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Name of the Research Institution:

The National Social Welfare Training Institute

Country: Tanzania

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TECHNICAL FINAL REPORT

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25th July 1996

Ms. Denise H. Debby,
Social Science Division,
IDRC,
P.O Box 8500,
Ottawa, Ontario,
Canada.

Dear Madam,

Re: **SUBMISSION OF FINAL TECHNICAL REPORT: TANZANIAN COUNTRY
STUDY-CENTRE FILE 93-0418-03**

I submit herewith, the final version of technical report for our study on Social Policy Practice and Research in Tanzania. I hope you will find the report satisfactory and interesting as I have tried to meet the specifications outlined in the terms of reference of the project memorandum.

I have been keenly waiting for your observations and Prof. Kinyanjui's so as to improve and strengthen my report, however nothing came from either of you. Therefore I assumed everything was in consonant with IDRC's expectations.

On behalf of the Institute, Research Team, and my self we are grateful to you and IDRC for this assignment and we look forward to working with you again.

Yours sincerely,



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ABSTRACT

The study aimed at identifying, describing and analysing social policy and social policy research in Tanzania. The urgency of studying social policy was necessitated by the failure of the state to address the pressing social problems (1980's). Tanzania's experience shows that there is a wide gap between stated objectives of social policy and its actual implementation. Another major concern was to gain an understanding of the conceptualization, organization and scope of social policy practice in Tanzania; by using qualitative methods in interviewing key actors in the social policy process.

Interviews, focused group discussions, participatory methods, and documentary reviews were used to collect data. Findings show three dominant social policy regimes, namely: the residual, Institution, and basic human needs. However, elements of universalism and selectivism were noted as new features. To date there is no clear social policy regime but confusion and an unplanned interplay of different regimes. Thus although Tanzania has a well articulated structure of social policy formation it is nevertheless, characterised by poor and unclear pattern of social policy formulation. The art and state of social policy formulation has not considered the resource input as a necessary ingredient for an effective and successful implementation.

Tanzania's mode of social policy practice is top down, no clear line of implementation, monitoring, and lacks effective feedback mechanism. Funding of social policy practice though it has been a function of central government but donors have a say in influencing what to implement. What social policy constitutes since 1961, has been declarations, and populist statements which cannot be put into practice although they may have achieved certain political capital. Social policy is not backed by a sound legal framework and is, therefore, open to different legal problems during execution. There are different Institutions dealing with research practice and training. However, there is no specific training for social policy research. The major focus is on sectorial issues which does not necessarily mean that social problems are addressed. Overall there is no institutionalization of social policy research. The current practice is driven by donor priorities while local funding potential is very limited. Social policy research is being conducted in a haphazard manner without coordination. The input of social policy research in policy formulation is very limited and policy makers are sceptical and hesitant to utilize research or expert opinion. Thus there is a serious theoretical and practical gap regarding social policy formulation. The process lacks coherence, consistence and comprehensiveness.

It was noted that the interrelationship between social policy and economic policy is limited and the institutional implications of social policies is not considered. The current state of social policy funding and implementation have deprived the majority accessibility to basic social services. The state is no longer the provider of first, resort but last resort. With this gap, NGO's have emerged to fill the gap created by states failure to guarantee provision of basic necessities of life. It is argued that the social sector is now full of actors each advancing their own view and interpretation of social development problems and how to address them.

The government has no control over NGO's and there is no coordination between them. There is no documented policy which governs NGO's activities in the country. Hence duplication of effort and non optimal use of resources is common. Many of the NGO's operate according to donor interests and not necessarily to work for the communities. The study concludes that many reforms like coordinating, economic and social policy institutionalizing the use of research findings need to be studied in a social policy perspective if sound social policies are to be formulated and implemented in Tanzania. To that end there is a need to strengthen capacity building for social policy researchers.

1. Statement of the Research Problem

Social policy in Tanzania is now particularly problematic. The problematic situation is attributable to a number of factors. For example in 1960 to early 1970 the economy was doing well hence the state could support many social services.

Moreover there was the adoption of the socialist ideology by the State since 1967. With this ideology the expectations of the people were that independence meant provision of free education, health and other social services. The socialist ideology found sympathizers in the Scandinavian countries. Foreign aid and the government's own resources were used to build the most elaborate "Welfare State in Africa". The state was able to embark upon huge investment in social infrastructure expansion which heavily relied on state and foreign support for its sustainability. However, the government mismanaged the economy; characterised by a chronic corruption from national to grassroots level. This was also sharpened by unfavourable international market conditions and rising oil prices and spiralling inflation (Mchomvu, 1995). The situation became worse during the Tanzania Ugandan war of 1979/80. All national resources were diverted to the war efforts and subjected the country into big foreign debts.

In response to the economic crisis of the 1970's through the 1980's; the government implemented a number of fire brigade policies aimed at combating specific social situation. These include the economic crack down policy of 1983, the implementation of 'own' Structural Adjustment Programme in 1984, cost sharing in both health and education by the end of 1980's, and liberazation policies. Finally succumbing to donor and World Bank pressures the government signed an agreement with the IMF in 1986. All these were indicators that the state provided social services were collapsing. In that view various polices which were in practice had also to change. Mechanism to execute them had also to correspond to the new realities. There is the question of the kind of social policies which the country employ to address such changing life experiences? For example during 1967 the state nationalized all the major means of production and the basic social service sector which was under the monopoly of the church and private organizations. Because the state was in a critical economic crisis since the 1980's. There is the question of how it formulated and implemented new policies to cover the vacuum created by the declining (quality and quantity) of state provided social services in the social service sector.

Hospitals without medicines, schools without books, pupils sitting on the floor, taps without water and ill motivated workers became a common feature of Tanzania social development landscape in the 1980's. Consequently new actors had to come in

to fill the gap. Such new actors came into the scene not so much because of change of state policy but rather because of its collapse and weak implementation process.

The state social policy had to change to accommodate the new reality. Today private NGOs and church run social services are allowed and encouraged. Yet there is a serious social crisis caused by the new policy. There is the question of if the crisis is due to the mode of social policy formulation and implementation or modality of funding practices. It is questionable whether the crisis facing social policy reflects poor conceptualization or inadequate knowledge of what feasible social policy, is or does the crisis reflect lack of a sound legal framework to back up a series of social policies adopted in Tanzania? Is the problem of social policy practice in Tanzania a reflection of weak organizational structures or duplication of roles demonstrated by different decision making bodies entrusted with the formulation, implementation and evaluation of social policy practice in Tanzania?

There is thus a need for research in Tanzania to investigate the state and dynamics of social policy practice. Specifically to examine the changing character of social policy regimes since 1961. Centred to this process is the analysis of the pattern of social policy formulation and implementation e.g. organs, nature and approach which are used as pillars of social policy formulation in Tanzania. The study also seeks to examine actual practice of social policy implementation and how funding practices influence the former. In addition the study endeavours to describe the legal framework of social policy practice in Tanzania with special focus to legislation which has been enacted, amended and repealed. Finally the study sought to make an empirical investigation on the trends of social policy research conducted in Tanzania and the extent to which they have been used to formulate social policy.

It is hoped that, such examination will facilitate the bridging of the gap created by the failure of the state in providing social services. It will also specify what constitutes social policy in Tanzania; and show the extent to which adopted social policy adequately addresses various social problems in the country. With this background the study will highlight, if Tanzania social policy is developmental and dynamic or static and moribund. The major objective of this study was to find how Tanzania's social policy addresses the basic needs of the majority who are also very poor in absolute terms. A sighted objective was to make an investigation of what constitutes social policy research in Tanzania and whether they are conducted from a scientific point of view, and whether the findings are used to inform policy formulators. Specifically to examine the trends and paradigm of social policy research.

Overall, the study attempts to set out a series of important factual, judgemental, structural, normative and contextual issues relevant for understanding the specificity and complexity of Tanzanian's social policy and research practice. Besides, the study offers a preliminary exploration into the multiple forces and factors which have shaped positively or negatively the trajectory of Tanzania social policy. It also seeks to provide a closer appreciation of major policy problems, process trends and constraints and their implications for future social development.

2. Objectives of the Study

The research aimed at identifying, describing, and analysing what social policy and social policy research practice in Tanzania is and what it does. Dominant institutions involved in social policy and social policy research execution were determined. The extent to which social policy and research addresses the social issues and the gaps between stated objectives in social policy and the actual practice were examined. Special consideration was to examine the mode of social service delivery and how it carter for the vulnerable groups in the society.

2.1. The specific objectives of the study were:

- To gain an improved understanding of the conceptualization, organisation, scope and practice of social policy in Tanzania through examining the state and dynamics of social policy practice in Tanzania.
- To assess the impact of social policy research on social policy formulation, implementation and to assess the extent to which social policy practice addresses itself to social problems.
- To determine the conditions, priorities in social policy research in Tanzania and in so doing, identify gaps requiring further research.
- To describe the legal framework of social policy practice in Tanzania.
- To promote information exchange and sharing among policy makers, academic analysts and researchers, planners and other actors in the social sector as part of a general process of awareness creation and sensitization on a variety of concern about Tanzania social problems and way of overcoming them.

4. Research Methodology

The data for the field research were collected between November 1995 and March 1996. The study covered four regions out of 21 Tanzania Regions namely: Dar es Salaam; Kilimanjaro; Morogoro and Coast Region.

It was envisaged that this coverage could be fairly representative of other regions. For example, Dar es Salaam represented the urban communities; Kilimanjaro was taken to represent the economically more developed areas Morogoro was taken to represent middle developed areas. Coast Region was taken to represent areas with low development. The four regions reflected the true life experience of Tanzania as regards beneficiaries of social policy.

Data collection was done through qualitative methods and occasionally complemented by quantitative methods where necessary, mainly because the emphasis of the study was on the quality of respondent's experiences rather than the quantity.

4.1 Research Team

Reflecting the complexity and multi-sectoral nature of social problems, the study team consisted of people from a variety of disciplines and backgrounds including: economics, sociology, psychology, political science, social welfare, policy makers, and policy analysts, and researchers from institutions of higher learning; social actors from governmental and non-governmental organisations.

