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Decentralisation by devolution in Tanzania: participation of local community in planning and delivering social services: a case study of Dodoma municipal

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**DECENTRALISATION BY DEVOLUTION IN TANZANIA:
PARTICIPATION OF LOCAL COMMUNITY IN PLANNING AND
DELIVERING SOCIAL SERVICES: A CASE STUDY OF DODOMA
MUNICIPALITY**

By

Jane Ikamba

A Dissertation Submitted in Partial Fulfilment of the Requirements for the
Master Degree of International Relations (MIR)

The University of Dodoma

October, 2012

CERTIFICATION

The undersigned certifies that he has read and hereby recommend for acceptance by the University of Dodoma dissertation entitled; *Decentralisation By Devolution in Tanzania: Participation of Local Community Planning and Delivering Social Services: A Case Study of Dodoma Municipality* in Partial fulfilment of the requirements for the degree of Master in International Relations (MIR) of the University of Dodoma.

.....
Prof. Inderjeet Sodhi

(Supervisor)

Date:

DECLARATION AND COPYRIGHT

I, **Ikamba Jane**, declare that this thesis is my own original work and that it has not been presented and will not be presented to any other University for a similar or any other degree award.

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ACKNOWLEDGEMENT

Many thanks are due to My Almighty GOD for his grace and blessings which made it possible for me to accomplish this task.

I am deeply indebted to my supervisor Prof. Inderjeet Sodhi whose help, suggestions, knowledge, experience and encouragement helped me in all the times of study and analysis of my research.

Lastly my gratitude goes to my family and friends for their cooperation and support is much appreciated.

DEDICATION

I humbly dedicate this dissertation to my wonderful mother Lucy Ikamba and my beloved daughter Joylyn. I value their love, understanding and, support during the entire time of my studies. May God bless you.

ABSTRACT

This study was carried out in Dodoma Municipality. The objective of the study was to understand how local community participate in planning and delivering of social through decentralisation by devolution.

A descriptive study with cross-sectional and non-experimental was used in order to assess the impact of the decentralization with a view to recommend improvements based on practical realities. Questionnaires, in-depth interviews and intensive documentary reviews were used for data collection purposes.

The study provided a discussion on Decentralization-by-Devolution (D-by- D) in social services planning process in Tanzania a focus being in Dodoma Municipality in Dodoma region. The study provided findings on how grassroots level participated in preparing social service strategic plans and their implications towards solving socio-economic problems at grassroots level. The findings from Dodoma municipality revealed that although the government has done a commendable work in implementing D-by-D, the contribution in planning process at grassroots level is still minimal and ineffective. The mitaa residents were not participating fully in the social service planning process; rather they were involved in the implementation of the centrally made plans that did not consider their priorities.

The study recommended to the government and other stakeholders to direct for efforts in involving local community in social service planning in accordance to their priorities.

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ABBREVIATIONS AND ACRONYMS

CBOs	Community Based Organisations
CCM	Chama Cha Mapinduzi
CCs	Children's Councils
CSOs	Civil Society Organizations
D by D	Decentralisation by Devolution
FGD	Focus Group Discussion
HR	Human Resource
IDEAL	the Intensive District Approach to Education for All
IDS	Institute of Development Studies
IMF	International Monetary Fund
LGAs	Local Government Authorities
LLG	Local Level Government
LGCDG	the Local Government Capital Development Grant
LGRP	Local Government Reform Programme
MEOs	Municipal Executive Officers
MTEF	Medium-Term Expenditure Framework
NGOs	Non-Governmental Organisations
O&OD	Opportunities and Obstacles for Development
PMO-RALG	Prime Minister's Office – Regional Administration & Local Government
PO-PSM	President's Office – Public Service Management
REPOA	Research on Poverty Alleviation
RTC	Regional Trading Company
SPSS	The Statistical Package for Social Science

SWO	Social Welfare Organisation
UK	United Kingdom
UN	United Nations
UNCEF	The United Nations Children's Fund
UNDP	The United Nations Development Programme
URT	the United Republic of Tanzania
US	United States
USA	The United States of America
VDCs	Village Development Committees
WB	World Bank
WEOs	Ward Executive Officers
ZEDP	The Zabbaleen Environment and Development Program

CHAPTER ONE

INTRODUCTION AND BACKGROUND OF THE STUDY

1.0 Introduction

This chapter discusses the background of the study, statement of the problem, significance of the study, general objective/purpose of the study, specific objectives, and research questions and significance of the study.

1.1 Background of the Study

Recently, there has been a growing recognition on the importance of decentralization to improved performance of local governments (Fisher, 2007). Major areas targeted include enhancement of service provision to the general public (Nkondola, 2008:5). Although, this seems to be heightened in recent decades, its history in Africa dates back to the colonial administration. Example, in British colonies, administrative officers was conferred administrative authorities, while political powers were devolved to local institutions thus rendering them autonomous (Tordoff, 1994). Politically, this started in 1920's when native authorities were made to operate independently during the indirect rule, the system that was then changed in 1940's when representation of the local authorities through elected members emerged as an imperative move in political leadership (Olowu, 2001:50).

After independence, many African countries decided to re-conceptualize the forms of leadership and the functioning of local authorities (Mukandala, 1998). Tanzania in particular (1960s) revised the local Authority Ordinance of 1926 that established the native authorities, while rescinding the African Chief's Ordinance of 1953. There

revisions were partly an attempt to centralize some roles and activities that were previously left to be handled by local authorities. Indeed, with the 1962 revisions, the chief's roles and functions were abolished completely leaving them powerless. However, the post colonial state did not abolish the government structure established by the British colonial regime rather it was integrated and set as the ruling party system. Just in few years after these changes, Tanzania made a turn on decentralization that was previously let go since the LGA's were observed as being inefficient and unsatisfactory (Nkondola, 2008).

The dramatic and significant decentralization process took place in 1972. This was popularly called "*Madaraka Mikoani*". The 1972 decentralization was expected to fuel development process within and between regions and districts, dealing with the problem of duplication of intervention efforts, together with managerial confusion at the problem of duplication of intervention efforts, together with managerial confusion at local level. Central to the decentralization strategy, was to enhance coordination among local agents, above all, bringing decision making powers closer to the people (Mukandala, 2000). Commentators have argued that the 1972 decentralization was de-concentration by design, since bureaucrats were de-concentrated from Dar es salaam to regions (Living, 1992). In that case, the system was entirely dominated by the politico-administrative group including the area Commissioners, District Development Director and District Planning Officers.

A decade with "*Madaraka Mikoani*" witnessed tremendous disappointments among national leaders. Major areas of ineffectiveness included mismanagement and bad administration (Fisher, 2007). Perhaps such failure was due to the ineffectiveness of

the administrative structures that were introduced through the 1972 decentralization. This led to reconstitution of decentralization following several enactments in 1982 that were effected in 1984 through the Act No: 15 (URT, 1984). In order to achieve the desired ends, the newly defined LGA's were expected to create an in-built management capacity that would have been strong enough to deliver public goods and services (Meshack, 1991; Halfan et; 1990; Nkondola, 2008). This initiative was also observed "ineffective" thus leading to adoption of decentralization by devolution (URT, 1998).

The aim of decentralization by devolution has been to transform local organizations into organs that are autonomous, strong and effective, democratically governed, delivering legitimacy from services to the people, fostering participatory development, reflecting local demands and conditions, and lastly conducting activities with transparency and accountability (URT, 1996). This was also meant to take care of administrative inefficiency, where local governments are expected to recruit their personnel, organized in a way decided by the respective councils in order to improve service delivery.

The managerial and administrative question is central to decentralization by devolution because it is hoped that successful implementation of any programme depends much on how human resources are managed in the organization. The performance of Local government Authorities, like other organizations, to the large extent depends on the effectiveness of management control and the way human resources play part in planning, implementation, monitoring and evaluation of different policies and objectives.

1.2. Statement of the Problem

In most African countries, decentralization is not a new phenomenon. Decentralization in Tanzania started during the colonial period when Donald Cameron introduced indirect rule, a mechanism to give powers and authority to local people to perform administrative activities on behalf of the centralized colonial government (Nkondola, 2008). In Tanzania, it goes way back to the time it was introduced in the year 1972. Effort was made to enhance decentralization in 1972 with different aims including enhancement of coordination among local agents, to bring decision making powers closer to the people (Mukandala, 2000).

As it outlined out above in Tanzania, the decentralization policy was introduced in 1972 by the central government whereby power and decision-making on local matters shifted from the central government to regional and local authorities. Then, the policy was followed by the Village Act of 1975 that intended to give power to villages. Giving power to local people enabled them to plan and decide on matters of their own development.

Under many forms, citizens participate in the agenda-setting, the decision-making or the implementation of local policies but the formal decision rests with the authorities. On the one hand, therefore, this kind of co-operation with the authorities is less strong than direct democracy. On the other hand, a rich spectrum offers different devices for participation including consultation, implementation, conflict resolution or even contractual co-operation for public affairs. In contrast to direct democracy, these forms of participation do not address the whole community of citizens as such. It may be particular groups of citizens that participate. They can but must not be

representative for the local citizenry. Participation can have positive impacts on governance because it improves information flow, accountability, the transparency of the political process, and because it gives voice to those most directly affected by a public policy. Participation in the implementation of local policies has additional advantages of being a substitute for professional administration: instead of professional administrators, it is personnel of the civil society that produces certain public services or public goods (Linda, 2004).

However, despite all the initiatives that Tanzania has undertaken to decentralize, the local government has not been encouraging to realize the goals for decentralization through local community. There are many complaints from the local people that; they are not fully involved in decision making on very important social, political and economic issues concerning their life.

Despite the fact that, D by D among other things calls for local community involvement in deciding matters affecting their livelihoods including planning and setting their priorities pertaining to the social services, there are still numerous gaps as the Mitaa residents are not involved and participating in the planning process; rather they are involved in the implementation of the centrally made plans that did not include their priorities and as a result, efficiency in implementation becomes minimum.

The vivid examples that can be drawn to cement these lamentations is on the way the Government of Tanzania under the Ministry of Education and Vocational Training decided to have one secondary school per each ward without involvement and

participation of the local people. Today there are so many secondary schools which produce students with very educational qualifications.

It is from this point of view that the study seeks to assess the extent and effectiveness of administrative decentralization on how local community participates in delivering planning and implementing developmental social services. This in turn helped to fill any gaps in information-knowledge on how the local community participates in planning and delivering of social developmental services in Tanzania.

1.3 Objectives of the study

1.3.1 General Objective

The general objective of this study is to analyze the extent on which the local community participates on planning and delivering social developmental services in Dodoma Municipality through assessing the role of the D by D.

