

# Reflections on Tanzanian Civil Society

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In this series of papers, KEPA publishes reflections on the state of civil society in the countries in which it operates (Cambodia, Laos, Mozambique, Nicaragua, Tanzania, Thailand, Vietnam). These reflections, based on KEPA's own work with its partners, member organisations and their partners in the country, provide an overview and highlight some current issues and developments in the role of civil society organisations.

Civil society consists of many different actors from small informal activist groups to big institutionalised organisations. In these reflections, civil society organisation (**CSO**) is used as an overall concept to cover all these actors. The term **NGO** is used only if it specifically refers to registered, institutionalised non-governmental organisations, while **CBO** stands for community-based organisation. **INGO** refers to international non-governmental organisations.

## KEPA in Tanzania

In Tanzania, KEPA supports local civil society actors to influence development policy processes through partnerships and through capacity building. Partnerships are linked to KEPA's key policy themes: development cooperation, global economic policies and climate justice. Capacity building targets local CSOs that have partnerships with KEPA's Finnish member organisations as well as KEPA's own partners.

KEPA has formed partnerships with several Tanzanian organisations that conduct advocacy work at local level, monitoring the accountability of local government, including Tanzania Women of Impact Foundation (TAWIF), Kibaha Network of Civil Society (KNC) and Arusha NGO Network (ANGONET). KEPA also supports and participates in the work of Policy Forum, a network of NGOs that engage in policy advocacy and lobbying at national level. With TANGO, the national umbrella organisation of NGOs, KEPA has recently cooperated on aid effectiveness issues and on monitoring the Economic Partnership Agreement negotiations between EU and East African countries. On climate policy issues KEPA has supported and participated in the ForumCC network's activities.

## Historical background

Civil society in Tanzania has been shaped during three distinct historical periods: the colonial period (up to independence in 1964), the Post-Arusha Declaration period (1967-85), and the Liberalisation period.

The colonial period under Germany and Britain, and the years immediately after independence were characterized by social and economic conditions which necessitated the formation of CSOs to address the problems emanating during colonial rule. Trade unions, cooperatives and other organisations were formed in response to colonial exploitation and deteriorating economic and social conditions.

Tanzania changed its political system to 'African Socialism' in 1967 with the Arusha Declaration. In the period after the Arusha Declaration (1967-85), some political trends undermined the independence of CSOs and their room for manoeuvre. The ruling party's control over public life and the centralisation of power discouraged independent citizens' organisation and associations. Only a few organisations which focused on service delivery and some international NGOs such as Oxfam were allowed to operate. By the 1970s, only political and pro-ruling party organisations were allowed to operate. The sustainability of the achievements that had been made in social and welfare services was undermined.

The Liberalization period (1986 to date), with its associated reforms, followed the economic failure of the Arusha Declaration period. In the mid-1980s, Tanzania started to implement economic liberalization policies under the guidance of the World Bank and the International Monetary Fund

in an attempt to address the economic crisis and the increasing stress on social services. The state had to withdraw from some duties, leaving space for other actors such as the private sector and CSOs. In the 1990s, the wave of multi-party democracy swept over Africa; in Tanzania the single-party state was abolished in 1992. There were many reasons for the growth in the number of CSOs during this period. These included the need to fill the gap left by the state withdrawal from social services delivery, the effects of Structural Adjustment Programs (SAPs) such as social differentiation, the need for certain social groups (including women) to organize and articulate their interests, the move by international aid agencies to encourage voluntary organizations as a counterweight to the state, and privatization and retrenchment programs that increased the number of unemployed people, who were able to find alternative employment in voluntary organisations.

## Main actors in Tanzanian civil society

The estimated number of registered CSOs in Tanzania today is over 10,000. A relatively large percentage of CSOs (10.2%) works in the health sector, especially in HIV/AIDS activities. Advocacy and lobbying accounts for about 9 per cent of CSOs' work. Another 9 per cent work in the education sector. A good number of CSOs work on environmental issues. 4 per cent work on rural development and another 4 per cent on drugs and alcohol issues. A few CSOs in Tanzania work in science and technology, tourism, and labour rights. 5 per cent of the CSOs in the country engage in political and social democratisation issues.

