
Coping strategies	11(a)-(11b)	Group discussions
Social services and welfare		
Service delivery and welfare status	12(a)-12(g)	Group discussion, interview and Observations
Social Issues	Question number	Tools/Notes
Culture and traditions		
Conflicts, beliefs and levelling mechanisms	13(a)-13(e)	Group discussions
Institutions and poverty		
Institutions and poverty alleviation	14-17	Discussions, ranking Venn diagrams and observations
Gender and representation		
Political participation	28	Group Discussion
Access to resources and services	29- 30(b)	Group Discussion
Governance Issues	Question number	Tools/Notes
Poverty and Governance		
Revenue generation and public expenditure	18(a)- 8(d)	Group discussions
Priority focused planning and budgets	19(a) –21	Group discussions
Poverty targeting	22-24	Group discussions
Accountability and democracy		
Transparency and Consultations	25(a)-26	Group discussions
Conflict management	27(a)-27(c)	Group discussions
Poverty and Food Security		
Vulnerability, food security and coping strategies	31(a)- 33	Group discussions, historical trends and livelihood calendars

PPP – Explanations and notes on methods

No.	Explanation of question	Method/Tool
Economic Issues		
Poverty and Livelihood		
1(a)	People's categorizations of the residents according to well-being and socio-economic status.	Group discussions, focus group discussion, individual interviews
1(b)	How do people define these categories	
2(a)	No need of explanation	
2(b)	No need of explanation	Historical analysis, timeline visioning, oral traditions, historical calendar etc
3(a)	The trend of poverty through time from past as many years back as respondents can remember to-date	
3(b)	Natural, man made factors	Group discussions
3(c)	Seasonal poverty (rainy, dry season variations)	Seasonal calendars, group discussions
3(d)	No need of explanation	Group discussion
4	No need of explanation	Group discussion, household analysis
5	No need of explanation	Draw map, describe the area (s)
5(b)	No need of explanation	Group discussion
6(a)	Personal or problems in the family	Group discussion, listing and ranking
6(b)	Problems facing community at large	Group discussion, listing and ranking
6(c)	Probe to show how problems lead to poverty	Group discussion
6(d)	No need for explanation	Group discussion
Economic Opportunities		
7	List of activities that generate cash or material (non cash) income	Group discussion
8	No need of explanation	Group discussions, focus group discussion, individual interviews
9	Opportunities within the period of five years.	
10(a)	Give answers in tones (not area of cultivation)	
10(b)	Give answers in tones (not area of cultivation)	Group discussion
10(c)	Money obtained from sales of the same amount of crops now compared to 5 years ago	
10(d)	Probe for numbers, production of milk, meat, livestock marketing, deaths	Group discussion
11(a)	No explanation	Group discussion, focus group discussion, individual interviews
11(b)	No explanation	
Social Services and Welfare		
12(a)	State of infrastructure, quality of education, pass rates, enrolment etc	Group discussion, focus group discussion, interview education officers, etc.
12(b)	State of infrastructure, quality of health services,	
12(c)	Condition of roads, bridges, access to social services etc	Group discussion, focus group discussion, interview with WEO/VEO/ Works officers, .
12(d)	State of infrastructure, coverage, quality, arrangements for maintenance and operation,	Group discussion, focus group discussion, interview education officers, etc.
12(e)	Access to and ownership of agricultural land, serviced plots,	Group discussion, focus group discussion, interview with lands and agriculture officers, etc.
12(f)	Contact with extension officers for technical advise, training, information on markets and availability of inputs, etc	Group discussion, focus group discussion, interview extension officers, etc.
12(g)	No explanation needed	Group discussion, focus group discussions, observation

Social Issues		
Culture and traditions		
13(a)	List conflicts	Group and focus group discussions
13(b)	For each conflict listed in (12 a) give causes	
13(c)	Probe to show how conflicts lead to poverty	
13(d)	Probe to show how beliefs and traditions lead to poverty	
13(e)	Show what is done to discourage individual or communal efforts to prosper	
Institutions and Poverty		
14	Modern organisations e.g. schools, health facilities, and other service providers, or traditional ones e.g. chiefs, TBAs, jando na unyago etc	Group discussion, focus group discussions, observation
15	No explanation	Venn/Chapatti diagrams, group discussion, focus group discussions, observation
16	No explanation	Group discussion, focus group discussions, ranking and vote for consensus if need be
17	No explanation	
Gender and representation		
28	No explanation needed	Group and focus group discussions,
29	No explanation needed	
30(a)	Describe causes of that make women poor or vulnerable	
30(b)	Household resources e.g. land, money and other domestic assets, as well as community resources, projects, and extension services	



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Governance Issues		
Poverty and governance		
18(a)	Eligibility is described in dev. Levy by law.	Interview with development levy collector, group discussion, focus group discussions, ranking and vote for consensus if need be
18(b)	No explanation	Interview with village council, WEO, VEO, revenue collector
18(c)	No explanation	Group and focus group discussions,
18(d)	No explanation	
19(a)	No explanation	
19(b)	No explanation	
19(c)	No explanation needed	
20	No explanation	Group discussion and ranking
21	Probe for explanation for position scored	
22	No explanation needed	Group and focus group discussions,
23	No explanation needed	
24	No explanation needed	
Accountability and Democracy		
25(a)	Meetings of village Councils or/and WDCs	Group discussion, focus group discussions
25(b)	No explanation	Group and focus group discussions,
25(c)	Meeting of all villagers with their leaders	
25(d)	No explanation needed	
25(e)	Non statutory meeting called or scheduled by Councilors	
25(f)	No explanation needed	
25(g)	No explanation needed	
26	No explanation needed	
27(a)	No explanation	
27(b)	Channels or mechanisms used at all levels: village, ward, Council, regional and national.	
27(c)	Explain step taken to address complaints at community level	
Poverty and Food Security		
31(a)	No explanation needed	Group and focus group discussions,
31(b)	For example, village government, WDC, LGA, Central Government NGOs, the community	
32	Disasters that affected agriculture production e.g. floods, fires, droughts, pests, etc	Group discussion, focus group discussions,
33	Results or effects of disasters on food status of poor households	Historical trends, livelihood calendars.