Thus, two members of the research team came from the University of Dar es Salaam and three members from the National Social Welfare training Institute. Needless to say, this interdisciplinary approach was premised on the belief that social policy development or the pursuit of policies required to bring it cannot be treated as a mere "dependent variable" which must necessarily adjust in accordance with a set of "independent economic variables". The study also sub-contracted other experts, from University of Dar es Salaam, Planning Commission; Prime Ministers Office; Ministry of Education; Ministry of Labour and Youth Development; Ministry of Justice and Constitution Affairs; and Ministry of Community Development Women and Children affairs. In total the research team was composed of 12 members.

4.2 Target Population

The main objective of the study was to provide a swift tour d'horizon of the state and nature of social policy and research practice with a view to identifying priorities, gaps and constraints and assessing their implications for future policy research and praxis. This general orientation, determined the nature of respondents to be picked as follows:

- Policy makers in major decision making bodies, namely: The Planning Commission; Inter-Ministerial Technical Committee; Parliament; Cabinet; Regional Management Teams; Regional Development Committees; District Management Teams; District Development Teams, and Full Councils of Local Authorities.
- Key Policy and decision makers in the ministries of Education; Healthy, Community Development, Women and Children Affairs; Labour, Youth and Social Welfare; Agriculture Water and Livestock Development; and Land, Housing and Urban Development.
- Practitioners of Social Policy at 6 ministerial, regional and district levels.
- The beneficiaries of social policies and programmes/projects in urban and rural areas.

4.3 Sampling Technique

The study employed purposive sampling in identifying the four regions - and specifically rural communities studied.

(a) Key Informants

A total of twelve policy and decision makers were interviewed at the Ministerial level. The key informants came from the Ministries of: Health; Education; Labour, Youth and Social Welfare; Community Development, Women and Children Affairs; Land, housing and Urban Development Water, Agriculture and Livestock development. *At the National level, the bodies included:* Planning Commission; Inter-Ministerial Technical Committee, Parliament and Cabinet. *At the Regional Level:* The Regional Development Committees. Regional Management Teams; *At the District level:* District Development Committees, District Management Teams, and Full Council of the Local Authorities.

(b) Individual Respondents

A total of 72 respondents were interviewed: four from each of the ministries mentioned above; 4 from 6 decision making bodies. Also 4 practitioners were interviewed at Regional/District levels who are attached to 6 social service ministries.

- (c) Participant observation: Some members of the research team participated in the process of formulating sectoral social policies e.g. the National Youth Development Policy.

4.4 Data Gathering Technique

As already indicated the nature of issues to be explored conditioned the study to use qualitative data techniques.

- Focus group discussion were held with selected groups of policy makers and beneficiaries by using topic guide. A total number of 8 focus group discussions were held. The focused group discussion consisted of 5 to 7 respondents.
- Interviews were administered to the key informants of policy makers and decision makers at National, Regional and District levels.
- Questionnaires were also administered to strategic respondents to yield some pertinent information e.g. data dealing with financial statements of Ministries, District and NGOs.

Documentary evidence were used to cover some of the gaps which the above techniques failed to bridge. This was done through a rigorous content analysis where all relevant social policy and research documents were studied.

4.5 Data Analysis Plan

Thematic analysis was used to analyze the findings since most of the data were qualitative in nature.

4.6 Limitation of the Study

The major bottleneck of the study was dictated by paucity resources and the task which the overall study demanded.

- Time was also another serious constraints. For example, if 20 Focused group discussion could have been conducted findings might have been more valid.
- Also the study was conducted concurrently with other office and teaching duties - hence the double role of teaching and doing research is not a healthy

scholastic work. The current study demanded full time researcher to cover the whole country.

5. Contribution and Impact

Other on-going researchers e.g. Research on Poverty Alleviation (REPOA) are done by academic researchers without the involvement of policy makers and practitioners or beneficiaries. Most studies conducted are sectoral and there was no collaboration between different researchers, and sectors which are dealing with social research issues namely; education, health, social services, and poverty. Consequently, they tend to be limited as inputs to policy formulation, implementation and evaluation. But this study's multi-sectoral and participatory methodology facilitated the involvement of actors at different levels - both of policy making and implementation as well as academic research institutions. For its impact was vividly noticeable during the workshop when participants complained about lack of enough time for discussion and deliberating on many issues that arose. Hence the study stimulated increased awareness on the role of social policy research and how it can be used to address social problems in a rational way. It has started to transform society thinking on how to approach development challenges and social problem in a more realistic way.

The research was the first to be conducted in the country on the question of social policy practice and research. It is, therefore, a trend setter for new directions in the conceptualization of social policy in Tanzania. As most surveyed literature indicate, there has not been systematic studies conducted on social policy. Most of the studies conducted were fragmented and not specifically addressed to social policy issues but rather on social sciences. Social policy research was viewed as an expert field and therefore other stakeholders tended to shy away from conducting research. This gap reduced commitment to the utilisation of result in influencing key players in formulating effective social policy.

Therefore this study attempted to re-orient key policy and decision makers to the correct conception of what social policy entails. For example, it should address equity issues focused to the marginalised groups. Such theoretical understanding will help both policy and decision makers to formulate social policy which is coherent and holistic and addresses the real social problems of the people.

The study managed to bring together academicians, theoreticians, practitioners, and clientele of social policy in one forum to share their lived experiences. Such gathering grounds and formats for understanding social policy and research issues. For example, through the workshop practitioners, consumers, and decision makers realized the importance of the need for intellectuals and experts being involved in the

whole process of social policy formulation, practice and evaluation. Such involvement will increase the quality of social policy adopted thereafter. The study enabled the participant to realise that various social policies adopted were not empirically informed by research findings and hence failed to address basic social problems adequately. The existing social policy and research trends and paradigm were not problem focused. Hence created a need to revisit what actually constitutes social policy research, its major area of concern which can be used so as to yield direct impact and benefit to the society and enhance national development process in a holistic way.

In analysing the nature of social policy formulation in Tanzania both decision makers and practitioners agreed that social policy in Tanzania is fragmented and not comprehensive. To a greater extent it was observed that most of the so called social policy are not social policy rather declarations or just populist statements. Thus when implemented they are often unrealistic and do not possess a solid foundation for their execution. This reflected the commonly used fire brigading or ad-hoc social policy in Tanzania.

With the completion of the study and the subsequent workshop, a new understanding of the complexity, specificity and dynamism of social policy and research is beginning to develop. For example, before the workshop, participants had different conceptions of what social policy is as distinct from other policies. At the same time however, there was a clearer grasp of the inter-relationships between economic and social policies.

It also became apparent that although there are researchers in various sectoral ministries and institutions of higher learning, there is however a dearth of competent social policy researchers. This is partly due to the fact that these institutions lack adequate capacity to undertake social policy research in a sustainable way. As a result, most of the documented research are in a piece meal, uncoordinated and biased towards social science research problems. This was realised as the most serious lacunae in Tanzania's policy and research practice.

The participants were able to understand that Tanzania's social policy is not backed by a sound legal framework. Often the interrelationship between social policy and law is carried through inferences or by implications. Most adopted policies are not accompanied by the same in the law. It is only after a certain problem has been noted when lawyers are hurriedly called to devise a retroactive legislation meant to address a particular social problem or mischief. As a result laws are formulated without adequate research and sometimes become a duplication of existing laws. For example, The anti-Economic Sabotage Act which was passed in 1984 - to

retroactively the Economic crack down of alleged saboteurs. Eventually, however, it was realized that the act was a duplication of Penal Code thus necessitating Tanzania Law Reform Commission to recommend its repeal.

During the workshop proceedings it was noted and agreed that the formulation of social policy in Tanzania has never utilised research findings. Unanimously, both academicians researchers, and practitioners agreed that there is a big need to use research findings as a base to formulate social policy. It was against this background that one of the recommendations of the participants was the urgent need to strengthen and establish where necessary research units in sectorial ministries so as to inform the policy makers about the pressing social problem which need to be addressed at National, Regional and Local levels.

6. Activities Carried

- The research began in November 1995 by preparing research instruments and training research assistants to understand what they are expected to do in the field.
- Field interviews and focus group discussion started also in November, and December. The field interviews were conducted by both the principal researchers and research assistants who were under the supervision of principal researchers. The number of research assistants was determined by principal investigators and the size of sample.
- The field interviews were also administered to key sectorial ministries and decision making bodies which had a direct bearing on social policy formulation and practice.

Documentary reviews were done by principal investigators and some selected research assistants who were conversant with social policy between January and February 1996. Five experts were co-opted to address specific themes which had a direct relevance to the study. These were given specific terms of reference. (as Appendix II indicates)

Finally they were supposed to write specific papers based on Library research as follows:

- The Interrelationship between Social Policy and Economic Policy Practice in Tanzania by Dr. Faustin Mukyanuzi.

- NGO's as a Milestone in Social Service Delivery in Tanzania by C. Kadonya and Mchomvu, A.S.T.
- The State and Dynamics of Social Policy Practice in Tanzania by Mr. C. M. Citinka.
- Concept paper on Social Policy in Tanzania by Dr. Simeon Mesaki.
- The Interrelationship between the law and social policy Practice in Tanzania by Ms. Manyesha.
- The state of Social Policy Practice in Tanzania By Dr. Joe Safari.

However due to the failure of meeting the stipulated standard in terms of reference, two papers were not presented at the workshop. These were:

- The Interrelationship between the law and social Policy practice in Tanzania by Ms. Manyesha.
- The state of Social Policy Practice in Tanzania by Dr. Joe Safari

Findings and analysis of data were done in March

- The first draft report was completed by April 1996.
- The report writing was documented by following specific research tasks assigned to every principal research investigator as follows:
 - Social Policy formulation in Tanzania Dr. Felician Tungaraza
 - Social Policy Regimes in Tanzania - Mr. Mchomvu, A.S.T.
 - Social Policy Practice and Funding in Tanzania Ms. Ngalula, T.F.K.
 - Organizational Set-up of Social Policy Practice in Tanzania; Mr. G. Nchahaga.
 - Legal frame work of Social Policy Practice in Tanzania; Mr. Mchomvu A.S.T.
 - Social Policy Research Practice in Tanzania; Prof. Sam. Maghimbi.

