Hakikazi Catalyst Uses PIMA Cards in Tanzania

Organizational Profile

Formed in 2000, Hakikazi Catalyst is a Tanzania-based economic and social justice advocacy organization that empowers marginalized people both to influence government decisions affecting their lives and to achieve their civil and political rights at the local, national, and international levels. The organization has 14 full-time staff members and is governed by a board of directors, an advisory council, and a committee of members.

Hakikazi produces a number of publications every year that disseminate information on public policy to local communities in accessible and popular formats. Its overarching goals are to support the initiatives of poor and marginalized communities, influence change in national and local policies, and eradicate poverty.

a. Introduction

In 2003, the International Budget Partnership organized a conference in Mexico that brought together budget advocacy organizations from 40 countries. One of the presentations was made by the Public Affairs Centre from India, which has successfully implemented citizen report cards to evaluate public satisfaction with government service delivery (see previous case study). After attending this conference, the director of a Tanzanian economic and social justice advocacy organization, Hakikazi Catalyst, decided to adapt the citizen report card methodology to his country context and developed the PIMA card.

Hakikazi's PIMA cards (pima means "measure" in Swahili) provide a simple, flexible evaluation tool that enables communities to gather qualitative and quantitative information on inputs (what funds did the community receive?), outputs (how were the funds used?), and outcomes (how did the projects affect the community?) of government expenditures on poverty-reduction strategies.

Under this methodology, both local communities and district governments complete a card assessing the quality of goods and services provided by the district government to local communities. Based on the results, the district government and local communities decide on the next steps to be taken to address communities' priorities and to continue information-sharing in a systematic way.

Between 2003 and 2007, Hakikazi completed two budget monitoring exercises using the PIMA card process. The main objective was to determine how the government's poverty reduction strategies are being funded and implemented at the local level and whether they are actually improving the welfare of poor communities.

The government's monitoring system for Tanzania's poverty reduction strategy, popularly known by its Swahili acronym MKUKUTA, is set forth in MKUKUTA Monitoring Master Plan and Indicator Information (2006), which describes a framework to enhance the participation of all stakeholders – particularly civil

society – in monitoring the strategy's implementation. The document also outlines specific indicators for each of the goals in MKUKUTA, which are useful tools for civil society organizations and other groups conducting monitoring activities.

b. Methodology

The PIMA card process involves eight steps:[14]

Step 1: District-Level Groundwork

Hakikazi selects villages to participate in the exercise based on the relationships the group has developed with them over time. It organizes district workshops to mobilize stakeholders, explain budget monitoring systems and the PIMA card process, and generate support for the process. Participants include village and ward-level government leaders; district officials from the planning, agriculture, natural resources, education, health, and community development departments; district council members; civil society organizations; and community representatives. During these meetings, local officials are approached about providing information on budgeting and planning on a regular (quarterly) basis in an agreed-upon format. If an agreement is reached, this information is disseminated to participating communities.

Step 2: Skills Building

Hakikazi organizes workshops to train individuals within a community (drawn from existing community-based organizations) who will lead the PIMA card process. These "training of trainers" workshops are a key component of the MKUKUTA monitoring process. They provide participants with the skills to gather quantitative and qualitative budget information in communities, analyze government budgets, and present their results to decision-makers and communities.

Civil society representatives, local government staff (e.g., community development workers), and research facilitators from Hakikazi participate in the training workshops and are involved in every subsequent step of the PIMA card process, including designing the PIMA cards, analyzing budgets, facilitating community meetings, facilitating data collection in communities, and analyzing and disseminating findings.

Step 3: Community-Level Groundwork

Next, Hakikazi convenes public debates on MKUKUTA in the participating communities. Their objective is to enable communities to understand MKUKUTA and its monitoring system and to provide feedback on poverty reduction strategies.