Abbreviations

AIDS	Acquired Immuno Deficiency Syndrome
CAG	Controller and Auditor General
CBO	Community Based Organisation
CDD	Community Development Department
CDO	Community Development Officer
CRT	Council Reform Team
CSO	Civil Society Organisation
DC	District Commissioner
DFID	Department For International Development
DRDP	District Rural Development Programme
HIV	Human Immunodeficiency Virus
HOD	Head of Department
LG	Local Government
LGA(s)	Local Government Authority(ies)
LGRP	Local Government Reform Programme
LGSC	Local Government Service Commission
MD	Municipal Director
MMC	Mbeya Municipal Council
NPES	National Poverty Eradication Strategy
NGO(s)	Non-Governmental Organisation(s)
PF	Project Facilitator
PGP	Policy and Governance Profiling
PORALG	President Office Regional Administration Local Government
PPA	Participatory Poverty Assessment
PPP	Participatory Poverty Profiling
PRA	Participatory Rural Appraisal
PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
RAS	Regional Administrative Secretary
REPOA	Research into Poverty Alleviation
RC	Regional Commissioner
SPP	Strategic Plan for Poverty Reduction
STC	Singida Town Council
TAC	Tanzania Assistance Strategy
TCD	Town Council Director
TGNP	Tanzania Gender Network Programme
UAPP	Urban Authorities Partnership Programme
UNDP	United Nations Development Programme
VC	Village Council
WDC	Ward Development Committee
WEO	Ward Executive Officer
WSP	Ward Statistical Profiling
ZRT	Zonal Reform Team

A page for notes

Acknowledgements

There are many people to be thanked for their efforts in designing, testing and developing the Poverty Audit Methodology. We are honoured to mention them here either individually or by the groups that they represent.

- Representing the LGRP we would like to mention particularly Mr. Ben Kasege (Component Manger- Governance), and LG specialists from Mtwara and Mwanza respectively Mr. A.F. Fuko and John L. Millinga.
- The Local Authorities of Mbeya Municipal Council, Mtwara Mikindani and Singida Town Councils have been the testing grounds from which a wealth of information was collected. It would be unjust not to recognize the contributions of the three LGA Directors Mr. Kabwe of Mbeya Municipal Council, Mr. A.P.C. Masumbuko of Mtwara Mikindani Town Council and Mr. S. Sirima of Singida Town Council.
- Although we cannot mention all staff who participated in the initial training and field-testing of the methodology we would like to acknowledge them as a group. We also acknowledge the residents of Mbeya where the first field exercise was conducted. They assisted in re-shaping the questions and therefore contributing to the improvement of tools contained in the methodology. Thanks also to residents of Mtwara Mikindani and Singida as respondents and field facilitators, to WEOs and VEOs who collected data for the Ward Statistical Profiles, and to Councillors and Civil Society Organisations for responding to and improving the PGP questionnaire.
- Other groups of people who should not be forgotten are UNDP staff, staff from the Regional Secretariats of Coast, Dar-es-Salaam and Morogoro, and the Local Government Coordinator of REPOA Mr. F. Ngalewa who participated in the refinement workshop in Bagamoyo.
- A word of thanks also to facilitators of this assignment. These included the consultant Prof. Joe Mullen of Manchester University and UAPP Project facilitators in the field Mr. E. Lugusha in Mbeya Municipal Council, Jane Zum in Mtwara Mikindani Town Council and Josephine Lemoyan in Singida Town Council. Also the British Council and particularly Mr. Babili Mukono for managing the consultancy. Thanks also to Howard Peter Clegg, UAPP Programme Coordinator, for valuable ideas on how to make the document user friendly, to George Clark for simplifying the original document and lay out, and also to Masoud Kipanya for the illustrations.
- The UAPP Programme has been implemented through the President Office's Regional Administration and Local Government. This office has closely followed all the interventions geared to improve the service delivery performance of LGAs. We are particularly indebted to the Director of Urban Authorities Mr. B. Claudio and planners from PORALG Mr. Jackson Samuel and A. K. Tamayamali who gave valuable contributions in feedback and refinement sessions.
- Last but not least, DFID is acknowledged for providing the financial assistance which made it possible to undertake this important assignment.

Auditing Poverty in Tanzania a joint approach at local government level



The overall objective of Tanzania's National Poverty Eradication Strategy (NPES) is to eradicate absolute poverty by the year 2025.

There are three main strategies:

- *Creating an enabling environment for poverty reduction* by promoting good governance, participation and effective coordination and supervision
- *Building capacity for poverty eradication* by developing the economic base so as to achieve rapid growth
- *Promoting the social service sectors* dealing with education, health, water supply and sanitation, employment creation and the preservation of the environment.

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