7. The National Workshop on Social Policy and Research Practice in Tanzania

- The National Workshop was held from May 30th to 31st May 1996 - at COSTECH Conference hall.
- The workshop was officially opened by the Minister of Labour and Youth Development. Honourable Sebastian Rwikiza Kinyondo (MP)
- The workshop was officially closed by the Chief Programme Co-ordinator of the National Social Welfare Training Institute, Mr. Hosea Rwegoshora.
- The workshop was attended by more than 40 participants from different levels of decision making e.g. National, Regional and Local levels.

- In total, there were five field research -based papers; and four library researched paper presented.

8.0 Coverage

- Six daily news paper covered and reported the workshop proceedings.
- Television station also covered the workshop proceedings namely: Independent Television (ITV).
- Radio Tanzania covered and broadcasted the workshop for two days consecutively. With the aid of the radio media we hope the majority of Tanzanians got the message as regards social policy and research practice.
- The papers presented at the workshop were circulated to all institutions which research was undertaken.
- All students taking social policy from the University of Dar es Salaam and National Social Welfare Training Institute were allowed to attend the workshop and got all the papers.

9.0 Dissemination

After the workshop the comments and observations from the participants were used to improve the papers presented. All 9 papers presented have been submitted to the Dar es Salaam University Press for substantive editing with a view to publishing a book to be titled: *Social Policy Practice and Research in Tanzania*. The initial cost as indicated by Dar es Salaam University Press - from the first start to final version if things stand as they are will amount to T.Shs. 3,500,000 million. To this end, potential funds are being sought. In the meantime we intend to compile the papers into a mimeograph - which will be distributed to all Institutions of higher learning which deal with Social Policy Issues - namely:

- (1) National Social Welfare Training Institute.
- (2) University of Dar es Salaam.
- (3) Institute of Development Management Mzumbe.
- (4) Co-operative College Moshi.
- (5) Nyegezi Social Institute.
- (6) Tengeru Community Development Institute.
- (7) Amani Malaria Research Institute.
- (8) National Medical Research Centre - Dar es Salaam.
- (9) Rural Development College -Dodoma.
- (10) Institute of Finance Mangement.

- (11) Planning Commission.
- (12) Law Reform Commission.
- (13) All Sectorial Ministries and Regions which were covered by the study.

More significantly, the National Social Welfare Training Institute is seriously exploring the possibility of integrating Social Policy Research component in its curriculum. Initial indications suggest that efforts may start to pay off in the very near future.

Also the National Social Welfare Institute will publish a series of articles on social policy from the study in different private and government news papers to educate the public. Preparations are under way and initial contact has been made with "Sunday Observer", "Majira" and "Uhuru" who are very positive. It is our expectation that by mid August a series of articles will have begun to be produced.

— The National Social Welfare Institute in collaboration with University of Dar es Salaam is organizing staff-student seminars where the revised workshop papers will be presented and discussed.

10. Major Research Findings

10.1. *What Social Policy is:*

It was evident from both the study and workshop discussions, that there is a major difference in the conception and understanding of what social policy is. For example, to some policy makers -especially planners and macro-economists-social policy was subordinate to economic policy. The underlying assumption in this perspective, is that once economic growth occurs social improvement/development will automatically follow. For academic researchers, systems analysts social policy enjoys a certain level of autonomy which, therefore, requires specific and identifiable approaches and methodologies for conceptualizing and understanding social issues. It is only if understood in these terms that social policy can be distinguished from other policies e.g. business, public, private and individual policies.

For practitioners, social policy is conceived as synonymous with social welfare policy or government (public) policy. That is why, for example, most ruling party and government pronouncements, declarations (e.g. the Arusha Declaration, Villagization Policy, Education for Self Reliance, Operation Maduka, "Politics is Agriculture", "Man is Health", The Musoma Resolution, Human Resource Deployment Policy etc) were regarded as social policies. But such an undifferentiated conception underplays very crucial aspects specific to what would properly be termed as social policy. Social policy is a component of general policy conducted to embrace

the solution of a fairly broad circle of social problems which affects the majority. Social policy consists of provision of increasingly favourable conditions for the people in all spheres. It consists of tasks concerning the moulding of the peoples requirement in conformity with rational criteria. Life orientation that impel people to put their strength in the service of social welfare and development of social activity. Social policy consists of regulations and measures to balance Social Relations within the society in order to promote progressive development necessary in strengthening social unity in the society for the common welfare

Threfore in Tanzania social policy is a collective or public measures or strategies taken to promote (through regulation) the welfare of the people in general, while at the same time targeting the vulnerable groups in society. In functional terms, it embodies three criteria, namely:

- (i) to ensure equity and equality in terms of accessibility and affordability;
- (ii) it must favour the marginalized groups in society; e.g. children, elderly, women, the unemployed, low income earners, disabled and the rural poor.
- (iii) it must concern and address itself with mitigation (short-term) and eradication (long-term) of social problems affecting the majority citizens in social republic.

More generally then, social policy seeks to improve the welfare of the poor through:-

- (i) enabling them to produce/earn more (i.e. redistribution)
- (ii) providing basic social services (health care, water, sanitation, education, nutrition, shelter, clothing and extension support to raise their present and future productive capacity (secondary redistribution or empowerment).
- (iii) building safety nets in cash or food transfers to alleviate mitigate/ameliorate consumption shortfalls.

After a long and heated debate, a consensus emerged that the alternative conception outlined above, was a more appropriate conception for understanding what social policy is in terms of its scope and research agenda.

10.2. Social Policy: Formulation, Organisation and Structure

There was a general consensus that social policy formulation in Tanzania is still influenced by the 1960s and 1970 intellectual paradigms which concentrated on the examination of policy analysis at the expense of social policy formulation. Consequently fundamental social issues such as lack of specific social policy regimes and anachronistic policy guidelines have been given a gestural treatment or attention. This situation has been made worse by the current economic crisis and manifest policies within the framework of structural adjustment agenda.

At a theoretical abstraction, it is now common knowledge that, the process of social policy formulation has distinct but yet firmly interlinked stages, namely:

(i) identification of social problems; (ii) identifying potential alternative solutions; (iii) chasing the most optimal solution; (iv) evaluation and monitoring through research or normal bureaucratic channels.

How far, and to what extent this heuristic model fits with the Tanzanian reality in social policy formulation is problematic. But what the study revealed is that the process of social policy formulation in Tanzania is top-down in approach and therefore does not involve the beneficiaries in formulation except in implementation. The actual process of formulation is concentrated in three central levels of decision making and power. At ministerial level, the experts identify the social needs/problems on behalf of the beneficiaries. In the process they may or may not consult other experts outside related sectoral ministries and institutions as a way of getting a holistic and integrated view of the problem. After this a draft policy guideline would be prepared and sent to the Interministerial Technical Committee for scrutiny and review.

The second level of social policy formulation is made up of central decision - making bodies -but especially the Planning Commission - which is divided into sectoral areas. These also initiate policy which are then sent to the relevant sectoral ministries for vetting and feed-back. Thereafter the Planning Commission prepares a Cabinet Paper to be presented to the Cabinet Secretariat before it is sent to Parliament. (For more clarification see appendix 8 and 7).

The third level, involves the highest decision making organs namely: The Parliament, and The Presidency. Both scrutinize the policy using different committees formed by either the Parliament/National Assembly or the Presidency. After this long and cumbersome process, a policy would then be approved. This cumbersome process was even more complicated before the introduction of political pluralism in 1992, when the ruling party CCM - was the sole initiator of all policies in the country. (*See appendix 7 for more observation*). These policies were sent to the government as directives to be implemented without any question. Examples of these politically motivated populist policies include not least the Arusha Declaration, The Universal Primary Education, The 1972 Decentralization policy, the 1982 re-introduction of Local Governments and other examples adduced to earlier on. The findings revealed that social policy initiators do not take cognisance of necessary resources required to execute them. In the process sometimes the policy take too long to be formulated, so when they are passed and approved they are already outdated and ripe for review. Examples of such policy quagmire include the Youth Policy which was started in

1989 and passed in 1996; or the informal sectorial policy which was started in 1992 up to date is still a draft version; or employment policy started in 1990-up to date is still a draft version.

Based on a review of the above policy process, the study was led to the conclusion that Tanzania's mode of social policy formulation is not only excessively cumbersome and top-down, but also lacks coherence, consistency and comprehensiveness. Instead, it is *ad-hoc*, spontaneous without any attempt to match policy objectives with available resources to execute them. That is why most such policies have either been abandoned before full implementation or remained as mere statements or even created more problems than solving them, because they were not based on an informed, scientific analysis of the real social problems to be addressed by the policies.

10.3 Determinants of Social Policy

The study findings revealed that because of financial and economic difficulties which have confronted Tanzania over the past two decades, social policy has in practice been donor driven. (see appendix 9 which shows the case of education). Consequently, it has been tied to the donor's numerous short-term project and programme components most of which reflect donor priorities, interest and definitions of what constitutes social problems and their solutions. It is not, therefore, surprising that the sustainability of these donor supported programmes/projects has been the biggest vexing problem in Tanzania once donor support is ended. (see appendix 10 which shows donors, preference in education sector which does not necessarily mean countries preference). Partly, this is because until recently, capacity building has not been a major pre-occupation of the donor's priorities.

Similarly, the recent policy shift of the Tanzanian government, from viewing the provision of basic needs/social services as a government responsibility to leaving access to these services to be determined by market forces has been done as a collateral for continued donor support. For example, cost recovery/sharing measures in health, education and water supply have been implemented even though they erode the very foundation of the governments legitimacy and social bases of popular support.

10.4 Legal Framework of Social Policy

The findings revealed that there is very close relationship between the law and social policy. For effective implementation of social policy it must be backed by a sound legislation. The legislation prescribe rules to be followed in the implementation of

social policies, establishes the authority, and empowers the same with a view to achieving the goals set in the said policy. For example to effect the social security policy the National provident Fund Act of 1964 was passed and a fund called "National Provident Fund" established. Left alone, social policy may not deliver the desired goals.

Realising that her people were faced by three enemies: namely poverty, ignorance and disease corresponding policies had to be devised. Such social environment brewed Tanzanian policy of Socialism and Education Self Reliance embodied in the Arusha Declaration. Thus with the adoption of Arusha Declaration came the enactment of a series of laws to effect the objective of the Policy. One of the objectives of the policy was to put the major means of production under the control of the government and addressing the above three stated social problems. The assumption was that government control of the economy would ensure that the state had the resources to execute its socialist policies of providing water, education and health services to the citizens free of charge.