1.3.2 Specific Objectives

Specific objectives of the study are:

- 1) To explore if the local community is given chance to participate in planning and delivering social services in Dodoma Municipality.
- 2) To assess the participation of the local community planning process and delivering of social services to the local government in Dodoma Municipality.
- 3) To examine challenges faced by the local community in participating in delivering social services in Dodoma Municipality.

1.4. Research Questions

Research Questions for the study are:

- i. Whether the local community is given chance to participate in delivering social services in their areas in Dodoma Municipality?
- ii. How local community participates in delivering social services to the local government in Dodoma Municipality?
- iii. What are the challenges that face the local community in participating in delivering social services in Dodoma Municipality?

1.5 Significance of the Study

The study was of more importance for many reasons. It enabled the public in general and the government of Tanzania in particular to know the actual level of implementation of D by D and how it affects participation of the local people in delivering developmental social services to the local governments. The study was also identified and recommended alternative ways to the challenges faced throughout the implementation of D by D.

Given the fact that literature on the responsibility of the local community in delivering developmental social services is limited in Tanzania, then, this study is important as it added to the literature, and can provide a basis for further research. The study helped policy makers, decision makers and implementers to come out with fruitful actions and strategies to improve social economic well-being of the people in the local government. Policy makers will be able to change or adjust all policies that facilitate the implementation of D by D to make the administrative decentralization reality and not rhetoric. The study helped and sensitized the government through the

prime minister's office to take corrective measures to curb the social economic problems facing local communities as a result of their poor participation and involvement in delivering developmental social services. The study was regarded as an important source of information to planners and implementer of the prime minister's office on behalf of the government, as well as local government development planners. The findings of this study were of significance in supporting prime minister's office administrators to positively affect the local community through participating in delivering developmental social services socially and economically.

1.6. Limitations of the Study

Library facilities in Tanzania are not rich of local partnership literature related to the study. With only few universities and libraries in Tanzania, secondary data and information is limited to few facilities. Therefore this study had challenges of getting local data and information on how local communities participate in social services delivery in local government at the study area.

Culturally in Tanzania, leaders are reserved to provide information due to trust, transparency and accountability, especially when it involves speaking on Government matters and officials themselves. No wonder then that the research instrument had to take a long route to extract this kind of information.

Another limitation was getting the people who were too busy to fill in the questionnaire. Scarcity of money also was one of the limitations because the researcher had limited sources of income.

1.7. Scope of the Study

The area of study is Dodoma Municipality where the focus will be on the participation of the local community in delivering social services in Dodoma Municipality. The study will focus on determining the significant role exclusively played by the local governments in enhancing participation of the local communities in social services delivery so as to improve their living standard.

1.8 Summary

This chapter explained the background to the problem of poor participation of the local community in planning and delivery of social services in local government in Dodoma Municipality, in Dodoma Region. The statement of the problem identified the situation, main causes and effects of the problem, and the interventions to address the problem. It is assumed that the main cause of the problem is the failure of the local government to involve local community in planning and delivery social services in the study area. In addition, it is assumed that poor participation of the local community in planning social services delivery in Tanzania has exacerbated the problem of poor social services in community and hence poor living standards of the people. Thus, the objective of the study focused on the analysis the extent on which the local community participates on planning and delivering social developmental services in Dodoma Municipality through assessing the role of the D by D whereby different practitioners and stakeholders are trying their best level to resolve the problem of the poor provision of social services. In the next chapter, a critical literature review in theoretical and empirical dimensions has been made.

CHAPTER TWO

LITERATURE REVIEW

2.0. Introduction

This chapter discusses the key concepts of the study, theoretical framework, empirical framework and conceptual framework of the study.

2.1. Theoretical Literature Review

2.1.1. Definition of the Key Terms

2.1.1.1 Community

Community is a group of interacting people, living in some proximity (i.e., in space, time, or relationship). Community usually refers to a social unit larger than a household that shares common values and has social cohesion. The term can also refer to the national community or international community (OED, 2009).

2.1.1.2 Participation

Participation is a complex and challenging approach to improving the lives of all people, but particularly the poor and disadvantaged. We can also say that viewing participation as an intervention to achieve this goal, has produced disappointing results and suggests that viewing participation as a product, raises expectations that experience shows cannot be met (World Bank, 2002).

2.1.1.3 Deconcentration

Deconcentration is the process by which the central government disperses responsibilities for certain services to its regional branch offices without involving any transfer of authority to lower levels of government (Oakley and Marsden, 2002).

2.1.1.4 Decentralisation

Decentralisation as per Jütting (2004) is defined as “... a transfer of public functions from higher tiers to lower tiers of governance. It can be administrative, fiscal, political or a mixture of these.”

2.1.1.5 Devolution

Devolution occurs when the central government transfers authority for decision – making, financial allocations, and management to quasi-autonomous unities of local government (Thomas, 2008). Devolution a third type of decentralisation is devolution. When governments devolve functions, they transfer authority for decision-making, finance, and management to quasi-autonomous units of local government with corporate status. Devolution usually transfers responsibilities for services to municipalities/district councils etc that elect their own mayors and councils, raise their own revenues and have independent authority to make investment decisions. In a devolved system local governments have clear and legally recognized geographical boundaries over which they exercise authority and within which they perform public functions. It is this type of administrative decentralisation that underlies most political decentralization (Ibid).

2.1.1.6 Governance

Governance as per UNDP (1997) means, the exercise of economic, political and administrative authority to manage a country’s affairs at all levels. It comprises the mechanisms, processes and institutions, through which citizens and groups articulate their interest, exercise legal rights, meet their obligations and mediate their differences." Good governance as per BMZ (2002) includes five criteria, such as (1)

respect for human rights, (2) popular participation in political decision-making, (3) rule of law and certainty of the law, (4) a market friendly and social economic order, and (5) development oriented state action aimed at sustainable development, fight against corruption and efficient public administration.

2.1.1.7 Good governance

Good governance is the process of how the government implies and exercises its power among its people (UNDP, 2002).

2.1.1.8 Civil society

Civil society the World Bank (2004) defines Civil Society as “a wide array of non-governmental and not for profit organizations that have a presence in public life, expressing the interests and values of their members or others, based on ethnical, cultural, political, scientific, religious or philanthropic considerations (World Bank, 2004).

2.1.1.9 Centralisation

Centralisation is the situation in which all powers kept and decisions made by central government and people have either little or no say to their government (Hans, 2001).

2.1.1.10 Social services

Social services is the term usually used to mean services provided by government to its citizens, either directly (through the public sector) or by financing private provision of services (Robert, 2003).

2.1.1.11 Public services

Public services means services provided by government to its citizens, either directly (through the public sector) or by financing private provision of services (Robert, 2003).

2.1.1.12 A Local Community

A Local Community is a group of interacting people sharing an environment. In human communities, intent, belief, resources, preferences, needs, risks, and a number of other conditions may be present and common, affecting the identity of the participants and their degree of cohesiveness (Beck, 1992).

2.1.1.13 Planning

Planning in organizations and public policy is both the organizational process of creating and maintaining a plan; and the psychological process of thinking about the activities required to create a desired goal on some scale. As such, it is a fundamental property of intelligent behavior. This thought process is essential to the creation and refinement of a plan, or integration of it with other plans, that is, it combines forecasting of developments with the preparation of scenarios of how to react to them. An important, albeit often ignored aspect of planning, is the relationship it holds with forecasting. Forecasting can be described as predicting what the future will look like, whereas planning predicts what the future should look like (Murray, and Schoonover, 1988).

2.1.1.14 Municipality

Municipality is usually an urban administrative division having corporate status and usually powers of self-government. The term *municipality* can also be used to mean the governing body of a municipality. A municipality is a general-purpose administrative subdivision, as opposed to a special-purpose district. The term is derived from French "municipalité" and Latin "municipalis"(Yourdictionary.com).

2.1.1.15 A strategy

A strategy is a plan of action designed to achieve a vision. It derives from the Greek "στρατηγία" (*strategia*), "office of general, command, generalship (Liddell and Scott, 1990).

2.1.1.17 Local government

Local government is a form of public administration which in a majority of contexts, exists as the lowest tier of administration within a given state. The term is used to contrast with offices at state level, which are referred to as the central government, national government, or (where appropriate) federal government. Local governments generally acts within powers delegated to it by legislation or directives of the higher level of government (World Bank, 2006).

2.1.2 Theories/Approaches/Modals/Perspectives on Participation and Decentralisation

2.1.2.1. Participatory approach

Many of the participatory theorists draw much from the work of Rousseau in 18th Century, when (Karole, 1970) argued that "Sovereignty, for the same reason as makes

it inalienable, cannot be represented.....Legislation was to be directly enacted by the assembled people.....Every law the people has not ratified in person is null and void-is, in fact, not a law (Karole, 1970)”. Also the Participatory model of the liberal democracy, which of course goes back to the classics, and it’s evident in the views of Rousseau, received a new impulse in the West with the criticism of ‘the elitist democracy’ during the 1960’s. One of the values receiving a central place in this school is participation of citizens beyond the electoral vote in four –or five yearly elections. Referenda and other forms of extended direct participation in decision-making are thought to be essential. In this school of thought it becomes *maximalist* where the definition of democracy is stretched far beyond the political realm to include social economic equality (Cranenburgh, 1990).

In its simplest terms, a participatory approach is one in which everyone who has a stake in the intervention has a voice, either in person or by representation. Staff of the organization that will run it, members of the target population, community officials, interested citizens, and people from involved agencies, schools, and other institutions all should be invited to the table. Everyone's participation should be welcomed and respected, and the process shouldn't be dominated by any individual or group, or by a single point of view (Rabinowitz, 2012).

That's the ideal. The reality may often be quite different. Some people might not want to be involved - they may feel it takes too much time, or they don't have the skills needed. Particular individuals or groups may feel left out and disrespected if they're not invited to participate. The planning process may be a rubber stamp for ideas that have already been developed. Some people's opinions may be listened to more

carefully than those of others. In some of these situations, a participatory process can cause as many problems as never involving people at all (Rabinowitz, 2012).

The important thing to remember here is the word *participatory*. The use of that term implies not just that you'll ask for someone's opinion before you do what you were going to do anyway, but rather that each participant becomes an important contributor to the planning process (Rabinowitz, 2012).

A true participatory approach is one in which everyone's perspective is considered. That doesn't mean that people can't challenge others' assumptions, or argue about what the best strategy might be. It does mean, however, that everyone's thoughts are respected, and it isn't necessarily assumed that the professionals or the well -educated automatically know what's best. Everyone actually gets to *participate* in the planning process, and has some role in decision-making (Rabinowitz, 2012).