## **Umbrella organisations**

Umbrella organisations coordinate CSOs and represent them in different processes, serve as a platform for exchanging information, build the organisational capacity of member organisations, and engage in lobbying and advocacy.

- TANGO (Tanzania Association of NGOs). Umbrella organisation for Tanzanian CSOs. Supports regional and district networks.  
<http://www.tango.or.tz/>
- TACOSODE (Tanzania Council for Social Development), umbrella for social sector CSOs.  
<http://www.tacosode.or.tz/>
- NACONGO, National Council for NGOs: founded on the 2002 NGOs Act to regulate CSOs.
- Regional and District networks are becoming stronger. Some examples include Arusha NGOs Network (ANGONET) in Arusha region, the Union of NGOs in Morogoro (UNGO) in Morogoro region and Kibaha Network of Civil society (KNC) in Kibaha district in the Coast region.

## **Research and policy organisations**

- TWaweZA/UWAZI focuses on education and health in three EAC (East African Community) countries. Ambitious and energetic.  
<http://www.twaweza.org>
- Sikika ('to be heard' in Kiswahili), health sector advocacy.  
<http://www.sikika.or.tz/>
- ESRF (Economic and Social Research Foundation), think tank. Many reports available for free.  
<http://www.esrftz.org/>
- REPOA (Research on Poverty Alleviation), think tank. Many reports available for free.  
<http://www.repoa.or.tz/>
- HakiElimu, education activism.  
<http://www.hakielimu.org/>
- HakiKazi, rights-based analysis. Local government accountability monitoring.  
<http://www.hakikazi.org/>
- LHRC (Legal and Human Rights Centre), a juridical approach to human rights. Active on e.g. new constitution, corruption scandals.  
<http://www.humanrights.or.tz/>
- Policy Forum, the main CSO policy analysis and lobbying network.  
<http://www.policyforum-tz.org/>

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#### Sectoral networks

- ForumCC (Tanzania Civil Society Forum for Climate Change), main actor on civil society involvement in climate change.  
[www.forumcc.org](http://www.forumcc.org)
- TGNP (Tanzania Gender Networking Programme), influential gender network.  
<http://www.tgnp.org/>
- HIV/AIDS: NACOPHA, National Council of People Living with HIV/AIDS and TANOPHA, Tanzania Network of Organisations for People Living with HIV/AIDS.
- TAWASANET, (Tanzania Water and Sanitation Network).  
Yahoo Group on <http://groups.yahoo.com/group/tawasanet/?v=1&t=directory&ch=web&pub=groups&sec=dir&slk=14>
- SHIVYAWATA (Shirikisho la Vyama vya Watu wenye Ulemavu TZ), federation for disabled peoples' CSOs.  
[www.shivyawata.org](http://www.shivyawata.org)
- TNRF (Tanzania Natural Resource Forum). Very active on conservation and climate change (especially REDD) through improved governance.  
<http://www.tnrf.org/>
- MVIWATA (Mtandao wa Vikundi vya Wakulima Tanzania), small farmers groups' network. Very active nationwide, also in lobbying.  
[www.mviwata.org](http://www.mviwata.org)

#### Funding bodies

- Foundation for Civil Society: funds advocacy by CSOs, also at the local level.  
<http://www.thefoundation.or.tz/>
- Accountability Tanzania, ACT: funds well-established advocacy organisations for serious accountability work.  
<http://www.accountability.or.tz/>

## Government–civil society relations

Government–civil society relations are improving. For instance, the government invited CSOs to join two national-level planning processes in 2010: the Public Expenditure Review (PER) and the Joint Assistance Strategy for Tanzania (JAST, i.e. the donor–government forum). The reason for this positive trend may be that the government wants civil society backup in discussions with donors on national policy issues. There is also pressure from donors to involve a wider segment of society in national policy processes. Donors strive to have Members of Parliament and CSOs

on board in a bid to promote democratic participation and local ownership of development processes.