In addressing the question of poverty and accessibility to land, the Land Ordinance enacted by the colonialist had to be reviewed. Thus the *Land Settlement of Dispute Act* was enacted in 1963 to regulate disputes between the grantees and the disposed owners of land. This was passed in order to achieve an equitable solution to the problem of land: Hand in hand with this was the enactment of *Freehold Titles (conversion and Government lease) Act*, reviewed and led to the enactment of *Government Leasehold (Conversion to Rights of occupancy) Act*. Also the Tanzanian Sisal Corporation (Establishment and vesting of interest) Act and specified Coffee Estates Acquisition and Regrant Act were passed to help to put large estates under government control.

To solve the problems of rural people the government established various institutions to support the indigenous people in boosting their production. Foreign banks were nationalised and an act to establish National Co-operative and Development bank was passed in 1967. Similar Act was also passed to establish National Bank of Commerce. Another important legislation passed was the *Acquisition of Building Act* and the *Tanzania Housing Bank Act* passed in 1968 to help in solving the critical problem of housing facing the people. Also to ensure that more credit and loans are provided to the people the *Tanzania Rural Development Bank Act* was passed in 1971.

To ensure accessibility and equity in terms of social service provision the *Education Ordinance* was repealed by the 1969 Education Act. The Act survived for ten years when it was repealed by the *National Education Act* of 1978; which aimed

at developing a better system of national education. Also passed to legalise education changes that took place between 1967 and 1978 e.g. the implementation of Education for Self Reliance, Musoma Resolution, and Universal Primary Education.

As regards health provision the study identified that there were very limited legislation enacted or repealed. These include The Medical Practitioners and Dentists Ordinance, and The Pharmacy and Poisons Ordinance which was enacted to control the profession of pharmacy and trade in drugs. Also there was Food and Drugs Ordinance passed in 1968 aimed at preventing the adulteration of food and drugs. However, the Pharmacy and Poisons and Food and Drugs Ordinance were repealed by the 1978 Pharmaceutical and Poisons Act. The new legislation was necessitated by changing trade environment which demanded strict control of registration and regulating of importation, sale and manufacture of pharmaceuticals. As a result of government failure to provide health services the 1977 Private Hospitals Act was passed. The act opened gate for private practitioners and attempted controlling those which were mushrooming.

As part of the policy of socialism people were moved into unplanned villages and there was abandoning of their well established villages. This was backed by the passing of the Village and Ujamaa Villages Act of 1972. The Act was repealed in 1982 by the Local Government Act.

In response to serious shortages of consumer goods experienced in Tanzania in the late 1970's and early 1980's the Economic Sabotage Special Provision Act was enacted in 1983. The study found out that the Act was enforced retrospectively as it was passed on 4th of May 1984 but deemed to have come into operation since March 1983. After it had been passed thousands of people were arrested for offences they did not know. Efforts to salvage this draconian law by way of amendment proved ineffective and it had to be repealed.

Surprisingly the findings revealed that although the policy of socialism was passed in 1967, it took ten years to entrench it in the constitution. A Bill of Rights was adopted in 1984 through the Fifth Constitutional Amendment Act No. 15 of 1984. The bill of rights enshrines, the right to own private property and thus private property was legally protected. And as the movement towards market economy commenced, external factors began to play a crucial role. Thus with liberalization of the politics and economy a series of acts were reviewed and new ones enacted - such as the investment Promotion and Protection (IPP) Act of 1990, the Bureau de Change Act of 1990, and 1992 constitutional changes which allowed political pluralism.

However, despite all these legal changes, implementation of social policy is still problematic. Some of the changes have seriously affected production and subjected the country to be more poor - e.g. the act which establish parastatal and crop authorities. Nationalized plantation reduced production. The process of reviewing legislation for social policy execution is not gender sensitive e.g. out of 351 new laws, enacted, amended and repealed in Tanzania since 1961 it is only 9 which are gender sensitive.

10.5 Social Policy Practice and Funding

The study shows that much of social sector funding is donor dependent; while budgeted expenditure has been declining over the years because of the central governments fiscal crisis. In the early phases of the Economic Recovery Programmes, the social sector was marginalized as the government's investment strategy put more emphasis on the so-called directly productive sectors in a futile bid to close the foreign exchange gap.

Similarly, major research finding of the social sector is associated with donor backed programmes and sectoral projects. The largest recent example is the Social Dimension of Adjustment (SDA) which has an important research component funded by the World Bank and United Nations Development Programme (UNDP). However, it was also noted that SDA was merely a tack-on and not part of a broader macro-economic strategy - an after thought or reactive policy rather than a long-term macro policy programme articulation.

The study also revealed that both donors and the government are promoting the informal sector, in part because it now occupies a very central place in Tanzania's economic and social land-scape. An example, is the UNDP supported Income Generating Activities. But so far this has only concentrated or confined to Dar es Salaam. The informal sector solution may in the long run be no solution at all. This sector has grown very rapidly merely as a short-term survival strategy because of wages being at literally starvation levels. This being the case, this sector can only help to share out absolute poverty (or mitigate slightly) but cannot, by itself, provide dynamism for escaping from it for more than a few persons since that sector first and foremost sells to its own members. In fact the growth of the informal sector has grown parallel with increasing school drop-out rates, absenteeism, child labour, street children and homelessness in the urban areas.

The study revealed that the mode of social policy practice in Tanzania is characterised by top down approach. It does not have a clear line of implementation. From national to grassroots levels there is no proper interlinkage between formulators

and practitioners who are supposed to supervise the whole process of implementation. There is a lot of role duplication at different points in the process of social policy practice. The study established that there is no need to have functional managers at regional level like Regional Director while we have similar structures at district level who can perform the duties. Partly with the influence of National workshop some of those structures at regional level have been abolished and supervision of implementation is now centred at District level. Seemingly this was a reflection of poor pattern of social policy formulation in Tanzania which lacks co-ordination and does not have proper monitoring or feedback mechanism which can be used as a base to initiate more sustainable and feasible social policies which are addressing the major social problems. The problem of social policy practice is further exacerbated by the poor understanding of what actually constitutes social policy. The misconception is reflected in a series of policies formulated and implemented. In other instances smooth implementation of social policies in addressing social problem has highly been influenced by donor priorities.

In funding different social policy programs donors have also their preference even if it is one sector. (See appendix 9 and 10 - which show the contribution of donors - by nation; and specific priority area).

10.6. Social Policy Regimes

The social policy pursued by Tanzanian government since independence, has been characterised by three dominant social policy regimes namely; residual, institutional and basic human need approach.

The residual strategy was predominant up to the Arusha Declaration of 1967. Prior to the Arusha Declaration, the government had sought to improve the well-being of the people through increases in economic value of outputs putting emphasis in the promotion of those crops which produced the largest returns on profits. A major assumption of this strategy was then that the benefits of increased production will gradually "trickle down" to the poor. Another implicit premise was that social policy was best mediated and regulated through the market mechanism. basic human need approach or the welfare elan of the Arusha Declaration was a response to the limits of the residual and Institutional approaches to social and economic development. Its concern was with improving the well-being of the people through social actions programmes such as health clinics, expansion of basic education, universal access to water etc. It is in this context that the post-Arusha policies of UPE, Water supply, Adult Education programme have to be understood. The basic human need's

approach made the government the heterodont provider of supposedly "free" social services.

The study concluded that while the basic human need approach had, since the Arusha Declaration, been part of the government's development strategy, the confidence to accelerate its implementation in the 1970s came from the confluence of several favourable factors. First, in 1975 the weather improved resulting in a recovery of both food and export crop production. This also made a repeat of the 1974 large-scale food imports un-necessary. Second, because of serious frost damage in Brazil, the international price of coffee then Tanzania's main foreign exchange earner suddenly increased fourfold. Third, external flows to Tanzania were increasing, initially in the form of IMF's compensatory facility (in the wake of the First oil shock) but also bilateral assistance because Tanzania's human-centred development fitted well with the growing interest in "basic needs" among the donor community. As a result, even though total investment in the social and economic sectors exceeded the government's own resources, Tanzania was able to invest and sustainably finance, maintain its expanded social infrastructure reasonably well for quite some time.

However, it was also found that the fact that the government became the sole provider and financier of the social services meant that they were seldom designed to involve the beneficiary communities. Instead, the assumption was that central government specialist could accurately define the needs of the poor or other beneficiaries; that the government had the financial resources to meet these needs as well as the administrative capacity to deliver the services as programmed.

These apparently optimistic assumptions were, however, shattered by the emergence of the economic crisis from the late 1970's and its deepening through the 1980s to the present. The direct effects of the crisis was to change the political commitment made in the Arusha Declaration for providing basic social services as a "public good". It is then that Tanzania entered the third social policy regime.

In the search for additional resources to bridge the financing gap in the social sectors, the government has had to decentralize the management and administration of the social sector to the local government authorities re-introduced after being in abeyance for over a decade. But in contrast to the 1972 decentralization, the re-introduction of local governments under the 1983 Local Government Act was undertaken at a time when the government's room for manoeuvre had become severely inelastic. It was, for example found that while the central government provides subventions to the councils, there has been a decline in the real value of this

support: e.g. central government subvention to the district councils by 1986/87 was not more than 60% of previous levels.

Meanwhile, opportunities for improving resource mobilization through the development levy (the council's main source for financing the social sector) have been limited by the poverty of many tax payers particularly in the rural areas and the general scepticism about the value of the services offered by these councils. On balance, therefore, it would seem that social policy regime in Tanzania has gone full paradigm circle and is an interplay of different social policy. As earlier noted, now the policy emphasis is on decentralisation, cost sharing, efficiency or allowing the market rather than the state to determine access to, and investment in, the social sector although it is often couched in participatory ideals.

10.7 The Interrelationship Between Social Policy and Economic Policy

The study findings identified the interrelationship between social policies and economic policy in Tanzania under three major periods: 1967-1979, 1980-1989 and 1990 to date. The interrelationship is seen when sets of both policies are compared in terms of their objectives and practice to show how they reinforce or conflict with each other. During the 1967-1979 Tanzania's socio and economic policies were structured by the Arusha Declaration. Therefore, policies were aimed to benefit all Tanzanians especially the marginalized group. Resource allocation had to be in consonance with people's aspirations. The study revealed that the Arusha Declaration was translated from a vision into a practical programme of action, by the policy of Education for Self-Reliance and the policy of Rural Development. Both policies were constantly redefined to accommodate various sub-sectoral changes. By implication the two policy documents were viewed as sectoral policies translating Arusha Declaration which was erroneously construed by the state to be chartering macro policy planning instead of a national vision. With these two documents a lot of social programs and projects were started e.g. Nationalization (1967), Villagization (1974), Decentralization (1972), Politics is Agriculture (1972), and Man is Health.