2.1.2.2. Structural Functional Theory

Structural Functionalism has its root in the work of early sociologist Durkheim and Weber (Basirico, *et al*; 2007). The term structure and function refer to two separate but closely related concepts. Structures can be compared to the organs or parts of the body of an animal and functions can be compared with purpose of these structures. Social structures include any component or part of society, clubs, families, nations, and groups to mention a few. Each social system performs specific functions that make it possible for a society and the people who comprise that society to exist. Each serves a function that leads to the .maintenance or stability of the larger society. The functionalist perspective assumes that these systems have an underlying tendency to

be in equilibrium or balance, any system that fails to fulfil its function will result in an imbalance. In extreme cases, the entire system can break down when a change or failure in any one part of the system affects its interrelated parts.

According to structural functional theory, structures and functions are necessary to any organ or part of society. Each society has its own structure with specific function that makes a certain society to exist. Each structure serves a specific function that leads to maintenance and stability of such society. If structure is well organized it will be able to serve the society properly, it will fail to fulfil its function unless is well organized.

Decentralization is the process of transferring and assigning decision-making authority to lower level (Fayol, 2002). Tanzania government has decentralized power and authority to lower level i.e. District and “mitaa” levels. The aim of decentralization is to make people very close to government, to make social services available to all and in time and making people participate in development plans.

If decentralized structure perform well at maximum level it will lead to understanding between such structure and people also social services as well as well-being of the people. When a decentralized structure performs a maximum level it often leads to misunderstanding between structure and people also social services become problem. To make decentralized body work actively to provide services to the people it must be financially capable of delivering such services, on the other hand decentralized body must be financially capable of delivering such services, on the other hand

decentralized body must involve and participate people in planning, implementation and evaluation of development plans.

2.1.2.3. Social Exclusive Theory

In France, as in most other advanced industrial countries, the expansion of the post-war welfare state coincided with almost three decades of economic prosperity that ended with the 1973 oil crisis and the following stagflation era. It was during the last of these three decades of prosperity that the term ‘exclusion’ emerged in the French social and academic discourse.⁴ As early as 1965, social commentator Jean Klanfer published a book entitled *L’Exclusion sociale: Étude de la marginalité dans les sociétés occidentales* [Social exclusion: The study of marginality in western societies]. In this moralistic book emphasising personal responsibility, the term ‘social exclusion’ refers to people who cannot enjoy the positive consequences of economic progress due to irresponsible behaviour (Klanfer, 1965).

The social exclusion theory is predicated on poverty resulting from people who tend to be excluded from effective participation in a society’s activities due to segregation. The term social exclusion was originally used in France in the 1970s to refer to various categories of people labelled ‘social problems’ that were unprotected by social insurance.

France was the first country in Europe to institute a global approach based on the concept of exclusion. Since the late 1980s, the European Commission has embraced the concept. In Britain there has been a clear continuity between the tradition of poverty, relative deprivation and social exclusion. The Blair Labor government set up

a cross departmental Social Exclusion Unit to address issues across many regions of the United Kingdom. The use of the notion of social exclusion is also to some extent in the USA with the label of the ‘underclass’. It is also becoming increasingly important in the social development debate in the non-industrialised world. In Australia, the use of the concept of social exclusion draws on that as adopted by the USA and the more conservative elements of the UK. The terms that are identified with the Federal Government are ‘the disadvantaged’, ‘welfare dependency’ and the policy prescriptions woven around ‘mutual obligation’ and ‘social participation’ (Levitas, 1998).

Social exclusion is identified throughout the literature as a broader concept than poverty as it identifies with a vast array of processes rather than being seen as an outcome. The concept reflects the importance of participating in all aspects of the particular society, and focuses on both the individual and the institutions that enable and constrain social and economic participation. In particular, it identifies as a multi-dimensional concept, and introduces aspects of social and economic participation and citizenship into its conceptualisation. To be included, on this view, is to be able to engage in those socially valuable activities which encourage respect between citizens (Levitas, 1998).

If we assume that there is a set of core activities which constitute participation in society, then an individual is socially excluded in case two conditions are met:

- the individual is not participating for reasons beyond his/her control,
and
- he or she would like to participate” (Burchardt et al., 2002b)

The areas of activity which constitute social exclusion include, according to the same set of authors:

“Consumption: the capacity to purchase goods and services (including income and wealth- SWO).

Production: participation in economically or socially valuable activities

Political engagement: involvement in local or national decision making

Social interaction: integration with family, friends, and community”

(Burchardt et al, 2002b: 31).

Although this definition does constrain the set of activities somewhat, it does seem to follow that the definition allows activities of “participation” which seem far from the concern of the state or even the community. This will be so particularly with the category of “social interaction”. For instance, suppose a young man (call him Alan) is in a wheelchair, and all of his friends are able to get to the pub, drink themselves into oblivion, and have arguments. Alan is able to travel to work, the surgery, hospital, educational opportunities, and vote and attend local political debates, but not to the pub. Now, Alan wants to apply for funding from the local social exclusion fund in order to have his taxi fares subsidized so that he can engage in a social activity he wants to engage in, but is prevented from engaging in for reasons beyond his control: namely, going to the pub with his mates, drink himself into oblivion, and argue.

First, and most obviously, social exclusion can be a symptom of or cause of, social injustice. Social exclusion can lead to, first, exclusion from “unequal educational and educational opportunities” (Barry, 2002: 20). Second, social exclusion can lead to

lack of access to political participation (Ibid). So, social exclusion is a cause for concern just because it violates the demand for social justice.

However, a particularly important critique of the concept draws attention to the boundaries constructed around the notion of inclusion and exclusion, focusing on margins, and creating a fictitious comfortable homogenous group with very little difference or conflicts within those who are included, and therefore its inability to confront the broader understandings of inequality within a society (Levitas, 1998).

2.1.3 Devolution and Decentralization--Concept and Policy

Countries across the globe have opted for a decentralized policy for diverse reasons. For Tanzania, the aim was to bring government closer to the people since in a decentralized system, the decisions about resource allocation, and services should be more responsive to local needs, usually because local people can be directly involved in decision making or indirectly influence those decisions. While in many countries the concept of decentralization is read through perusing various literatures, in Tanzania the concept has been practiced and thus experienced through prominently known as vilagelization. Vilagelization in Tanzania refers to the attempt of the government to create villages of at least 250 household rather than leaving the same people scattered. The prominence of the practice took place in 1974¹ and the essence for the policy was to enable the villagers to participate in decision making process on

¹Most villages found in Tanzania were created through the 1974 special operation baptized as “operation vilagelization”. Although in the discourse of implementing some people lost their properties, such as cattle and furniture yet the strength of political party CCM can be linked with the decentralization policy which made it possible for the establishment of ten cell government which was headed by CCM leader.

the one hand, and enabling them access various public services such as health services, water, and products mainly from the regional trading company (RTC)².

Literally, vilagelization is a concept that was propounded in Tanzania, and when the purpose of vilagelization is examined, particularly when observing functions such as: 1) enabling people dwell together and make informed decision that are for the majority rather than of the few. 2) Enabling people choose their own leaders at the level of 250 house hold (village) and execute the functions of the government at that very level. 3) Enabling people exercise power of the central government at the grassroots level (village) and 4) enabling people make their preference in terms of economical, political and socially and move ahead towards the realization of the benefits of decision making and power utilization. One can be able to say the prominence of the so called decentralization; particularly in Africa was indeed propounded in Tanzania and baptized a new name decentralization and later devolution. That is why, some authors feel that decentralization and devolution may occur at the same time, it is quite possible to decentralize administrative functions without devolving the power to make meaningful decisions (Norman and Massoi, 2009; Fisher, 2007).

Fisher (2007) further pointed out that in real devolution, those to whom responsibilities are devolved should be allowed to make a real input in setting up of objectives, rather than being expected to meet objectives set by others. "Real input" does not necessarily entail completely devolved decision-making, but it implies some genuine possibilities of affecting outcomes, as well as a willingness on the part of

² RTC was the state company that was registered for the purpose of trading under the then centrally managed policy of Ujamaa na kujitegemea (socialism and independence). The company had offices within suburbs and it was felt by so bringing the people together the serving for the same would be easy.

those devolving authority to modify their objectives. According to Fisher (2008), meaningful devolution relocates not only administrative functions, but also the power to make decisions and set objectives. However, decentralization policies are part of vigorous initiatives to support rural development (Fisher, 2007).

Although, most authors seem to link devolution with the transfer of power to the local authorities, yet what happened in Tanzania is the transfer of authority from the central government to the local government, enabling later to pursue all matters regarding social, economical and political development which were formerly being done by the central government. For example, before devolution, the mandates to determine collection of revenue on various agricultural products were vested on the central government but after the reforms which paved a way for devolution the mandate has been shifted to the local government authority up to the village level³.

Hence, it can be narrated that decentralization by devolution means transfer of authority- functional responsibilities, and resources to all Local Government levels. This is geared towards making them largely autonomous, democratically governed and deriving legitimacy through service and which they deliver to people in accordance to grassroots level dwellers' priorities as communicated to government decision-makers. From the definition, it can be reiterated that the focus of the law and regulations governing decentralisation by devolution focused on Mtaa level (in case of urban authority) and village (in case of rural authority) due to the fact that these are the lowest level of authorities within the structure of local government hence, making it possible for the participation of the people at the grassroots.

³ See Article 146 (1) of the Constitution of the United Republic of Tanzania.

Tanzania has always seen decentralization as an ideal approach to rural and urban development (Ngwilizi, 2001). While central government administrative structures improved through these decentralization initiatives, actual participation by the rural and urban populace in the development process was not realized. This type of decentralization was more of deconcentration than devolution of power through local level democratic organs. Tanzania's ongoing administrative, political and economic reforms of early 1990's demanded effective decentralization in which the involvement of the people directly or through their democratically elected representatives is given paramount importance. These reforms include the civil service reform which started in 1992, which aims to achieve a smaller, efficient and effectively performing public service (Mmari, 2005).

Following civil service reforms, in 1984 the Local Government system was re-introduced, followed by its reform in 1996, where it was accompanied by the Decentralization by Devolution policy. The policy shifted from the former centralized system to the decentralized local governance system (Max, 1991; Maro, 1990). For that matter, the local government Reform was used as a driving vehicle towards Decentralization by Devolution (D-by-D) policy to strengthen the local government authorities with the overall objective of improving service delivery to the public (Ngwale, 2005; Lukamai, 2006) through transferring power of the decision making, functional responsibilities, and resource from central government to local government authority (URT, 2006).