The government's warming attitude towards CSOs is opening up opportunities for wider civil society participation in high profile policy debates. These opportunities include but are not limited to participation in the annual national policy dialogue. These include the review of the National Strategy for Growth and Reduction of Poverty (NSGRP), commonly known by its Swahili acronym MKUKUTA. In addition, CSOs are involved in the MKUKUTA Clusters Working Groups, the Sectoral Working Groups as well as in the Monitoring processes. For example, the NGO Research

on Poverty Alleviation (REPOA) and the Tanzania Association of NGOs (TANGO) lead the research and analysis working group and the communications working group, respectively. CSOs have also been involved in the Public Expenditure Review and the General Budget Support (GBS) process. However, Tanzania is a very non-confrontational society, and written policies do not necessarily count for much.

The major challenge for effective collaboration between CSOs and the government on one hand, and the effective participation of CSOs in the development policy process in Tanzania on the other, is the lack of clarity in existing legislation. The existing laws governing CSOs do not clearly define what CSOs can and cannot do, for instance, how far CSOs can go in human rights advocacy. The government can ban any CSOs under the pretext of them not serving the public interest, although there is no clear definition of what public interest means. This sometimes sours the relationship between the government and CSOs. A notorious example is when the government aggressively uses the excessive authority given to the registrars (government operatives) to de-register CSOs that promote corporate social responsibility in the private sector, especially in the extractive industries. The case of the Lawyers' Environmental Association of Tanzania (LEAT) is one example of this. According to a long-standing civil society actor, LEAT faced de-registration after raising questions about practices in the mining sector.

## **Current issues and latest developments**

After the 2010 general election in Tanzania, there was an enormous debate about whether to reform the Tanzanian constitution, and what specific issues to change in the constitution. Citizens want to have a say in the formulation of

any new constitution. Some politicians and especially supporters of the ruling Chama Cha Mapinduzi (CCM) party are in favour of changing some elements of the constitution, while others want a complete overhaul. The President has called for a Constitutional Review Committee, while legislators and non-state actors clamour for their voices to be heard in the process. The principal function of the committee is to investigate public opinion, examine and analyse the consistency and compatibility of the constitutional provisions relating to the sovereignty of the people, political systems, democracy, the rule of law and good governance, and to make recommendations, including drawing up a draft constitution.

The general election was, of course, the hottest topic in 2010, but the public discussion focused more on personalities and parties than on policy. Some CCM candidates were taken out of the race by the party's Central Committee due to corruption allegations. The opposition party Chadema (Chama cha Demokrasia na Maendeleo) made large gains in several major cities. The long-standing opposition party CUF (the Civic United Front) held strong in the coastal areas and won more parliamentary seats in Zanzibar where it had already been very strong.

Land-grabbing has received a lot of attention recently. Some Maasai in Loliondo were evicted violently in 2009 to make space for private hunting grounds for a Saudi aristocrat, raising outrage. Land-grabbing is connected with climate change. *Jatropha* plantations have been hastily set up – and quickly abandoned – under adverse conditions. This has created very bad press for climate change mitigation and alternative fuels initiatives.

Chinese investments and infrastructure projects are a hotly debated issue among foreign development professionals, but not so much with the Tanzanian public, who are more concerned about the perceived

low quality of Chinese imports.

Agriculture is another hot topic. An estimated 80 per cent of the population make their living from farming. In the election year 2010, the ruling party CCM launched their green revolution policy 'Kilimo Kwanza' ('Agriculture First'). Its focus is on capital-intensive large-scale agriculture for cash crops which fits badly with the needs and food security of the majority of farmers.

High-profile public procurement and privatisation scandals have also engaged the citizens and CSOs of Tanzania in recent years. Examples are the botched contracting of emergency electricity turbines to the company Dowans, which never produced any electricity but nonetheless ended up costing the state of Tanzania USD90 million in fines for breach of contract; recently the government has sold its shares in the Dar es Salaam public transport utility UDA for one tenth of their estimated value. In the UDA case, the sales have been put on hold, but for many other corruption scandals the implicated public figures remain in post.

## Funding for civil society actors

The Foundation for Civil Society, a funding and capacity-building organisation set up by donors in 2002, remains a top funder. It channels large amounts of CSO funding for empowerment and advocacy work.