The findings revealed that between 1980-1989 Tanzania started to experience serious economic difficulties, e.g. GDP annual growth fell from 5.2% in 1978 to 0.5% in 1981 and 2.1% in 1983 while inflation doubled to 30% (per annum) between 1978-1980. The downward spiral of the economy led to serious problems in the provision of both social and economic services. Meanwhile, in response to the crisis different structural adjustment measures were introduced namely: The National Economic Survival Programme (NESP) 1981-82; Structural Adjustment programme (ERP) 1982-1986; the first Economic Recovery Programme (SAP) 1986-89. With these

programmes the social policies which were formulated between 1982-1989 addressed five main areas; housing development policy of 1982; National Agricultural Policy of 1983, Human Resource Deployment Act of 1983; Education Commission report of 1984 and National Policy on Productivity, incomes and prices of the market economy.

However, the study observed that although these policies were meant to narrow income differentials between different groups, they were in conflict with the principles of Arusha Declaration. Thus the social policies which were passed basing on Arusha Declaration contradicted policies; and its objective were not met because of the disparity between social policy and macro economic policies as the country embarked on its market based reforms. To accord commensurate prominence to this sector a special "micro" plan known as the Priority Social Action Programme (PSAP) was launched. As observed by the study this programme sought to effect a general improvement in the availability of social service inputs and supplies. But as shown elsewhere, PSAP was a tack-on and not a part of a well articulated holistic programme.

From 1990's the social policies which were formulated included the National Healthy Policy which aimed at improving the quality of health services with an emphasis on primary health care and shifting emphasis from curative to preventive services; and increasing participation of communities, NGO's and the private sector. Closely related was the adoption of National Water Policy of 1991. The Policy aims at promoting community participation including cost sharing in rural water supply, promoting capacity building, developing water sources and improving environmental friendliness and sustainability of water supplies. Also there was an introduction of 1992 Policy on Food and Nutrition. This aimed at enhancing the quality of food by putting priority to production, preservation, processing, preparation and consumption. The target group was children, mothers, elderly and disabled. Funding of these programmes is still heavily dependent on donors, namely UNICEF, DANIDA, CONCERN, the World Bank, SIDA, and GTZ.

There was also a number of other social policies which were passed namely Policy on Women in Development; National Population Policy and Education and Training policies (1993). However in all these policies the question of resource assessment was not seriously considered or its economic implication were down played. To that end the interrelationship between social policy and economic policy is limited. The study observed that the period before 1980 macro economic and social policies were non-existent. The relevant interrelationship which persisted was between

the political philosophies of the state and various development plans that were being formulated.

The findings further revealed that in implementation there is a contradiction between social policy and economic policies. For example, social policy advocates the raising of standards of living through the provision of basic social services like education and health. This objective is constrained by user fee measures which seriously hit the poor in the economic recovery programmes. Therefore the macro-economic policies do not always take into account social policies because of scarcity of resources which do not even allow concentration on basic functions of the social sectors. In education for example, the emphasis is on strengthening primary education as a priority but resources allocated to that sector are extremely limited. Similarly, in health, macro-policy stresses channelling of more resources to preventive services - but few resources are provided for it.

Moreover it was observed that in formulating social policy there is no adequate consensus between social policy and economic policy. Indeed to many stakeholder, beneficiaries and large society, the various social policies were not given the right interpretation as initially purported by their initiator. Education for Self Reliance, Operation Maduka are cases in point.

The findings revealed that this confusion reflects lack of proper approach to policy making. For example, "philosophies" are interpreted as social policies as was the case with Education for self Reliance. It was observed by the study that some have indicated that Tanzania had no education policy until 1995. For ESR was a philosophy and not policy. Thus its objectives were not operationalized, it had no time frame, few knew what to be accomplished, and how it was to be measured. Various agencies and stake holders were not consulted before its initiation.

Hence the study observed that there was a serious gap between existing social and economic policies. Most social policies once approved by the parliament are not immediately accompanied by economic policies or policy guideline to facilitate implementation. The findings observed that in Tanzania it is easy to state what should be done and within what time frame but very rarely do policy formulators assess economic policies or consider the institutional implications of such policies. Thus in the final it is very difficult to realize the intended social policy objectives which relate to the objectives of economic policies.

10.8 NGO's and Social Services Delivery in Tanzania

A part of the reality of the new liberalized social and economic environment in Tanzania, has been the re-emergence and increasing involvement of non-governmental

organisations (NGOs) in the social sector. These range from national and international (bilateral religious, professional as well as villager/community based organisations (CBOS). In consequence, the social sector is full of organisers and actors, each advancing its own view or interpretation of the development problematic and its solutions.

It was acknowledged that NGOs/CBOS help promote democracy since their activities are based on the concept of human-centred participatory development and empowerment. More importantly, most of them, work directly with the poor and marginalized groups in society through supporting grassroots communities to take measures which help them move beyond survival levels. NGOs and CBOs view people as agents of their own development. By encouraging and promoting ownership and participation in social action programmes, NGOs have also empowered grassroots communities, but especially the unempowered and voiceless vulnerable groups.

At the same time, however, it was also found that NGOs face a number of problems and constraints. First, there is a serious problem of coordination and cooperation between NGOs themselves, as well as between NGOs and the government. This has led to a duplication of effort and non-optimal use of resources. For example, the NGO desk in the Prime Ministers Office, created to co-ordinate government NGO relations is understaffed and therefore ineffective, leaving NGOs to operate in isolation. The result is that neither the government nor the NGOs seem to know who is doing what.

Another major problem of the NGOs concerns the cooperation with donors. It was evident from the study that they are more accountable to donors who fund the project/programmes, rather than the communities they are meant to serve and support. Particularly because most local NGOs have been promoted by Northern NGOs, it is not often clear whose interests are ultimately determinant. Thus, lack of financial resources has resulted in rivalries between and amongst NGOs in their race for donor funding.

Beyond these problems, it was also noted that NGOs receiving financial support from donors have developed a dependency syndrome rather than striving for self-reliance. While this may be unavoidable during this period of infancy, it was felt that it puts a serious question mark about the sustainability of local NGOs if external support is withdrawn. This is more serious, because most donors who bring their experts, usually do not train their local counterparts to take over after their contracts expire.

Relatedly, it was noted that the social and power relations existing between NGOs and the grassroots communities, is inimical to building mutual trust because the income and life style for most expatriates is very different. Hancock (1989) has called these experts the lords of poverty, because of this gap in income and life style.

It was also found out that donor interest in promoting women issues in development, has led to a mushrooming of women-centric (focused) NGOs. While no critical studies to evaluate whether or not promoting women NGOs has improved the status and well-being of women, it was suggested these may also be creating new social problems and contractions, exploitation and subordination. For example, it is an open secret that the NGOs have been used as employment bureaus, or social insurance schemes (especially government retirees) by both women and men in the North and South.

10.9 Social Policy Research

The finding revealed that existing approaches to social policy research in Tanzania display the following features; social policy research has a very narrow database; observations are reproduced from the same data; collaboration among researchers is lacking while conclusions are belaboured. It was also observed that social policy research in Tanzania has focused on three main variables since the 1960s to 1990s, namely: trends and tendencies within the development process of social policy; shifts in the paradigms of development analysis; and the direction of social policy research and funding. The direction of support dictates the logistic viability of research projects, as well as influencing the social policy research agenda. The emphasis of social policy research in the 1960s tended to avoid the policy arena. However, even those which were documented with a social policy bias were diffuse and descriptive. Thus before the 1970s social policy research was underdeveloped; mostly diagnostic and empirical. The underlying theoretical approaches were still influenced by the modernization perspective.

From the 1970s onwards social policy research started to expand its scope of investigation to include more themes in social policy. The orientation also started to change and became more evaluative and prescriptive; the specific theme dealt with housing, human settlements, labour market policy, health, education and democratisation process in work places. Also in this period gender social policy research attracted very little attention.

In the 1980s the economic crisis eroded the indigenous social policy research capacities. Towards the end of the 1980s there were some few studies on the impact of Structural Adjustment Programmes on social policy, and some interest on un-

employment started to develop. Major sources of social policy research funding during the 1980s were the bilateral and multilateral development agencies and international research centres. These institutions determined areas of research concentration. Researches took the form of consultancies. As a whole social policy research agenda during the 1980s was donor driven.

11. Conclusions and Recommendations

11.1 Conclusion

The study observed that the concept of social policy is not clear to decision makers, implementators and the general public in Tanzania. It is also evident that social policy formulation in Tanzania is a responsibility of the central government and does not involve the beneficiaries. The mode of policy formulation is, despite multi-partism, characterised by two dominant structures the Government and ruling party structures. All these structures do not involve the targeted population in the social policy process.

Donor agencies also influence social policy formulation e.g. by lobbying key personalities in the process. In addition, the social policies formulated are disjointed. They tend to be randomly undertaken and based on sectoral analysis consequently characterised by incoherence and lack of any social justice and economic efficiency.

The study established that Tanzania's social policy regime is characterised by combination of different regimes - namely institutional, Residual, basic human needs, universalism and selectivism. This overlapping tendency is a reflection of contradicting priorities embodied in different political ideologies which guided the social policy regime. It is political criteria which dictates the shift in social policy practice. To that extent the implementation process of social policy is highly constrained by resource limitations which determines what to implement or to leave. For example, most of the social policies address the symptoms of the problems and not the cause of the problems. A good number of social policies research are donor driven. Local research funding is very limited or negligible. The local expert when doing research are working to meet the conditions stipulated by the donor and not problem or action oriented research. Therefore its impact in solving pressing social problem is a dream. It is research for its own sake. Thus a lot of social problems continue to persist unattended.