However, there have been cases including lack of involvement of stakeholders in planning process, on the side of the human resources involved in the process (Shukuru, 2006; Repoa, 2005).

2.1.4 Participation of Local communities in Delivering Social Public Services in Local Government

Community participation as a concept focuses on the idea that involving stakeholders in decision-making about their communities and broader social issues has important social, economic and political benefits (Commins, 2007). In the 1980s and 1990s, for a variety of reasons, public sector donors, policymakers, as well as both Northern and Southern NGOs, emphasized the value and potential benefits of participatory approaches. Their interest in participation emerged from a range of concerns: failures in state-led development (Commins, 2007). The risk with an approach to economic development or service delivery that focuses too much on ‘community participation’ is that it may idealize the internal coherence and solidarity in communities, and miss the essential tasks of supporting effective, accountable and transparent public institutions (Fisher, 2007).

Community participation processes include an identification of stakeholders, establishing systems that allow for engagement with stakeholders by public officials, and development of a wide range of participatory mechanisms. Stakeholders are individuals who belong to various identified ‘communities’ and whose lives are affected by specific policies and programs, and/or those who have basic rights as citizens to express their views on public issues and actions. The proponents of participatory approaches (Chambers, 2002; Cornwall and Pratt 2003) highlight the

value of engagement with stakeholders in terms of greater local ownership of public actions or development projects, as well as the potential.

Each local context reflects the dynamics between various groups that help determine how inclusive and exclusive, conflictive or cooperative, community relations tend to be. For example, recent research in Indonesia (Das, 2006) found that the relative trust that communities in Eastern Java had in local government, and the relative lack of local conflict between communities and different identity groups meant less interest in participation. In other parts of Indonesia, however, the differences of identity and in-migration led to mistrust and conflict dynamics that heightened after the 1997 financial crisis (Pudjiastuti, 2002). In India, there are notable differences in community level interactions that connect with political dynamics, as outlined in an essay on Kerala and Uttar Pradesh (Shah and Rani, 2003).

In Tanzania there are several reasons for the growing emphasis on participation of local participation in delivering public social services. i. There is significant evidence that participation can in many instances improve the quality, effectiveness and sustainability of projects. ii. Participation can strengthen ownership and commitment of government and stakeholders. iii. Community participation strategies have proved to be particularly important in reaching the poor and the vulnerable. iv. Levels playing ground for all players in the development process by building upon existing participatory methodologies, harmonies the participatory approaches and institutionalizes participatory planning into the operations of institutions, particularly the LGAs (PMO-RALG, 2005).

2.1.5. Strategies Formulated by the Local Government

Citizen participation is considered as an important factor for successful and prosperity of local government. Citizen's participation in local government produce more efficiency in programs as well as promote good governance (Lowndes et al, 2001, According to Aref et al., (2009), without community participation, there are obviously no accountability, no development, and no program. Ashley & Roe, (1998) describe community participation as a spectrum from passive to active involvement to full local participation, where there is active community participation and venture ownership. Meanwhile, some scholars such as; Pretty (1995), Oakley (1991), Johnson (1982), and Wandersman (1987), provided a typology of participation, but the most suitable typology adopted in urban issues is Arnstein ladder. According to Arnstein; participation is a process that enables —have-nots citizens, those who are excluded from decision-making process, to be included in future. It is the strategy that have-notes involve in sharing-information, and join to set priorities and goals. The Arnstein's ladder has eight rungs and each rung corresponding to the extent of citizen's power in determining the plan and/or program. The eight rungs are categorized into three categories. The bottom rungs of the ladder are manipulation and therapy. These two rungs describe level of non-participation, which the real objective is not to enable people to participate in planning, but to enable power-holders to educate the participants.

The following categorization involves three levels of tokenism; informing, consultation, and placation. In this level citizens may indeed hear or be heard, but under these conditions they lack power to influence decisions (Arstein 1969). It is the illusion of a voice without the voice itself. The highest level of ladder is citizen-

power, which include; partnership, delegated power and citizen control. In this level, citizen control all issues and win the majority of decision-making seats. Today's (Mariana, 2008), Local government are well placed to play a crucial role in enhancing citizen's participation and enabling local communities to participate in decision-making process (Mariana, 2008).

Local government is an essential component of administrative systems of all modern societies, which look for the improvement of public services and provide the situation for reaching/achievement good governance values at local level (Kosecik and Sagbas, 2004). Local government provides opportunities for public participation, and ensures effective and efficient public service delivery (Stoker, 1996: 6).

Public participation at local level is achieved only if local people have an interest in local government affairs. The efficiency and effectiveness of local government is ensured when local people or citizens participate in the decision-making process of local government and keep local government under control (Kosecik and Sagbas, 2004, Jerry and David 1996). Local government will make better decisions and will have greater impact on their communities, when they increase the frequency, diversity and level of engagement of local people. Citizen involvement in local government will produce more public-preference decision making on part of administrators and better appreciation by the larger community among the public (Stivers 1990, Oldfield 1990, Box 1998).

These attitudes about the benefits of participation in local government are evaluated by citizens. The evaluation of the benefits and costs of local government by citizens

link with social exchange theory. This theory asserts that people develop attitudes toward others and things based on the benefits they could obtain while those activities assuming to increase benefits will be positive support and activities assuming to be costly will tend to be perceived negatively (Napier & Napier, 1991). Social exchange theory argues that all human relations are formed by the use of a subjective cost-benefit analysis. For social exchange when the costs and benefits of a relationship are equal, the relationship is defined as equitable. The concept of equity is fundamental in social exchange theory.

2.1.6 Challenges faced by Local Government

2.1.6.1 Changing Practices and Attitudes

Helling et al., (2005) argues that the core public sector systems of governance, planning, budgeting and financial management, procurement, contract management, and reporting have to be modified to accommodate the more decentralized and flexible procedures needed by deconcentrated sectoral agencies and local governments. The partnership arrangements between public sector organizations and communities, NGOs, and private firms implied by a more integrated approach to local development demand different methods and skills than do the internally oriented administrative processes employed by many public agencies. Changes in sectoral policies and functional systems defined at the national level to make them more “local development friendly” need to be transmitted to public officials at the local level who may not have the skills or motivation to implement them (Helling et al., 2005).

Moreover, he adds that the opening the local public sector to more collaborative relationships with local NGOs and community actors in governance and service provision demands more than changes in policies, rules, and routines. Significant changes in the professional culture and personal attitudes of local officials and civil servants are often required to ensure their receptivity to the empowerment of local people, including marginalized groups, and a commitment to local responsibility, openness to civil society, and collaboration with communities, local associations, and NGOs. These sorts of changes are not achieved quickly or easily in organizational settings where existing values and practices are deeply entrenched (Helling *et al.*, 2005).

2.1.6.2 Managing Complex Processes

Abers (2000) stresses that even when public organizations have reasonably clear and narrow missions, it is difficult to manage public service provision in developing countries. A multisectoral approach that truly engages communities and local governments increases complexity and presents a greater management challenge than technocratic sectoral approaches. New institutional arrangements may be required to integrate activities across sectors and between community and local levels. Some countries do not have local governments,⁴ while in many more their access to resources and mandate to deliver services may be extremely limited. Many countries have no systematic provisions for recognizing community-based institutions of decision making and collective action or for linking them to public sector governance and service provision arrangements. Coordination is notoriously difficult to organize

⁴Countries without local governments usually have deconcentrated territorial units that undertake similar administrative functions but are strictly subordinated to state or national institutions of governance.

and sustain among deconcentrated sectoral agencies and even more difficult among the specialized organizations managing service delivery (Abers, 2000).

In addition to the challenge of developing the structures and systems suitable for a more integrated approach to local development are the challenges of developing appropriate skills. Governing and managing the complex local development processes require new skills and greater creativity and flexibility in public servants (officials and front-line personnel) and in the leaders, managers, and members of civic and nongovernmental organizations. Enhancing the adaptive capacities of these local actors is crucial for dealing with the complex challenges of local development (Abers, 2000).

2.1.6.3 Surmounting Institutional Boundaries

Coordinated action across sectors, levels of government, and the divide between public and private organizations requires bridging institutional boundaries of differences in rules and norms as well as organizational boundaries. People act, individually and collectively, to better their lives based on their values and interests and on their perceptions of their roles and rights with respect to local leaders (community, cultural, religious) and those who exercise public authority. Civil servants are governed by the rules and procedures of the public sector and by values and norms associated with the organizational culture of the agency in which they work as well as those of their profession. NGOs and development agency personnel are guided by their organizations' missions and by their personal and professional values. Even when these institutional factors have a positive influence on

performance within organizations, they can complicate collaboration across organizations (Crook, 2003).

Developing strategies which contribute to harmonizing the efforts of local actors who share common objectives irrespective of their organizational affiliation and associated institutional constraints, is a key challenge for the proponents of a more integrated approach to local development. Coalition building processes at the local level, though difficult to implement effectively, are often needed to mobilize actors with diverse interests and affiliations around a negotiated common set of values and objectives. Some of the bases for coordinated local action are developed at higher levels in the national system. Central government policies and systems are important to development of the multilevel, cross-sectored, and public-private governance and management arrangements required. Commitment of national policy elites in government and in the broader development community can help to build the necessary local partnerships that enable more integrated local development processes (Andrews, 2003).

2.1.6.4 Realigning Relations of Power

Applying a local development framework implies changes in the distribution of power between central and local levels and among local actors. Local development requires systematic decentralization across many elements of the public sector to increase the responsibility and discretion of local sectoral departments, local governments, and community organizations. This decentralization implies a redistribution of resources and decision making authority from central governments and other organizations in capital cities in favor of local organizations. Applying a

more integrated approach to local development requires strengthening the power of local actors and organizations with respect to national actors and organizations. Not surprisingly, those at the national level whose power would diminish are often reluctant to support changes that reduce their authority and resource base (Goss, 2001).

The formal changes in law and procedure required to shift the focus of public sector power toward the local level require commitment by national leaders, often at the highest levels of government. Presidents, cabinets, and parliaments frequently legitimate the redistribution of power through decentralization reforms. When political conditions are supportive, this legitimacy is an important asset in overcoming resistance to changes in the relations of power between central and local actors. Using key public sector systems like the public finance and civil service systems to reinforce local control over key resources is often important for sustaining the empowerment of local public sector agencies (Goss, 2001).

Broad reaching, consistent programs of persuasion and direction are generally required to ensure that decentralization reforms and local development processes do not stall because of resistance to changes in power relations. Often, middle-level actors, both politicians and administrative officials, resist the empowerment of local actors. This resistance can be exacerbated when central and local government officials are affiliated with competing political parties, turning the central-local relationship into a partisan contest (Helling et al., 2005).