At the public debates, communities discuss the causes of poverty; MKUKUTA strategies, targets, and indicators; and the purpose and benefits of budget monitoring in general and PIMA cards in particular. Following discussions in small groups, community members select two of the MKUKUTA sectors they want to monitor, such as education, health, roads, agriculture, or water. Each community also selects seven to 15 people to serve as a village monitoring committee, which will collect information on the selected priority areas using the PIMA cards. Members are chosen from a broad cross-section of the community, including youth, women, elderly people, and disabled people.

Step 4: Design of Village PIMA Cards

Monitors use the PIMA cards to collect information in their communities on the quality and quantity of expenditures in the sectors under investigation, including:

- which MKUKUTA activities were allocated funds in the district budget in the selected sectors;
- how much funding was received in the community for sector activities in the last 12 months (inputs);
- how many activities were completed in the community in the last 12 months (outputs);
- what were the actual expenditures on those activities;
- what was the level of community satisfaction with the results of activities;
- which MKUKUTA activities carried out in the community in the last 12 months were not allocated funds in the district budget (and how they were funded); and
- what are the community's other priority issues, ranked by importance.

Table 5 illustrates the information collection process for one common budget expenditure: agriculture and markets. Hakikazi creates similar PIMA cards for each of the other budget expenditures that a community prioritizes for monitoring.

Table 5: Sample Village PIMA Card A – The Village Development Budget

Agriculture and Markets				
Development Budget Item	Budgeted Amount	Source of Funds	Actual Expenditure	Is expenditure producing desired benefits?
1.				
2.				

Hakikazi provides the following instructions for completing this sample village PIMA card:

- The PIMA card should be completed using the village development budget.
- The source of the funds should be stated. For example, was the money provided by the government, community contributions, or an organization?
- The actual amount spent on the development work should be stated. This should be available in the village bank statement(s) and accounting records maintained by the village government.
- Finally, it should be stated whether the work was completed and whether the village is benefiting from the work in the way intended. This information should be based on a physical verification of the project site(s).

Table 6 is a sample village PIMA card that collects information on the quality of expenditures in the agriculture and markets sector.

Table 6: Abstract of Village PIMA Card B – Production Factors

Agriculture and Markets				
B1 **Extension Services**				
What types of extension advice were provided in your village last year and how satisfied are you with these services?				
	Not received	Poor	Satisfactory	Good
Pest management				
Improved seeds				
Soil conservation				
Farmers' support association				
Irrigation techniques				
Crop processing (etc.)				

Hakikazi provides the following instructions for completing this card:

- Consider and record all the training or information services your community has received from agricultural experts in the last 12 months.
- If training or information services were not received in the last 12 months, please mark the box indicating that the service was "Not Received."
- If a service was received, discuss and agree on whether the service was Poor, Satisfactory, or Good and mark the corresponding box.

Similar instructions are provided on the PIMA card to collect information on many other service delivery and infrastructure issues, such as access to agricultural credit, access to seeds and fertilizers, and the condition of irrigation infrastructure.

Step 5: Design of District-Level PIMA Cards

The district-level PIMA Card is called a district self-evaluation and is completed by a district-level government official. Hakikazi designs a self-evaluation for each sector selected by communities for the monitoring exercise. For example, the district agriculture officer should complete the self-evaluation for the agriculture sector (refer to Table 7). The questions in the self-evaluation card should mirror the questions asked by the village monitors at the community level. For example, the card should ask about MKUKUTA activities funded in the budget, the sources of funds, actual expenditures, and the impact of funded activities.

Table 7: Sample Abstract of District Self-Evaluation Card

Agriculture and Markets	
A	**Crop Production**
A1	**Quantity of Cash Crop** What quantity of each cash crop was produced in the District in each of the last 3 years? Crop 2004 2005 2006 _____ _____ _____ _____ What reasons are there for any increase or decrease?
B	**General Questions**
B1	Please list, in order of importance, the five most important problems facing crop and livestock production in the District.
C	**Extension Services**
C1	In the previous financial year, which communities have your agricultural experts given training, information or supplies to for these aspects of farming? Pest management _____ Improved seeds _____ Soil conservation _____ (etc.)