The implementation of social policy often lacks support of sound legal backing, and thus is marred by lack of accountability, commitment and responsibility for example, who should be held responsible for a particular action. Such inherent weaknesses have made most of the social policies to be ineffective. The

ineffectiveness is also exacerbated by the fact that none of the social policies formulated or implemented have attempted to use research findings as a basis to formulate them. Thus most of them are unrealistic, not feasible and lack direction.

There is also a serious gap between social policy formulators and implementors, which is characterised by poor communication between different actors. Thus there is no feedback between formulators and stakeholders. There is also a serious gap in conceptualizing what social policy is; and what social policy research entails. Most researches conducted in Tanzania are social science research and not social policy research. There is a serious gap in conducting real social policy research. Hence there is a need to strengthen capacity building on social policy research so as to address adequately many of the social problems which are confronting the people.

11.2. Recommendations

In future, social policy and research is needed first and foremost not just as a random process, discrete but must be co-ordinated. The issue should not be to rush to projects or research because there are certain funds somewhere. Instead; there is a need to look at pressing social problems which need to be addressed. What is needed is to address society problems and not to draw up standard packages defined by ministry headquarters or donor headquarters in Copenhagen or Washington.

At the level of policy and research practice, poverty which was once a major theme of local policy - making, has become very much a donor theme in recent years; through the initiatives of bilateral donors. Moreover, most of the studies conducted have not been from a social policy research perspective or have not been framed to tackle specific social problems which have a direct impact on poverty eradication e.g. the interrelationship between social security systems and poverty eradication. This can be a good area to pre-occupy social policy researchers and its impact can easily be measured and evaluated.

Also, Tanzania's social policy has been characterised by various reforms and innovations. But most of these social policy reforms and innovations e.g. Education, Health, Welfare, have not yet been critically examined from a social policy perspective - to determine impact or help address specific social problems. Instead, they have been left to be a monopoly of economics and other social sciences - without using social policy specialists. Here, there is a big need to direct our social policy and research efforts to this area.

Moreover the study on legal aspect revealed that these issues are a concern to social policy research not only because law regulates economic behaviour of

individuals or corporate enterprises, but also because they could form a major source of redress for social and the political well being of marginalized groups which is a concern of social policy. For example more research is needed on property rights, child abuse and neglect, and domestic violence; focusing not only on the role of the law but also the implications, conditions and changing structures which lead to these "mischiefs".

There is also a need to make an in depth study about the extent to which stakeholders or people are given the opportunities to share their perceptions, or how to incorporate their grievances in the process of social policy formulation. There is thus a need to reconceptualize social policy so that it is consistent with our own values traditions, and needs. In the same vein, there is a need to review research policy itself and evaluate the impact of funding on social policy research practice.

There is also a need to study in more detail, and in an interdisciplinary manner the relationship between environment and poverty related social problems as well as gender issues in social policy formation and practice. But if social policy is to be informed by scientifically based social policy research the greatest need is to strengthen local capacities at all levels. One way to achieve this is through training and retraining, awareness creation and sensitization programmes on social policy issues and research methodologies.

Research priorities should focus on a thorough understanding of social policy itself. The trend and facets of social policy research that attract the attention of researchers. The manner in which the problems are posed and analysed. The rubrics which differentiates social policy research from other type of researcher. The focus can also be on social policy management and governance. Underlying this is to study the institutional and organizational framework of social policy research. Concentration can be on structural and functional analysis of the institutions responsible for social policy management. Central to this is the urge to establish management information systems for social policy formulation, implementation and evaluation.

Major focus can also be on studying community participation in the management of social policy activities/programmes. How resource mobilization and deployment is done so as to consolidate social policy research net-work in Tanzania by having an effective mechanism of information sharing. This should facilitate to organize research information through the establishment of documentation centres and building of accessible data base.

Other areas can be on specific research issues such as equity, rights, resources and income distribution. Impact of SAPs on social policy. The financing and costing of social policy and its impact on different social policy programmes.

Other important efforts of social policy research can be directed in studying the impact of different social policy reforms implemented in Tanzania. Finally there is a need for organization of periodic workshops and conferences at national and sub regions level to exchange ideas and share new skills in social policy research.

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APPENDIX 1

QUESTIONNAIRE ON SOCIAL POLICY FORMULATION IN TANZANIA

The objective of this section is to establish a comprehensive knowledge base on social policy formulation (process and content) that will give a clear picture of the social policy process in terms of issues, data sources, problems and modes of implementation. In order to accomplish this objective, there is need to, first, interview policy makers on current policies and programs and their perceptions of needs and priorities; discuss the methodology of social policy planning; the sequence of actions that guide the implementation of social programs. Second, assess national current social policy documents focusing on scope, goals, sectors, implementation, monitoring and evaluation. In addition, examine institutional arrangements for social policy formulation, planning and implementation.

Social policy formulation

1. What are the mechanisms for social policy formulation?
.....
.....
2. What are the data sources relevant to social policy formulation and planning?
.....
.....
3. What social situation and issues do you consider prior to social policy formulation?
.....
.....
4. To what extent are the current social policies reflective of the issues?
.....
.....
5. What priorities do you consider in social policy formulation?
.....
.....
6. What needs do you consider in social policy formulation?
.....
.....
7. What methodologies do you use in social policy formulation?
.....
.....

8. How do you set social policy goals and strategies?
9. How can social policies, strategies and programs be developed to meet the basic needs of the people?
10. To what extent are the implementing agencies involved in the formulation of social policies?
11. Do you monitor and evaluate the performance of social policy programs?
12. If Yes, what mechanisms do you have for monitoring and evaluating programs? If No, explain why?
13. What criteria do you use in allocating scarce resources to social programs?
14. To what extent are the people given the opportunity as individuals or community members to share their perceptions, develop intrinsic skills, and exercise leadership for their own development?
15. To what extent are social policy plans interlinked/integrated with other development plans?

Draw a figure for social policy planning mechanism in Tanzania.

Draw a figure showing Development Plan Formulation Flowchart.

APPENDIX 2

SOCIAL POLICY PRACTICE AND FUNDING IN TANZANIA

Questionnaires to be administered to Government officials Social Policy Practitioners and NGO activists

Introduction

The objective of this questionnaire is to examine the nature of social policy implementation and Practice in Tanzania. To accomplish this it seeks to identify key actors who are involved in the implementation process. Secondly is to uncover the forces which influence social policy practice in Tanzania at different levels of implementation - mechanism and funding frame work which has got a direct bearing to Social Policy Practice. Finally is to evaluate the role of NGOs in Influencing Social Policy Practice in Tanzania.

The Ministry of

The Department

1. What are the main social Policies that guide activities in your Ministry/Department ..
.....
2. How do you adopt those social policies which are meant to guide the activities in a bid to solve specific social problems
.....
.....
3. Who plans the programmes/strategies that are supposed to govern Tanzania Social policies
.....
.....
4. Could you please elaborate the process of social policy practice (implementation) at your Ministry/Region/Institution/Village
5. What are the main mechanism used to implement and monitor social policy practice in Tanzania
6. Who are the main actors involved in social policy implementation in Tanzania

7. What are the main sources for Social policy funding in Tanzania
.....
8. Could you please elaborate their extent of contribution as per specific social policy
.....
.....
9. To what extent has funding influenced social policy implementation at your
institution/Department/Ministry
.....
10. (a) Are there any factors or forces which attract donors to support certain social
policies in your Institution/Ministry/Village
.....
- (b) If Yes, which ones?
.....
- (c) Why so?
.....
11. Is the funding of social policy practice at your Ministry/adequate
.....
Yes/No
If Yes how
If No - why and how do you cope with your plans.
12. Is there any guiding principles/ideologies governing social policy planning and practice
in Tanzania
If Yes how?
.....
If No why?
.....
13. (a) How are social services distributed in Tanzania
.....
- (a) There is a fair distribution
.....
- (b) Some groups are over represented
.....

- (b) If you have ticked (C) mention the groups
- (c) What are the underlying reasons for their under representation
14. Is there any room for monitoring and evaluating social policies planning and practices in Tanzania
15. How does the above help to improve social policies adopted in Tanzania?

B: Questionnaire to be administered to NGO's involved in Social Policy Practice in Tanzania

1. How long have you existed as an NGO?
2. What are the objectives of your NGO?
3. What is the guiding philosophy of your organization?
4. (a) Do you directly/indirectly work with any government ministry. Yes/No.
- (b) If Yes, which?
- (c) What do you have in common with the government
- (d) What is the focus of your organization when working with the government on the same activities.

- (e) How do you avoid duplication

5. Please comment on what the State is doing in social Policy and its enforcement

6. What is the nature of social policy Practice in Tanzania

7. Who are the main actors involved in implementing social policy practice in Tanzania

8. What problems do you face in the implementation process of social policy practice in Tanzania?

9. (a) Is there any prescribed social sector strategy in Tanzania?

- (b) Who set/influences the strategies

10. Where does implementors of social policy

11. What roles do NGO's play in influencing social policy practice in Tanzania

Thank you for responding

APPENDIX 3

**THE QUESTIONNAIRE ON SOCIAL POLICY REGIME
IN TANZANIA - THE 1961-96 EXPERIENCE**

INTRODUCTION

- I. The objective of this questionnaire is to examine the nature of Social Policy regime in Tanzania. Central tenant is an investigation based on a conceptualisation and the context of Social Policy practice in Tanzania. Additionally it aims at identifying the dominant regimes of Social Policy practice in Tanzania. The questionnaire seeks to probe on the nature and context upon which Social Policy practice in Tanzania is anchored. Also examine problem envisaged in operationalisation of Social Policy. Finally is investigation of new emerging features as a result of implementing specific sectorial policies by observing basic Social Service Sector.
- II: The questionnaire is designed to cover the following category of respondents:
- (a) Key decision makers and practitioners at the Ministry of Education and Culture, Ministry of Health, Prime Minister's Office, Local Government and Regional Administration, Ministry of Community Development Children and Women Affairs, Ministry of Labour and Youth Development; Housing, Water and Urban Development.
 - (b) Government Institutions: Planning Commission, Tanzania non Governmental Associations (TANGO); TACOSODE, WASHIRIKA; SIDA Denmark; World Bank; Kibaha District Council; Morogoro District Council, and Bagamoyo District Council.

1. THE NATURE AND SCOPE OF SOCIAL POLICY PRACTICE IN TANZANIA**Questions:**

Please respond to the question which is relevant to your ministry, region, district, Institution or village.