2.1.7 Types of Decentralisation

Reform of local government involves five main types of decentralisation:

Political decentralization

Involving the strengthening of the local democratic institutions, enhancing public participation; and bringing control over many important aspects of people's daily lives nearer to the people themselves;

Fiscal decentralization

Involving decentralization of local government finances by introducing equitable and transparent revenue and capital development grants from central government to local government authorities; it also involves giving local government authorities financial powers and powers to raise appropriate local revenues;

Administrative decentralization

A decentralization of personnel, integrating them into LGA administration and away from ministry subordination; and restructuring of local government organisations;

Service function decentralization

Involving a decentralization of public services to bring service management and provision of services closer to the end user and to increase the quality and quantity of these services; and

Changed central-local relations

Involving the changing of the role of central government vis a vis local government authorities, with the central government having the over-riding powers within the framework of the Constitution and the legal framework; and with the local government having devolved powers and responsibilities in law. Central and line ministries will change their roles and functions to become:

- Policy making bodies;
- Supportive and capacity building bodies;
- Monitoring and quality assurance bodies; and
- Control bodies (legal controls and audits), (Mmari, 2005).

United Nations, (2000) maintains that decentralized governance, carefully planned, effectively implemented and appropriately managed, can lead to significant improvement in the welfare of people at the local level, the cumulative effect of which can lead to enhanced human development. Different types of decentralization were identified by Forum participants, including: (a) administrative decentralization (deconcentration and/or delegation); (b) fiscal decentralization; (c) divestment; and (d) political decentralization (devolution), (UN, 2000).

Scott (2009) outlines different definitions of decentralisation. He argues that there are three distinct elements of decentralisation:

- Fiscal decentralisation, entailing the transfer of financial resources in the form of grants and tax-raising powers to sub-national units of government

- Administrative decentralisation, (sometimes referred to as deconcentration), where the functions performed by central government are transferred to geographically distinct administrative units
- Political decentralisation where powers and responsibilities are devolved to elected local governments. This form of decentralisation is synonymous with democratic decentralisation or devolution. The majority of papers included in this review focus on the third type: political decentralisation or devolution. Over the last two decades it is this type of decentralization which has been primarily emphasised in developing countries (Scott, 2009).

2.1.8. Strategies/Techniques of Participation by Local Communities/Enhanced Citizen Participation and Accountability

2.1.8.1 Various Legal and Constitutional Frameworks

Legal frameworks of many countries have been the cornerstone in their efforts for the local community participation. For instance the Bolivian Law of Popular Participation (Andersson, 1999 and IDS, 2000) was designed to empower democratically elected municipal councils, with finance transferred from central government, to design and implement local development policies and programs. The law also sought to strengthen registered community based organizations (CBOs) in both rural and urban areas to participate in the elaboration of 5-year municipal plans. Various forms of CBOs were eligible and were assigned certain rights and duties covering a range of programs, including service delivery of various types depending on the context and participatory decision-making.

Moreover, the idea was that by sharing in the management of financial resources, CBOs would be able to hold municipalities to account for use of financial resources. This included the establishment of the so-called Vigilance Committee, which was to act as overseers or monitors of the municipal council. The goal for the committees was to bring together local project priorities, especially in basic services, and the municipal financial processes. Based on the law's main elements, these committees could also request regular audits of municipal government and even seek redress from the national government on unresolved matters (Andersson, 1999 and IDS, 2000).

A paper from Gaventa and Valderrama (1999) noted that the legal enabling environment for citizen participation had been expanding throughout the 1990s, including such examples as the Local Government Code (1991), Philippines; 73rd Constitutional Amendment (1993) India; Municipal Law (1990), Honduras; and the Local Government Act (1997), Uganda. At the same time, observers found that, as in Bolivia, the intent of the laws and the existing realities on the ground often lessened the impact of the new legislation. Nickson's assessment (1998) was that since the mid-1980s, there was an increasing gap between the apparent promotion of participation in local governments across Latin America, and the real participation in practice (Nickson, 1998). Similarly, Porio's summary on urban governance argued that understanding specific contexts meant exploring the diverse agendas and various actors and how these were then worked out in negotiated participatory politics (Porio, 1996). These broad experiences have parallels to the diagonal accountability work of Goetz and Jenkins, and the political analysis of Shah and Rani, as well as Moore (Moore (2001); Shah and Rani (2003); Goetz and Jenkins (1999), in regards to the existing political context for community participation.

2.1.8.2 Social Capital, Inclusion and Exclusion

The challenge of working with entrenched cultural and economic factors, such as gender or various levels of inequality was highlighted in a study by Jose Molinas which brought together information and an econometric analysis of the key factors underpinning effective forms of community participation or “collective action” based on a survey of 104 peasant cooperative institutions in Paraguay (Molinas, 1998). The most important results of this analysis were the determination that the level of cooperation was not necessarily directly correlated with either the nature of inequality of endowments within the community or the level of external assistance. Instead, the study found that cooperation increased related to the level of women’s participation and social capital.

Molinas (1998) pointed out that even with this research; there were significant questions for understanding the relationship between the nature of community social relations and the relative effectiveness of community participation mechanisms. Molinas’ research noted the importance of understanding how and to what extent does intra-community inequality affect cooperation, the ways in which gender composition of a group makes a difference in the prospects for cooperation (Molina, 1998).

2.1.8.3. Direct Provision of Services

Direct provision of services through communities is a common practice, both for reasons of state failure and pressing, immediate needs. Silkin, (1999) maintains that in WaterAid’s work with communities around Hitosa in Ethiopia illustrates some of the benefits from community developed and managed provision, linked with public

sector resources (Silkin, 1999). The program involves thirty-one communities that worked together to operate and maintain 122 tap stands and 140 km of pipeline. Each community provided two representatives for the area Water Management Board, which oversaw the Water Administration Office that had over 70 employees. Assessments noted that all continuing costs were covered by a community water tariff (Silkin, 1999).

The review noted that among the key elements in making for effective action were a severe water problem and high community motivation, as well as the design of solutions appropriate to community resources. Equally important, there was a public policy environment that encouraged and enabled community management.

2.1.8.4. External NGO Supported Community Initiatives

Saldana maintains that one of the ways in which community participation may be supported is through the relationship between more formal Non-Governmental Organizations and local community based-organizations, which was the case in Hitosa. In Cairo, a relatively marginalized group of Coptic Christians, the Zabbaleen have developed a way of livelihoods through collecting relatively high-value waste from middle - and high-income communities. Many of the Zabbaleens reside in poor settlements such as the “Mokattam Garbage Village” on the edge of Cairo. In this settlement, up to 50,000 people live and process waste in often unsanitary and hazardous conditions (Saldana, 2006).

Several outside organizations, more formal and financially resourced NGOs, have developed mechanisms to support the waste removal and recycling programs carried out by different groups among the Zabbaleen. One example was the Zabbaleen Environment and Development Program (ZEDP) which external assessors found had made significant improvements in the settlement. A review noted that the health and environmental benefits initiated in the ZEDP have had wider effects in greater Cairo. The Route Extension Project, funded by the NGO, Oxfam, brought 8,000 more homes into the Zabbaleen collection system, helped to create a much cleaner city overall. Recycling programs born of ZEDP have significantly reduced the environmental burden of waste disposal. Recycling activities and projects created a diversified urban economy and additional income (Saldana, 2006).

2.1.8.5. Participation in Management of Services

Mozumder and Halim, (2006) evaluated the effectiveness of a participatory institutional development mechanism related to improved primary education in Bangladesh. Their overall conclusion was that, with some recognized difficulties or shortcomings, the two key factors for the participatory process, school catchment area mapping and school planning, were generally successful in reaching improved primary school enrollment, higher retention, reduced dropout and overall better learning. These participatory school management approaches utilized social capital by involving communities to attain better learning achievement (Mozumder and Halim, 2006).

The Intensive District Approach to Education for All (IDEAL) project was assessed to have had a significant impact on primary schooling in Bangladesh by introducing a participatory institutional development approach. IDEAL is a national collaborative project implemented by the government of Bangladesh with technical, financial and material support mainly from UNICEF to improve the quality of primary education. Specifically, the IDEAL project is designed to attract more children to primary schools, and retain them until they end the five-year schooling cycle, through an effective and joyful learning experience (UNICEF, 2001). The IDEAL project introduced school catchment area mapping and school planning to enroll 6–10-years old children into school, retain them until they complete a five-year education cycle, and to ensure their learning achievement. Both mapping and planning institutionalize community participation in attaining higher enrollment, regular attendance, and effective school management (Commins, 2007).

2.1.9. The International Development Strategies for Local Community Participation

The Strategy adopted by the General Assembly in 1970's has the following major statement; "Governments designate the 1970's as the Second United Nations Development Decade and pledged themselves, individually and collectively. Also to pursue policies designed to create a more just and rational world economic and social order in which equality of opportunities should be as much a prerogative of nations as of individuals within a nation (Dell, 2005)". In defining this statement of the above declaration as far as individuals within a nation are concerned, the strategy places in the forefront of national objectives, along with the promotion of the higher growth rates a more equitable distribution of income and wealth (Dell, 2005).

Moreover, “Qualitative and structural changes in the society must go hand in hand with rapid economic growth, and existing disparities-regional, sectoral, and social should be substantially reduced”. To this end, the Strategy calls for measures to reduce unemployment and underemployment. To improve the quality of education, to raise general level of health and sanitation, to improve level of nutrition, to expand and improve housing facilities especially for low- income groups, to foster a well being of children and participation of youth, and to integrate women fully in development effort (IMF, 2002). Therefore, development and well-being of people take place whenever a process of participation involve all groups such as women, poor people, rural societies as they get chance to express their needs and demands.

2.1.10. A Decentralised Local Body

This is a local body authority which represents central government at local level and acts as a coordinator between the citizens and central government leaders. In any democratic and accountable local body, it should have the following criteria; its own budget, separate legal existence, authority to allocate substantial resources, financial resources and resources of revenues (Riel and Willium, 2005). Its own budget, normally a decentralised local body should have balanced estimates of revenue and expenditure. This means that it should be free to collect and have mandatory authority to spend the collected revenues so as to meet the yearly planned goals. It has a separate bank account with the checkbook held by an employee of the local authority and not a central civil servant.

A separate legal existence, local body should have corporate status, often with a common seal. Have the power to sue and be sued whenever one breaks the laws.