USAID, through the American NGO PACT, funds a lot of PETS (Public Expenditure Tracking Survey) work. PETS involves committees of community members and interested CSOs checking government or local government service delivery plans and budgets against the situation on the ground. Other INGOs are also big funders of PETS work. These kinds of local-level accountability monitoring programmes are very popular. They are conducted using different methods, in different sectors, and at different levels of

government (wards, districts, regions, etc.) One challenge is collating and using the various findings for national-level good governance advocacy.

Embassies also have their own funds, but they are relatively small and hard to access. Large CSO funds are often channelled through grant-making institutions. One case is the project Accountability in Tanzania (ACT) which funds professional, large-scale advocacy projects. The funds come from DfID (the British development department) and are managed by the accountancy firm KPMG. The Finnish Embassy's CSO funding programme's focus is being limited to fewer recipients. The American Embassy has also been providing small-scale funding to environmental CSOs up to US \$5000.

It is also possible to get CSO funding through the Tanzanian government. For instance, the Tanzania Water and Sanitation network (TAWASANET) was asked by the government to bid for government funding for the capacity building component of the water sector development programme. UNDP also channelled civil society funding for the MKUKUTA II review through the Ministry of Financial and Economic Affairs, but CSOs had limited access to it. UNDP funds only became available immediately before the deadline for submitting CSO inputs for the draft MKUKUTA II, curtailing opportunities for real participation.

The main HIV/AIDS funding mechanism is the Rapid Funding Envelope, a basket fund administered by the accountancy firm Deloitte&Touche. There is plenty of HIV/AIDS funding available from the United States: PEPFAR (the President's Emergency Plan for AIDS Relief, a George W. Bush initiative) and the Bill&Melinda Gates Foundation through the Global Fund (to fight HIV/AIDS, malaria and tuberculosis) provide the bulk of this funding. The application processes are very complex. Most of these funds go to the government of Tanzania and American CSOs.

Many donors channel climate change funding to CSOs. Norway leads the way by funding REDD (Reducing Deforestation and Forest Degradation) pilot projects conducted by conservation and forestation CSOs. DfID (UK) and DANIDA (Denmark) are launching a fund for climate change advocacy in late 2011. They will use the existing ACT (Accountability Tanzania) system to manage these grants. Finland also gives a lot of climate change funding, but the bulk is for research.

The preponderance of foreign funding has been criticised for undermining the long-term direction of Tanzanian CSOs: the risk is that the donors set the agenda to fit their own priorities. This can also undermine CSOs' legitimacy in advocacy work: their advocacy can be dismissed as 'following a foreign agenda'.

## **The role of International NGOs**

There are many INGOs in Tanzania, mostly working through their Tanzanian partner CSOs. This need for partner CSOs has had a large role in the emergence of a professional CSO sector in Tanzania.

Most transnational NGOs are also active in Tanzania: ActionAid, World Vision, Oxfam, WWF, Plan International, CARE, and so forth. There are also religious and missionary organisations in the country, many of which have been in Tanzania for a very long time.

Local CSOs are concerned about the

increasing number of INGOs which, instead of supporting and strengthening local CSOs' capacities, do direct implementation of projects. There have been complaints about INGOs registering a branch as a Tanzanian NGO, which then wins contracts for 'local NGO' work.

Funding is the major constraint for Tanzanian CSOs, so the financial resources from INGOs are important. INGOs need to provide Tanzanian CSOs with a mix of technical and financial support. However, the financial support can undermine the efficiency and legitimacy of advocacy.

Personal knowledge of the partner organisation, trust between partners and institutions, and knowledge of the local context are also key in CSO partnerships. This means that Tanzanians could do well by starting to say 'no' to bad ideas from INGOs. INGOs expect their partners to know the local systems and customs and to know what works and what does not. The contribution of the INGO to the partnership is supposed to be capacity building to improve efficiency. Too often this capacity building only means setting up something that looks like a professional CSO, with laptops, an organisational chart, and workshops without a clear idea of what the CSO is supposed to change and how. Without that vision and substance, partnerships will not achieve the levels of participation, legitimacy, and knowledge of the local context that INGOs are so keen to have.

## Finnish CSOs in Tanzania

In 2010, there were 25 Finnish NGOs implementing 44 projects funded by the Ministry for Foreign Affairs of Finland, together with Tanzanian partners. Finnish NGOs are linked to Tanzanian civil society mainly through their local partners. Some of the Tanzanian partners of Finnish NGOs are members of national policy networks such as the Policy Forum or the Tanzania Civil Society Forum on Climate Change.