1. As a key policy maker at your ministry Institution/village/NGO or agency - what do you understand by the concept of social policy?
2. Understanding and conceptualisation of social policy practice at different levels - have always been married by serious problems what is your comment?

3. What are the dominant areas which social policy practice cover in Tanzania.
.....
.....
4. Please would you enlight us whether social policy practice can be used interchangeably with social service delivery
.....
5. With your good working experience please explain to us the dominant form of social policy practice or social service delivery adopted in Tanzania since 1961
.....
.....
6. What are the major gaps facing the pattern of social service delivery in Tanzania since 1967 up to 1985 and from 1985 to date
.....
.....
7. Please furnish us with some information on how central government allocation enables your ministry/Region/Institution to realise its prescribed social policy goals?
.....
8. Has the allocation of funds got any influence to social policy practice in your Ministry?
.....
If Yes how?
If No why?
9. How does your Ministry/Institution manage to cope with that situation of financial deficit
.....
10. What comments do you have as regards those systems of delivery?
.....
.....
11. Do you think those systems/approach addressed the key social problem which were prevalent at that time
.....
12. Please help us to know the priorities which motivated the adoption, of those social

policy or delivery system used by the Tanzania government.

II. THE ORGANISATION AND CONTEXT OF SOCIAL POLICY PRACTICE IN TANZANIA

- (1) What are the main priorities of social policy practice at your Ministry, region, village, or Institution

- (2) How do you arrive at setting those social policy priorities

- (3) Could you please elaborate on the process of social policy operationalisation at your Ministry/Institution

- (4) What are corresponding problems which have been identified in operationalisation.

III. NEW EMERGING FEATURES AND GAPS IN THE CONTEMPORARY TANZANIAN SOCIAL POLICY REGIME

- (1) What are the major changes and shift of social policy practice which have taken place in Tanzania since 1967 to date

- (2) What does such changes suggest?

- (3) What other new features which have emerged as regards social policy practice in Tanzania since 1984

- (4) What is the role of the new features for example do they promote execution of social policy or not?

- (5) What is the relationship between social policy and economic policies which were adopted in Tanzania since 1967?

- (6) Is there any pronounced gap between the two?
- (7) How do you account for that gap?

IV. NON GOVERNMENTAL ORGANIZATION AND DONOR ASSISTANCE

- (1) Do you have any NGO-which assist your ministry in implementing ministerial policies
- (2) What forms of assistance do they provide you with
- (3) Do they influence your social policy practice or what input do they have?
- (4) Please help us to know the major roles of NGOs in the current Social Policy practice in Tanzania?
- (5) What donors do you have in your ministry?
- (6) Could you please give us some concrete examples on how they have assisted your ministry, government or Institution?
- (7) What are their areas of priority
- (8) Are NGO's necessary Instruments in facilitating the process of Social Policy Practice in Tanzania If Yes how if No why?
- (9) Does donors have any influence in Social Policy Practice in Tanzania? How

APPENDIX 4

QUESTIONNAIRE ON ORGANIZATIONAL SET UP OF SOCIAL POLICY PRACTICE IN TANZANIA

The objectives of this section is to examine the mode of organization in which social policy is practised in Tanzania. In order to achieve this the proposed study will examine the following:-

- (a) The linkage which exists between different levels of social policy formulation.
- (b) The institutional arrangements for social policy formulation.

QUESTIONS

1. What is the role of the state in social policy making. Who are the actors/players and what are they doing at different levels?
2. What factors influenced the mode of social policy making during the era of one party system of government in Tanzania?
3. Related to the above question, show whether social policy planning took into account the means to implement the adopted social policies:
4. What was the nature of the party-government relationship in policy making?
5. What was the relationship between social policy objectives and economic objectives?
6. Does Tanzania have any specific social sector strategy? Who informs social sector strategy?
7. Who has what authority in decision making bodies in the social sector in Tanzania?
8. Which are the central organizations in social policy formulation process?

9. Is there any relationship between social policy practice and the dominant national ideology?
10. What are your comments regarding the relationship between social policy practice and ideology in the following periods:
- (i) 1961 - 1966
 - (ii) 1967 - 1984
 - (iii) 1985 - 1995

APPENDIX 5

QUESTIONNAIRE ON LAWS AND LEGISLATIONS GOVERNING SOCIAL POLICY PRACTICE IN TANZANIA

INTRODUCTION

A.

- 1: The objective of this questionnaire is to examine the legal frame work where Tanzania current social policy practice is anchored. Central for this is an empirical investigation of the existing legislations which have accompanied different socio-economic and political changes since 1961 - todate.
 - 2: These legislations are being examined in line with different social policy landmarks which Tanzania has experienced since 1961 todate.
 - 3: The questionnaire also aims at identifying the gaps and inadequacies of various law provisions as related to different social problems which characterised Tanzania society - from 1961 - todate. These include problems of health, poverty, land, housing, loans and credits, liberalization policies, economic policies and constitutional changes.
 - 4: The questionnaire also investigate the major laws which have been accompanying major policies adopted in Tanzania; namely: Socialism and self reliance, Decentralization, Structural Adjustment Programme, Health, Education, and the Liberalization policies.
- B: The respondents for this questionnaire includes: Law Reform Commission, Lawyers from Ministry of Education, Health, Water and Sanitation, Ministry of Justice and Constitutional Affairs, housing and Urban Development, Prime Ministers Office, Local Government and Regional Administration, Parliament members, Treasury, Planning Commission, Faculty of Law - UDSM, District Management Team, Kibaha, Bagamoyo, and Morogoro.

Social Policy Legal Framework

1. As a key policy maker at your ministry/region, department - what are the major social policies which have been adopted since 1961 todate
2. How are those policies implemented
3. Could you please explain the main machinery for its enforcement

4. Were (are) those policies backed up by any sound legislation?
5. Were (are) those legislations adequate to ensure effective implementation of the desired goal?
6. Are those legislations valid todate?
- Yes If Yes how?
No..... If No why?
7. What motivated the enactment of the above legislations?
8. Who is responsible to formulate legislations at your place of work?
9. Does this procedure differ from one Ministry to another or not?
10. What are the main procedures in reviewing legislations in your Ministry?
11. How many legislations which have been reviewed and repealed in your Ministry since 1961?
12. Could you please elaborate - whether there are any new legislations enacted to govern implementation of social policy in your Ministry - Institution etc.

II. THE OPERATIONALISATION OF THE LAW AND SOCIAL POLICY PRACTICE IN TANZANIA

1. Who are key actors, regarding legislation formulation at your Ministry?
2. Are you consulted whenever any policy is being designed so as to do the same in Law?
Yes if Yes how?
No if No why?

3. If no what repercussion does such a shortcoming have on smooth implementation of the Policy?
4. What are the major Laws/legislations which govern social policy practice at your Institution, Ministry, Department, Village/District, or Region?
5. Could you please explain specific policies which such mentioned laws help to implement?
6. As a decision maker and custodian of ministerial laws - what are the major laws - which govern your sector?
7. Related to the above are the objectives of those law still valid todote?
Yes if Yes which?
No if No why?
8. What other new laws which have been enacted at your Ministry to cope with the current social economic changes?
9. Do we have nay legislation specifically designed to tackle the question of, Poverty?
10. What are they?
11. Do we have any legislation formulated or repealed which are directly related to land issue?

Yes if Yes what are they?
No if No why?
12. Tanzania has been experiencing very rapid economic and political changes ... As a lawyer.... what are the main legislations which have accompanied those changes?
13. One of major Policy changes is the Introduction of Liberalization Policy since 1984

- Was this policy accompanied by any sound Legal frame work.

14. What is your comment as regards human right bills in Tanzania?

15. Was the human rights bill accompanied by any sound legislation?

16. What other major laws which have been amended or adopted, have a direct bearing to the
 implementation of social Policy Practice in Tanzania e.g. constitutional Maltipartism etc.

17. What recommendations do you have as regards the Interrelationship between Law and
 Social Policy Practice in Tanzania?