Power to hold land and property as its own and it should not use and depend on central government's property for its survival. Authority to allocate substantial resources, it should have a quantity of finance handled which will be used in planning budgets. It should have enough number of qualified numbers of staffs and employed to conduct a daily activity and should not come from other public ministry. Power to decide over expenditure is very important on what should be at what time according to available and existing funds. It should have also power to vary revenue whenever the need of so doing happens. Decision over staff appointments, promotion and disciplines needed to make democratic and sustainable local authority (Riel and Willium, 2005).

Financial resources are important in local authority. These are the sources in which revenues generated. The quantity of money allocated by the local authority, and a degree of local influence in allocating it, are vital elements in the decentralisation. It has been argued that local autonomy does not have to mean financial autonomy and that a healthy system of local government and mostly financed from the central government. Normally every local authority in the world has its own sources of incomes. In most developing world including Tanzania the major sources of finance of local authorities are; own revenues, general grants, assigned revenues where the council possesses a wide discretion to vary the rate of tax collected. It is a revenues which collected directly by local authority for its expenditure. General grants which are given without any direction as to how they must be spent. Such grants are often calculated mathematically taking into account the relative wealth or poverty of each local area and its needs for local government services (Peters and Waterman, 1980).

2.2 Empirical Literature Review

Essential to the well-being of all people are the effective delivery of basic services such as health, education, water and sanitation. Accessible, quality services contribute to the achievement of the Millennium Development Goals (UN, 2000 and UN, 2005) and to the achievement of human rights. Yet, widespread evidence shows (World Bank, 2003) that services are failing poor people in a large number of countries with negative impacts on human development outcomes. In addressing the failure of services, one key point is that the failure of services is not just technical, it is the result of the lack of accountability of public, private and non-profit organizations to poor people.

2.2.1 Studies Conducted in Developed Countries

2.2.1.1 Australia

Aulich (2009) in his work entitled “From Citizen Participation to Participatory Governance in Australian Local Government, Commonwealth Journal of Local Governance Issues2: January 2009 University of Canberra, Australia made the following conclusion for there to be real benefits from citizen engagement, consultation about public policy needs to move beyond the piecemeal and haphazard process which is evident in Australia today (Curtain 2003). At state and local government levels, in contrast with their federal counterpart, there is considerable evidence of a willingness to engage with citizens rather than merely consult people as users of public services or ‘customers’. However, while most states and many local governments have developed policies or protocols to facilitate this higher level of consultation, as well as signalling to their communities that such consultations are valued, there are few examples where effective engagement has been established and

accepted as a citizen's right. The concept of engagement appears to be valued, perhaps even seen as necessary, but in few instances has the practice yet been accepted as a fundamental right of communities to enable them to assume a formal place in governance (Aulich, 2009).

2.2.1.2 Ireland

Meldon et al., (2001) in their work entitled "Local Government, Local Development and Citizen Participation: Lessons from Ireland", concluded that the development of new structures to enhance citizen participation in local government and to aid the integration of local development systems has to be accompanied by new and innovative measures to improve the delivery of local services. In order to improve the delivery, a number of local authorities have embarked on a decentralisation programme to bring services, which require direct contact between citizens and staff closer to citizens. For example in Donegal, six new council offices are planned with three already built. In the case of Donegal, the new offices will be staffed by the appropriate personnel actually dealing with the service involved – such as planning, motor tax, waste collection, connection to water services, etc. It is envisaged that staff working at local level will be delegated to take decisions in respect of certain functions (Meldon *et al*, 2001).

2.2.1.3 USA

Sutton (2005), in his study on "Local Citizen Participation: Case Study of a Community Development Board University of South Florida" insisted that having clear and strong citizen involvement has improved many projects throughout the United States. One of the key aspects is to overcome citizen apathy and disinterest by

“crafting lively and engaging participation programs”. While participation can add time and cost at the beginning, the upfront investment can pay off. Citizens who are actively involved usually end up being more supportive of the outcome (Sutton, 2005).

2.2.1.4 Sweden

The United Nations Development Program, (2000) conducted study on “Responding to Citizens’ Needs: Local Governance and Social Services for All” The Department for Economic and Social Affairs and the United Nations Development Programme in Stockholm, Sweden, and came out with the conclusion that the involvement of citizens, stakeholders, and programme beneficiaries in the implementation of programmes represent a significant breakthrough in terms of responsiveness and citizen participation in the activities of government. As individual citizens, and the groups and organizations in which they participate, have become more attuned to local issues, there has been a growing recognition that simple involvement in programmatic activity and decision-making does not produce meaningful participation. In many instances, key decisions made early in the planning and initiation of programmes serve to limit significantly the options of those who will be involved in the implementing of them—and for the recipients of the public services as well. This has given rise to an increasing realization of the importance of participatory planning and the need for citizens who wish to influence the programmes in which they will be involved to become a part of planning activities at the earliest possible stage (UNDP, 2000).

There are many advantages to early citizen involvement. It provides citizens with the opportunity to participate in governance processes and develop their own capacity to influence them. It also enables them to help shape programmes that will impact upon them. Such arrangements create the pre-conditions necessary for establishing productive partnerships between local communities and local governance (UNDP, 2000).

2.2.2 Studies Conducted in Developing Countries

2.2.2.1 Malaysia

Mohammed *et al.*, (2010) in their study “Citizens’ Attitude towards Local Government and Citizen’s Participation in Local Government, Journal of American Science” concluded that there is linear relationship between level of participation and citizen attitude. It can be concluded that, if citizen attitude toward local government is positive, it is more likely that citizens are willing to participate in council affairs. Also, according to literature and other researches, attitude is one of the most important and effective factors for participation in local government, which play a significant role in encouraging citizens to participate (Mohammed *et al.*, (2010).

Therefore the result of this study indicated main recommendation, that is; focus on measures which are believed to improve citizen attitudes to local government. The findings of this study have an implication on understanding the role of attitude in participation in local government. It is suggested that the good performance of local government make a positive attitude toward local government among citizens or local people. Consequently local government can receive a support from local communities. As, local government is important to citizens in daily lives, positive

attitude toward local government can encourage them to engage in council issues. However the creation of such attitude toward local government in Iran has always been challenged, because, people would rather consider local government as a governmental organ than public and non-governmental organ, level of public knowledge about the functions of local government, and lack of efficient and expertise among councillors (Mohammed *et al.*, (2010).

2.2.3 Studies Conducted in Africa

2.2.3.1 South Africa

A notable contribution is an article by Nyalunga, (2006), ‘An enabling Environment for Public Participation in Local Government’, which provides a practical overview of the key issues involved in political and social aspects. That is participation in South Africa remains largely at the level of electing political leaders and progress has not been made to ensure public participation in decision making. The lack of citizen participation in the affairs of local government, if not taken seriously, could negate and compromise our progressive democracy. Public participation will not happen by itself, as Kambuya Kabemba (2004) puts it, citizen participation will not happen by exhortation and noble talks. It will require struggle. It needs people who have a passionate conviction and commitment and are prepared to sweat. Effective participation also requires that municipalities be thoroughly capacitated and have to have the will to promote citizen participation. The government should ensure that all the conducive legislative frameworks are properly implemented and mechanisms should be established to monitor all participatory processes (Nyalunga, 2006).

Feedback is also important. Use of media to disseminate information is also important. The government should put in place a detailed plan to facilitate periodic consultation and feedback. Report back should be made a norm and be regular through community for a, ward committees and other participatory structures. It is also important that municipalities urgently attend to what is perceived to be the lack of service delivery. If delivery issues are properly addressed, this will in turn entice people, most especially the poor to actively participate in the affairs of the government. For public participation to be sustainable, it requires partnerships between government and civil society (Nyalunga, 2006).

2.2.3.2 Uganda

Birungi, H. et al., (2000), conducted a study on “Local Governance and Service Delivery in Uganda” at Makerere University and concluded that much of the recent literature on decentralization of decision making suggest that significant benefits accrue when decision making is brought closer to those most affected by decisions. As a popular strategy for remedying problems of governance, the benefits of decentralization in broad terms include greater responsiveness to citizens, improved decision making based on more accurate information and better knowledge of local conditions, and improved efficiency in service delivery - especially when the provision of services is transferred to the private sector (Birungi et al., (2000).

2.2.3.3 Botswana

Sharma (2010), in his study “Role of local government in Botswana for effective service delivery: Challenges, prospects and lessons”, Commonwealth Journal of Local Governance Issue 6: July 2010. University of Botswana, Gaborone, Botswana

concluded that Botswana's experience offers some important lessons. Creation of an enabling environment of democracy, peace and the rule of law is a prerequisite for decentralization and strengthening of local government. If decentralization is to be meaningful and to promote effective participation of people in local level governance, it has to be taken to the grass-roots in the villages instead of stopping at the district level. Decentralization has also to be taken to the people and their political representatives rather than being limited to bureaucrats in the local level organizations.

Local political leadership and grass roots organizations such as Village Development Committees (VDCs) therefore need to be strengthened alongside the elected councils. Vertical and horizontal communication and coordination have to be improved to strengthen bottom-up planning and integration of local plans in to the national development plan. The people need and deserve accountable, responsible, responsive, sensitive, productive administration at the local level. The political and bureaucratic leadership at the national and local levels have to demonstrate their commitment to take up this challenge to ensure that the people get that sort of administration Sharma (2010).

2.2.3.4 Kenya

World Vision, (2011) conducted a research on "The Impact of Public Sector Reforms on Service Delivery" and concluded that one of the biggest challenges facing public service reforms is how to involve the citizens in formulation and implementation of the reform strategies at all levels. Public institutions need to take deliberate steps to ensure that organized civil society groups, CBOs and other community forums are

engaged in the formulation and implementation of public sector reform strategies. Government should embrace a new culture of participation, accountability and transparency. To achieve this, public officers need to be sensitized on the benefits of involving the general public in policy formulation. A case in point was the situation where one of the government departments the registration of a community advocacy group on the grounds that such bodies would ‘disturb the running of the government’ (World Vision, 2011).

The Government should also establish mechanisms for enhanced participation of the private sector and CSOs in public policy formulation and decision-making in order to improve democracy accountability, efficiency, equity, effectiveness and sustainability in the provision of social services both at the local level and countrywide. This can be achieved through the recognition of the private sector organizations and the civil society group. These institutions can play an important link between the private sector, communities and the state (World Vision, 2011).

2.2.4 Studies Conducted in Tanzania

Meda and Koshuma, (2011) conducted study on “Creating Space for Child Participation in Local Governance in Tanzania: Save the Children and Children’s Councils- Dar es Salaam”. They found out that efforts to promote child participation and its acceptance by the community need to be intensified to deal with the numerous barriers associated to children. They pointed out that mechanisms to accommodate child participation at local level need to be created. While Children’s Councils (CCs) are forums whereby children can voice their opinions, often these opinions are not sought by officials. Their study shows that cases where the voices of children’s

councils have been heard depended on the discretion of individual officials. The benefits of child participation require that the participation of children not to be left at the discretion of officials but be institutionalize at Local Level (Meda and Koshuma, (2011).