Step 6: Information Collection with PIMA Cards

Information collection at the village level generally takes about two weeks. Hakikazi and its facilitators start by training one village monitoring committee on how to collect data using the PIMA card, which is then tested in that committee's community. If needed, the PIMA card is revised after the testing and then used to train other village monitoring committees.

With support from Hakikazi's trained facilitators, the village monitoring committees collect information on allocations received from the district and on expenditures at the community level through analysis of the village government's bank statements, accounting records, and receipts. Hakikazi reviews this information for accuracy and consistency and obtains more information from communities, if necessary. When the PIMA cards are completed, Hakikazi facilitators work with village monitoring committees to help them summarize their findings, which are then presented and discussed at village meetings.

Step 7: Analysis of Local Government Budgets

Hakikazi analyzes district budgets to identify budget allocations for the sectors selected for monitoring. District budgets, obtained from the district planning office, show approved expenditure estimates – the funds that are meant to be disbursed to village governments and service providers. The district budget analysis is conducted to identify:

- recurrent (operating budget) expenditures and development (capital and operating budgets for new programs) expenditures for the selected sectors;

- what MKUKUTA activities for the selected sectors were included in the budgets;
- what MKUKUTA activities were not included in the budgets; and
- expenditures in "Other Charges" and development (capital) budgets for MKUKUTA activities.

Hakikazi compares the results from its budget analysis with the results reported in the PIMA cards completed by the district officials (through the self-evaluation) and by the communities.

Step 8: Analysis and Feedback

A report combining information from both the district and communities is drafted, peer-reviewed, and then shared with the communities and local government. Community representatives and local government officials then meet to discuss the monitoring results, decide on next steps to address communities' priorities, and determine how to continue information-sharing.

The results of the PIMA card studies are shared at the community level (where the village government can act upon them), the district and regional levels (where key practical decisions that favor poor people can be influenced), and the national level (where policymaking bodies can respond to them).

Hakikazi also collaborates with other civil society organizations to use its findings to influence pro-poor decision-making at all levels of government.

c. Results Achieved

Successes

As stated earlier, Hakikazi has undertaken PIMA card studies only twice. However, it has already achieved some success in identifying problems in village development expenditures. For example, one of the communities that participated in Hakikazi's 2006 project is Mkonoo, a village near Arusha in northern Tanzania. Mkonoo's village assembly chose to monitor the use of primary education funds and made the following discoveries:

- Of the Tshs. 9,300,000 (approximately US$7,500) withdrawn from the village's bank account, no records were available to account for expenditures totaling Tshs. 1,100,000 (approximately US$880).
- A physical verification of the schools constructed during the year under investigation revealed that the iron sheets used for roofing on the classrooms were thinner than those listed in the budget (and required by government standards). The thinner sheets that were used could easily blow off during a strong storm.
- The village government also had no explanation or accounts for Tshs. 1,124,700 (approximately US$900) allocated for the construction of a teacher's house, even though this amount had been withdrawn from the village bank account.

The misuse of funds was brought to the attention of the village, ward, and district governments by the village monitoring committee and Hakikazi. The district government subsequently formed a team to investigate. At the time of this writing, the government's Prevention of Corruption Bureau was also investigating the matter, since district officials may have been involved. This is one small example of how simple, community-level monitoring can lead to improvements in local governance and accountability and, ultimately, in the lives of poor people. Hakikazi has achieved similar successes in other communities too.

Challenges

Hakikazi relies on a government guideline that requires local governments to provide information to the public upon request. However, in the absence of a national right to information law, access to information remains a major obstacle for Hakikazi and the local communities that implement the PIMA card process.

Hakikazi has also found that variations in the standard of facilitation during the information collection process lead to variations in the completed PIMA cards. In the future, it will be necessary to ensure that all facilitators are committed and competent.

Finally, analysis of district budgets has often been difficult and time-consuming due to their opaque and inconsistent presentation. It is also frequently questionable whether budget documents provide honest representations of what development activities are realistically possible, given the extreme financial constraints.

In spite of these challenges, Hakikazi plans to continue improving the PIMA card process and to build on its expenditure tracking experience by working in additional communities and districts.