18. Could you please explain whether we can manage to implement Social Policy without
 having a Sound Legal Frame Work?

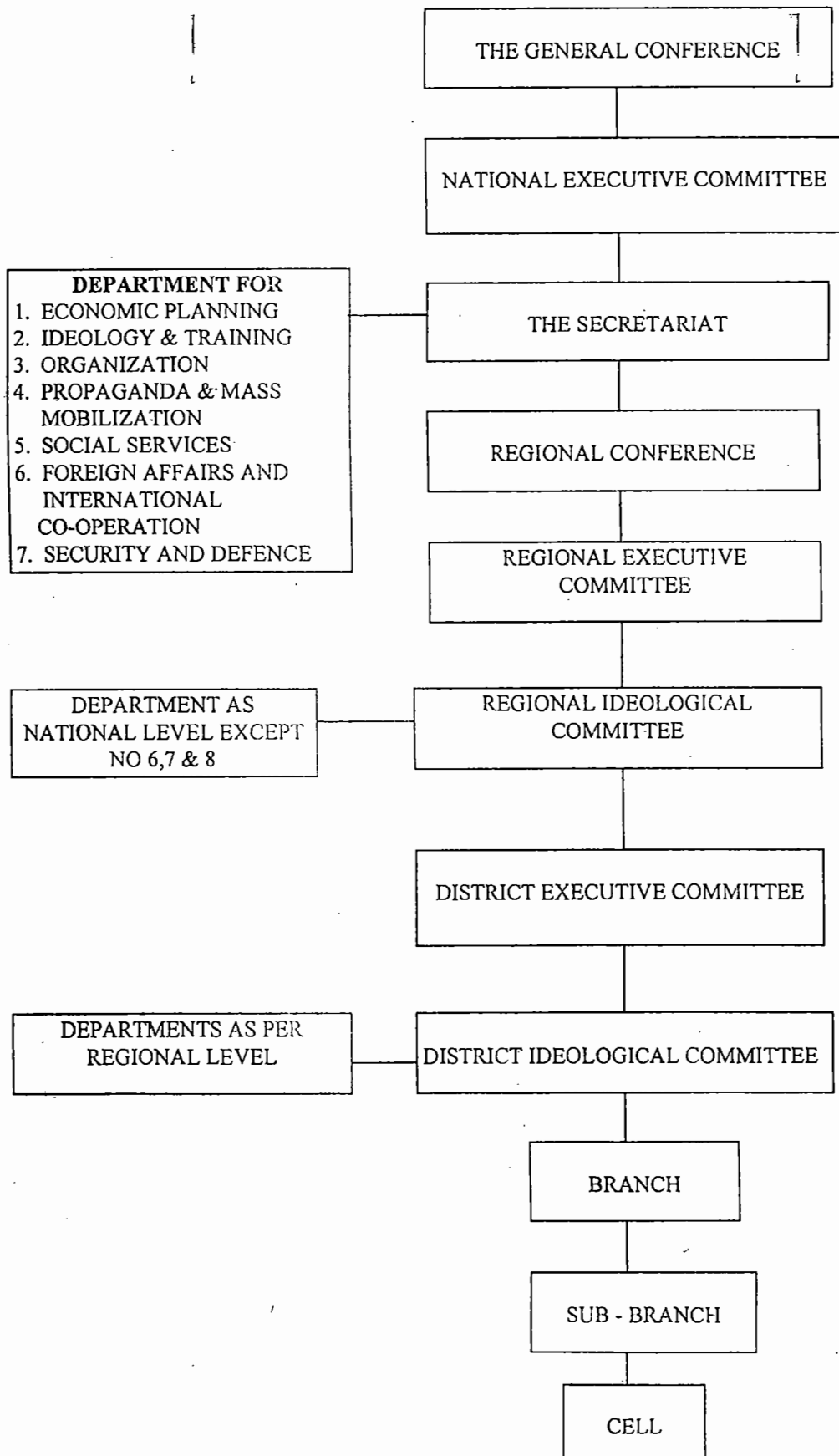
APPENDIX 6

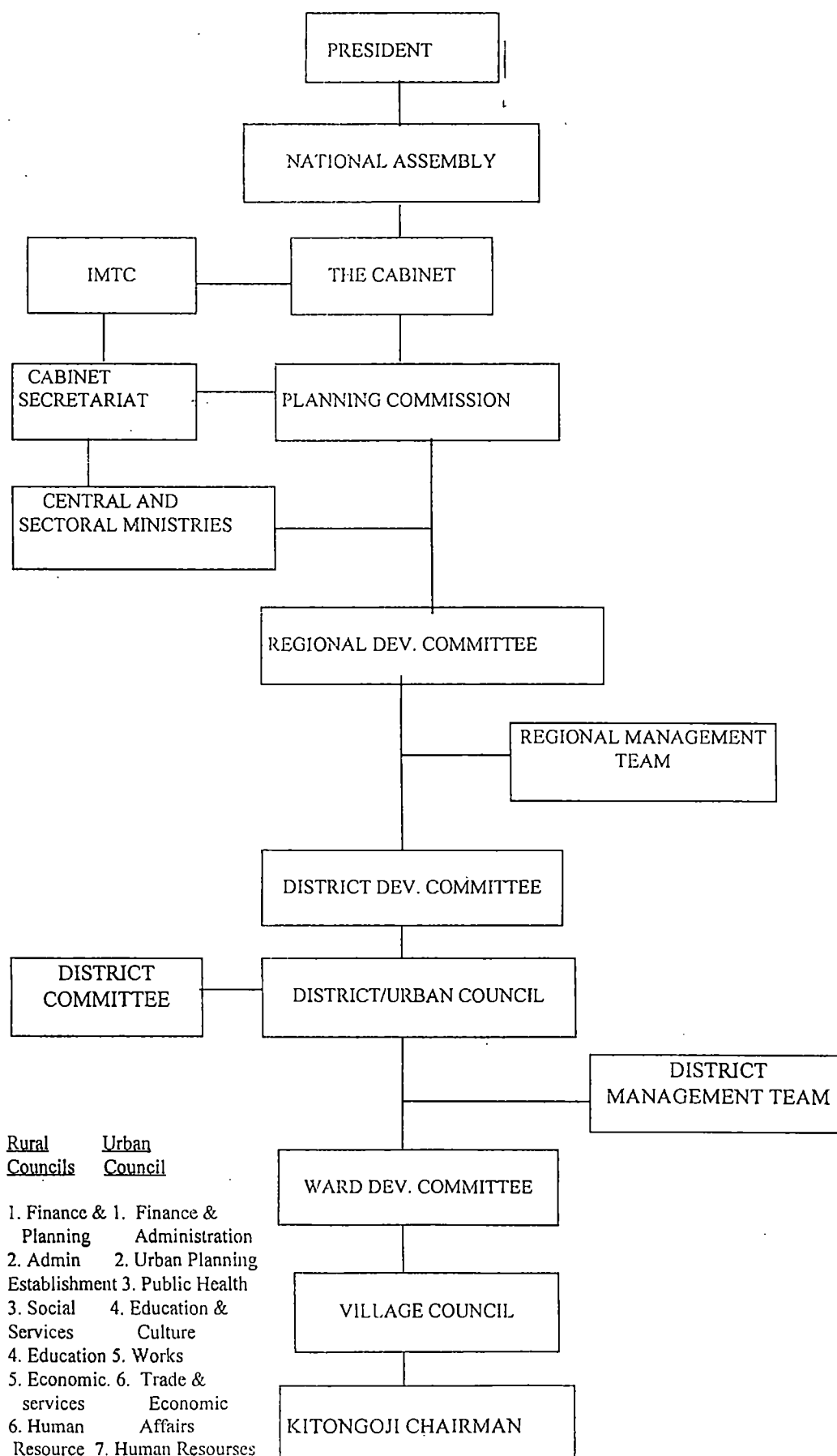
QUESTIONNAIRE ON SOCIAL POLICY RESEARCH IN TANZANIA

Questions

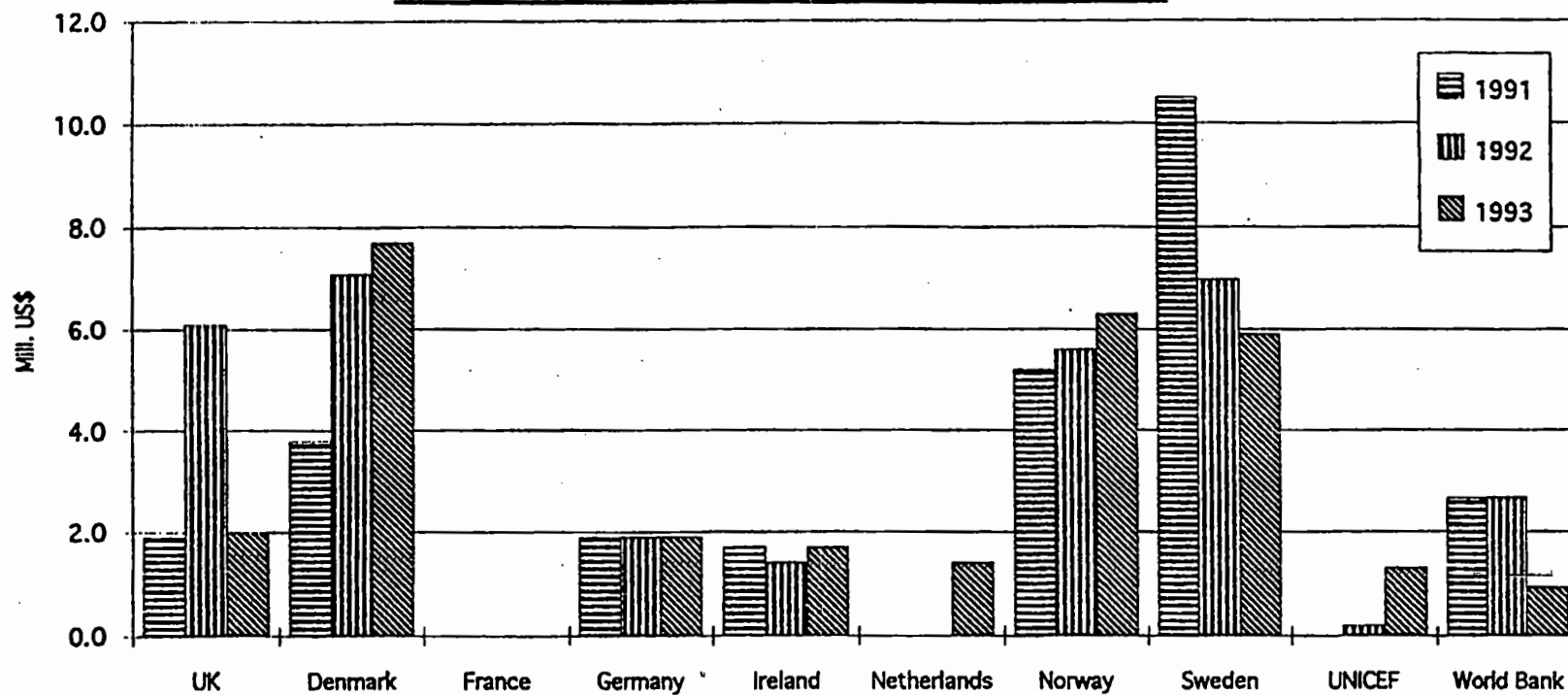
1. What is the national research capacity of your institution (Ministry etc.) at the level of:
 - (a) Policy formulation:
 - (b) Policy implementation
 - (c) Training
2. Who carries social policy research in your institution (ministry etc.)?
3. For what purposes or objectives in social policy research carried?
4. Who pays for social policy research in your institution (ministry etc.)?
5. To what extent are the existing social policy research focusing on the objectives of social policy?
6. To what extent are the existing social policy research not focusing on the objectives of social policy?
7. What is the training of social policy researchers?
8. How is this training of relevance to the social policy requirement of the country?

-
9. What are the limitations of social policy research in Tanzania?
 10. Which policy issues are left out of research?
 11. Are social policy research finding in your institution (ministry etc.) fed into policy?
.....
 12. Does your institution keep a national research inventory?
.....
 13. Has your institution got a national social policy research policy?
.....
 14. What are the current researches on social policy which your institution is undertaking
.....

ORGANISATION STRUCTURE OF CCM, DECISION MAKING BODIES

ORGANIZATIONAL STRUCTURE OF THE GOVERNMENT DECISION MAKING BODIES

Annual Disbursement to the Education Sector by Donor



No disbursement figures available for France, and only partly for Netherlands and UNICEF.

Annual Disbursements 1991, 1992, 1993 by
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