Also, Fjeldstad *et al.*, (2010) conducted a study on Planning in Local Government Authorities in Tanzania: Bottom-up Meets Top-down-Dar es Salaam. They found out that despite the good intentions of O&OD, the evidence from LGAs indicates that the methodology does not work as documented. Interactions and consultations between local communities and the council management team are limited, bottom-up community plans are commonly seen as wish lists by councils, and local priorities are in practice set by the central government. Nevertheless, the planning framework allows for local politicians and bureaucrats to influence the location of public projects towards communities of their choice, which may promote geographical equity in service provision as well as political interests (Fjeldstad *et al.*, 2010).

Moreover, the limited implementation of O&OD has consequently reduced the powers of communities to influence resource allocation in their local areas. The bulk of funds that LGAs receive and spend are fiscal transfers from the central government, most of which is earmarked for specific purposes. Even the Local Government Capital Development Grant (LGCDG), which was specifically designed to provide non-earmarked development funding, is largely spent on projects prioritised by the central government. This is reflected in the consolidated LGA plans which, almost uniformly across the country, reflect central government priorities (Fjeldstad *et al.*, 2010).

Again, Cooksey, & Kikula, (2005) conducted a study on “When bottom-up meets top-down: The limits of local participation in local government planning in Tanzania. REPOA Special Paper 17. Dar es Salaam: Mkuki na Nyota Publishers” concluded that while the objectives of participatory planning as embodied in Opportunities and Obstacles to Development (O&OD) may be laudable, the study found little evidence that the methodology has provided a basis for community participation in planning and budgeting (Cooksey, & Kikula, 2005).

In theory, the O&OD approach is supposed to underpin bottom-up planning by LGAs but in reality the rule of the game is still top-down. From a practical policy perspective this may make sense. They maintain that given the current (Cooksey and Kikula, 2005) low level of development at community level in Tanzania, and the general lack of basic economic and social services such education, health, water and roads, a strong role for the central government in local government planning and implementation may be required to achieve adequate provision of services to all communities. The absence of central government intervention may lead to high inequalities across communities in the provision of basic services, as well as the spreading of resources thinly across many local projects that produce limited social and economic gains. This reality ought to be reflected in planning frameworks. Otherwise the credibility of community participation in planning may be undermined (Cooksey and Kikula, 2005).

Massoi and Norman (2009) conducted a study on Decentralisation by devolution in Tanzania: Reflections on community involvement in the planning process in Kizota Ward in Dodoma- Kizota ward in Dodoma. They found out that, currently the

contribution of D-by-D in planning process at the grassroots level is minimal and ineffective in *mitaa* of Kizota ward within Dodoma Municipality. The failure resulted from inability of the council to involve the community in planning process that would include their respective priorities. Moreover, the study revealed that there has been poor utilization of human resource at the grassroots level because the council failed to engage *mitaa* residents in productive ways. Also, council plans were in all cases prioritized over *mitaa* plans, hence leaving most of the *mitaa* socio-economic problems unsolved. Hence, there is a need to institute community involvement in planning process as they would lead to an increased ownership of projects, accountability, sustainability, effectiveness and efficiency of the process (Massoi and Norman, 2009).

Despite the fact that D by D among other things calls for community involvement in deciding matters affecting their livelihoods including planning and setting their priorities, the study noted numerous gaps as the *mitaa* residents were not involved in the planning process; rather they were involved in the implementation of the centrally made plans that did not include their priorities and as a result, efficiency in implementation becomes minimum. Moreover, utilization of the human resources available and their competence was also noted to be insignificant (Massoi and Norman, 2009).

Massoi and Norman work concurs to a great extent with TREECARE (2005) work on “Community Involvement in Local Government Plans” conducted in Makete and ludewa in Iringa region where it was found that community involvement was being

hindered by irresponsiveness of the councils in creating an enabling environment for the local community participation in development planning (TREECARE, 2005).

Chaligha, (2008) in his study on “Local autonomy and participation in Tanzania: From local government reform perspective” conducted on Ilala Municipal Council, Mwanza City Council, Iringa District Council, Bagamoyo District Council, Kilosa District Council and Moshi District Council concluded that the current local government reform on the study areas have not yet worked well enough to promote local autonomy at the grassroots level. He pointed out that for most of the case councils, participation beyond the village level has not been well established to give all citizens full participation in the local matters that affect them. There is still a lack of a clear mechanism for accountability of local government bureaucrats to their councils. The participation and representation of the local of the citizens in policy formulation and implementation at the community level i.e. the hamlet, neighborhood, village, ward and district levels, a lack of appropriate mechanisms to enhance their voice appears to be the main constrains Many of the community complaints noted on his study are lack of participation in policy formulation and implementation (Chaligha, 2008).

2.3. Conceptual Framework

Despite the notion that decentralization is a new trend in governance, local government itself is not a new idea. In fact many, if not all, societies in Africa, Asia and Latin, America have, at one time or another in their history, possessed strong traditions of local and regional governance through tribal or community self-help

traditions (Blaser et al., 2003:58). Decentralization is a process that involves both risks and opportunities.

A decentralization programme is not implemented in a cultural vacuum. Rather, it must take into consideration the existing context of beliefs and attitudes of society to such issues as authority, the role of government, the role of the citizens, the role of the elites, the role of civil society (such as it exists), the role of traditional leaders, the role of the poor, the role of women just to mention a few; these factors are specific to each country setting and may well differ regionally within a country itself (Blaser *et al.*, 2003:59). Therefore, this reinforces the conclusion that decentralization should not be applied similarly from country to country, but must be tailored to the country, or even local, circumstances.

Scholars have conceptualized decentralization but the leading paradigm in the decentralization discourse looks at the concept within an administrative and political context. Although perceptions of decentralization vary, it is commonly viewed as the transfer of legal and political authority from the central government and its agencies to the field organizations and institutions. Therefore, this transfer should include the authority to plan, make decisions and manage public affairs by agencies other than the central government (Ng'ethe, 1998:5).

Given its deliberate design, approach and mandate, Local Government Reform Programme (LGRP) is neither required nor expected to deliver the basic service delivery directly to the people e.g. agriculture, education, health, roads etc but it is a technical facilitative institution (including capacity development) that enables other

Government institutions, civic groups, private sector and indeed LGAs themselves to deliver these and other services necessary for the people to improve their well-being and that of the nation (Ngware, 2005).

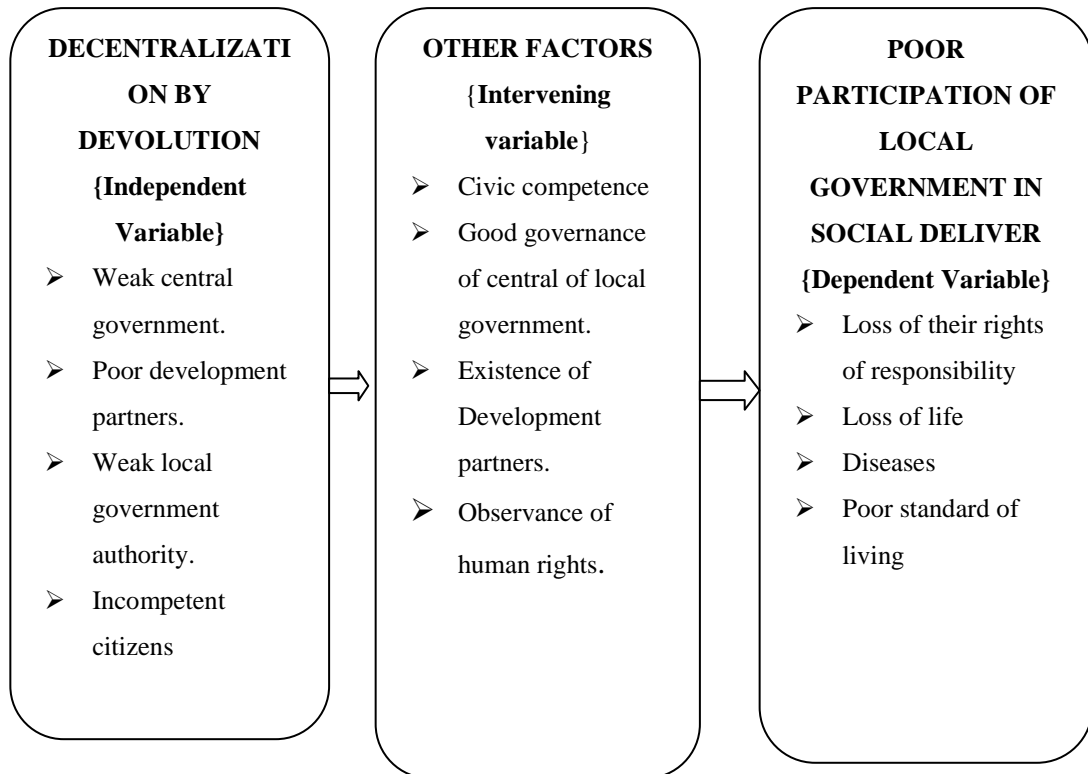
One of the pertinent objectives of LGRP is to facilitate LGAs to enable them deliver sufficient, reliable, predictable and quality service delivery to the majority of the citizens in the country. This is not only strategically important for LGRP but the main reason for the Government to devolve power, authority and responsibilities to LGAs and below. Deliberately and rightly so, the focus of this context is on the proper social services delivering in planning and implementations through local community participation on them. It is worth emphasizing that these are the sectors which the Central Government, Development Partners, LGAs and the people themselves are working hard to improve in order to attain a better welfare and quality of life of the people (Ngware, 2005).

Civic competence is continuously being enhanced by LGRP through various education and training programmes, including grassroots level for leaders and technical staff both at district/municipal and subdistrict/ municipal levels. This has contributed to making citizens more aware of their rights and responsibilities for their own development and that of the nation. There is steadily emerging and convincing evidence from some parts of the country that people are now moving from supply to demand level of governance. They are increasingly becoming vocal and demanding accountability and transparency from their leaders and technical staff. They are increasingly moving from mere passive recipients of orders and commands from

Government, Donors and LGAs to being active partners who demand to have a voice in their own destiny (Ngware, 2005).