Name of Finnish CSO	Name of Tanzanian partner	Number of projects in Tanzania	Sectors of work
Fida International	Free Pentecostal Church of Tanzania (FPCT)	4	Education, Social services, CS capacity building
Frikyrklig Samverkan fs rf	Free Pentecostal Church of Tanzania (FPCT)	4	Education, Social services
Finnish Evangelical Lutheran Mission	Evangelical Lutheran Church in Tanzania	3	Health, Social services
Finnish Evangelical Lutheran Mission	Tumaini University Iringa University College IUCO	2	Education, Health
Finnish Evangelical Lutheran Mission	Tanganyika Christian Refugee Service TCRS	4	CS capacity building, Rural development, Social services
Finnish Evangelical Lutheran Mission	HIMWA (Development Services for the Pastoralists)	1	CS capacity building
Society for Development of Kerava	Free Pentecostal Church of Tanzania (FPCT)	1	Youth work
Finnish Association for the Deaf	Tanzanian Association of the Deaf (CHAVITA)	1	CS capacity building
Lahden Diakoniasäätiö	Fuata Barabara NGO	1	Small enterprise development

Name of Finnish CSO	Name of Tanzanian partner	Number of projects in Tanzania	Sectors of work
Sports & Development (Liikery)	Sports Development Aid SDA	3	Education
Sports & Development (Liikery)	Ministry of Education, Culture and Vocational Training	1	Education
Msingi Friendship Association	Songela Development Association	2	Education, Youth work
Information Processing Association in Pirkanmaa Region (PITKY ry)	University of Dar es Salaam, IET Institution of Engineers Tanzania	1	Education
Finnish Federation of Settlement Youth Associations	Wings Environment and Education Transformation Unity (WEETU)	1	Education
Finnish Federation of Settlement Youth Associations	Tanzania 4H Organization	1	Education
Finnish 4H Federation	Tanzania 4H Organization	1	Youth work
Finnish Federation for Social Welfare and Health	Tanzanian Council for Social Development (TACOSODE)	1	Social security
Finnish Dental Association	School of Dentistry, Muhimbili University of Health and Allied Sciences	1	Education, Dental health
Finnish Christian Medical Society	Evangelical Lutheran Church in Tanzania	1	Health

Name of Finnish CSO	Name of Tanzanian partner	Number of projects in Tanzania	Sectors of work
Finnish Children and Youth Foundation	Tanzania Youth Alliance (TAYOA)	1	Youth work
Rotary Finland	Evangelical Lutheran Church in Tanzania	1	Health
Geographical Society of Turku	Department of Commercial Crops Fruits and Forestry (DCCFF) Zanzibar	1	Rural development
Uhusiano ry	UNGO (Union for Non-Governmental Organizations)	1	CS capacity building, Democracy
Ukumbi ry	Kilimanjaro Women Information Exchange and Consultancy Organisation KWIECO	1	Architecture and construction, Social services
Finnish Foundation for Media, Communication and Development (VIKES)	Media Institute of Southern Africa (MISA) Tanzania	1	ICT
Finnish Foundation for Media, Communication and Development (VIKES)	Mtukwao Community Media	1	Media
WWF Finland	WWF Tanzania, Tanzania Forest Conservation Group, WWF International	1	Biodiversity
Liana ry	Mwanga District Council	2	Water and sanitation, Environmental education

Name of Finnish CSO	Name of Tanzanian partner	Number of projects in Tanzania	Sectors of work
Finnish Library Association	Tanzania Library Services Board (TLSB)	1	ICT
Äetsän seudun kehitysmaseura	Wings Environment and Education Transformation Unity (WEETU)	1	Education

### Foundations

Name of Finnish CSO	Name of Tanzanian partner	Number of projects in Tanzania	Sectors of work
Abilis Foundation	19 disabled people's organisations	36	Disability issues
Siemenpuu Foundation	Lawyers' Environmental Action Team, Sayari Think Tank	2	Environment
KIOS	Centre for Widows and Children Assistance CWCA	1	Human rights