Conceptual Framework of the Study

Figure 2.1: Conceptual Framework of the Study



Source: Documentary Review, 2012

Service delivery failures result when any of these relationships break down. For instance, service failures may occur when citizens are unable to influence public action through the long route of accountability, when there is non-payment of salaries to service providers or when there are difficulties in implementing services, such as poorly trained or absent teachers, part of the short route of accountability.

This study intends to look into the manner in which community is involved in and identify their implications in social services delivering in Dodoma Municipality.

2.4 Critical Review of the Literature

Having pass through various literature, it has been found that many researchers have pointed out on how the local community provides social services to the local community in different countries but there are few information/recommendations on how this these governments incorporate participation of local community in social services delivery. Indeed, in Tanzania and specifically in Dodoma region limited studies concerning participation of local community on social services delivery have been conducted.

A study by Fjeldstad *et al.*, (2010) in Planning in Local Government Authorities in Tanzania: Bottom-up Meets Top-down-Dar es Salaam. They found out that despite the good intentions of O&OD, the evidence from LGAs indicates that the methodology does not work as documented. Interactions and consultations between local communities and the council management team are limited, bottom-up community plans are commonly seen as wish lists by councils, and local priorities are in practice set by the central government. Nevertheless, the planning framework allows for local politicians and bureaucrats to influence the location of public projects towards communities of their choice, which may promote geographical equity in service provision as well as political interests. But their study concentrates much on fiscal autonomy rather than perspectives on how the local communities can participate on social services delivery on their areas.

World Vision, (2011) conducted a research on “The Impact of Public Sector Reforms on Service Delivery” in Kenya. It discussed one of the biggest challenges facing public service reforms is how to involve the citizens in formulation and implementation of the reform strategies at all levels. He suggested that public institutions need to take deliberate steps to ensure that organized civil society groups and other community forums are engaged in the formulation and implementation of public sector reform strategies. This study does not say a word on how challenges facing participation on the local community on the respective areas.

Meda and Koshuma, (2011) in their study “Creating Space for Child Participation in Local Governance in Tanzania: Save the Children and Children’s Councils- Dar es Salaam”. They argue that efforts to promote child participation and its acceptance by the community need to be intensified to deal with the numerous barriers associated to children. They pointed out that mechanisms to accommodate child participation at local level need to be created. While Children’s Councils (CCs) are forums whereby children can voice their opinions, often these opinions are not sought by officials. Their study show that cases where the voices of children’s councils have been heard depended on the discretion of individual officials. The benefits of child participation require that the participation of children not to be left at the discretion of officials but be institutionalize at Local Level. But this is basing on the children only rather than the whole family.

The participation of the local of the citizen’s participation in policy formulation and implementation concerning social services delivery at the community level is of paramount importance. There should be intensive mechanisms of enabling local

community participation at all levels of local government for the proper operationalization of social service delivery.

Lastly, the cited literatures did not point out challenges that are faced by the local community participation in social services delivery in the context of Tanzania situation so as to ensure its smooth implementation.

2.5 Relevance of the Literature

The study conducted by Cooksey, & Kikula, (2005) in “When bottom-up meets top-down: The limits of local participation in local government planning in Tanzania. REPOA Special Paper 17. Dar es Salaam: They maintain that given the current (Cooksey and Kikula, 2005) low level of development at community level in Tanzania, and the general lack of basic economic and social services such education, health, water and roads, a strong role for the central government in local government planning and implementation may be required to achieve adequate provision of services to all communities.

Moreover, the absence of central government intervention may lead to high inequalities across communities in the provision of basic services, as well as the spreading of resources thinly across many local projects that produce limited social and economic gains. This reality ought to be reflected in planning frameworks. Otherwise the credibility of community participation in planning may be undermined (Cooksey and Kikula, 2005). This study has been useful to this research because the researcher has been in a position to do some comparison on the planning framework

and the credibility of community participation in planning about social services delivering.

Massoi and Norman (2009) in their study “Decentralisation by devolution in Tanzania: Reflections on community involvement in the planning process in Kizota Ward in Dodoma- Kizota ward in Dodoma” observed that, currently the contribution of D-by-D in planning process at the grassroots level is minimal and ineffective in *mitaa* of Kizota ward within Dodoma Municipality. The failure resulted from inability of the council to involve the community in planning process that would include their respective priorities. Moreover, the study revealed that there has been poor utilization of human resource at the grassroots level because the council failed to engage *mitaa* residents in productive ways. Also, council plans were in all cases prioritized over *mitaa* plans, hence leaving most of the *mitaa* socio-economic problems unsolved. Hence, there is a need to institute community involvement in planning process as they would lead to an increased ownership of projects, accountability, sustainability, effectiveness and efficiency of the process. This study is useful or relevant to Tanzania because such type of study helps to understand what factors affects participation of the local community in social service delivery through planning, it helps to understand which strategies could be taken to improve given chance to participate in planning social services delivery in Tanzania.

A study by Sharma (2010) is useful to Tanzania and Africa in general because such type of study pointed out that if decentralization is to be meaningful and to promote effective participation of people in local level governance, it has to be taken to the grass-roots in the villages instead of stopping at the district level. Decentralization has

also to be taken to the people and their political representatives rather than being limited to bureaucrats in the local level organizations. Moreover, the study is relevant because one of its objectives was to explore challenges faced by local community participation in social service planning is the nature of bureaucratic found in the respective area.

The information and experience from social service delivery through the local community participation system of different developed countries such as U.S.A , Australia and South Africa have thrown light and widened the knowledge of the researcher on how the system is operationalized in those countries especially that of USA which seems to be old enough and have passed through a number of phases, therefore these various literature has been useful to the researcher and enabled her to come up with good recommendations on how best local community participation in social service delivery policies could be implemented in Tanzanian Public Service specifically at PMO-RALG.

2.6 Summary

The chapter made a critical review of the literature concerning the main theories, perspectives, linkages and conceptual framework for the participation of the local community in planning and delivery social services through Decentralization by Devolution in Dodoma Municipality in Dodoma region, Tanzania, Africa and worldwide. In addition, it established the knowledge gap and the empirical literature that led to several lessons on how the local the local community can participate in planning and delivering social services through Decentralization by Devolution. There is need for the government, NGOs and individuals figures to sit together so as

to come out outstanding solution for poor provision of social services through
Decentralization by Devolution in Tanzania and particularly in Dodoma Municipality.

CHAPTER THREE

RESEARCH METHODOLOGY

3.0 Introduction

This study sought to describe in detail, the impact of local community participation in social service delivery in the local government. The study used both quantitative and qualitative approach where by structured interview was employed through the use of researcher administered guides. The researcher preferred to use these approaches because they explore issues in depth, getting beneath the surface, opinion to understand motives, desires and fears of respondents. These approaches helped the respondents to have enough time to think about the issues and be able to talk in their own terms about issues of importance to them. Other methods which the study intended to use are documents analysis and questionnaires.

3.1 Study Area

The area which the study was conducted is Dodoma Municipality. This is the capital of the United Republic of Tanzania and the substantive city of the union parliamentary. It is one of the six administrative districts that make Dodoma region. In Dodoma urban, the population (as the census of 2002) was estimated to be 324,347, those female were 166,878 and male were 157, 467 (URT, 2002). Dodoma Municipality is chosen among others as the case study because it is the capital city of Tanzania, as well as the head quarter of the Tanzania's local Government Authority. The selection also considered the time and financial limit of the research study and researcher.

3.2 Study Population

According to Babbie (1994), population is that aggregate of elements from which the sample is actually taken. Target population refers to the total number of subjects or the total environment of interest to the researcher (Kothari, 2004). This study was conducted among the central authority leaders, Ministry of Local Government Officials, scholars and academicians, general public, political leaders and others citizens randomly in Dodoma Municipality. The selection was sampled from each phase of the implementation of LGRP. Directors, Head of Departments, and key Officers were interviewed by way of semi-structured questions to tap their experience and opinion on the topic. Local government director, Municipal officers, Mitaa executive officers, local people/residents and public mass from different departments from the total number of the intended respondents in council were involved in Focus Group Discussion. Questionnaires were distributed to other staff also to tap their experience and opinion on the topic. The sample population was purposely selected because it represents the general population.

3.3 Research Design

In general, a research design is a plan that shows how a researcher intends to fulfil the goal of a proposed study (Nachmias, D and Nachmias, C 1976). Moreover, Kothari (2004) defined research design as the arrangement of conditions for collection and analysis of data in a manner that aims to combine relevance to the research purpose with economy in procedure. This was descriptive study with cross-sectional and non-experimental design assessing the impact of the decentralization with a view to recommend improvement based on practical realities. A cross-sectional was selected over the others because it helps to collect data in more than one case at a single point

in time hence it reduces wastage of time (Chrishnaswami, 2003). This design was employed to examine the role of stakeholders and practitioners in undertaking effective social service delivery performance and hence more impact to the Local government Authority growth.

3.4 Sampling Design

Best and Khan (2006) argue that, a sample is a small proportion of a population selected for observation and analysis, the characteristics of which can enable the researcher to make certain inferences about the population from which the sample will be drawn. Whereas sampling techniques is the process of selecting a suitable sample or a representative part of a population for the purpose of determining parameters or characteristic of the whole population (Kombo and Tromp 2009).

Simple random sampling and purposive sampling were employed to select the enumeration areas and the offices where interviews were conducted. This technique was used because it helps to give a good mixture of areas to be studied and hence it reduces biasness (Chrishnaswami, 2003). Because of the limited time, few related offices were selected. Therefore, random selection of the study population was done until the sample size is exhausted.

3.4.1 Sampling and Sampling Techniques

Orodho and Kombo (2002) cited by Kombo and Tromp (2009) defined a sample as a finite part of a statistical population whose properties are studied to gain information about the whole. Whereas sampling techniques is the process of selecting a suitable

sample or a representative part of a population for the purpose of determining parameters or characteristic of the whole population (Kombo and Tromp 2009).

4.4.1.1 Simple Random Sampling

According to Sekaran (2003), simple random sampling is a way of selecting subjects in which every element in the population has an equal chance of being chosen. The researcher employed random sampling in selection civil servants, citizens and others. Random sampling was used as it ensured the law of statistical regularity which states that if on an average the sample chosen is a random one, the sample would have the same composition and characteristics as the universe. This is the reason why random sampling is considered as the best technique of selecting a representative sample. In this research random sampling was employed when selecting respondents from provinces covered by the project.

4.4.1.2 Purposive Sampling

Kothari (2004) points out that purposive sampling is a deliberate selection of particular units of the universe for constituting a sample that represents the universe. Purposive sampling was employed by the researcher in collecting information from Local government directors, Municipal officers, Mitaa executive officers and other key officers from different departments from the total number of the intended respondents in the Dodoma Municipality.

In the purposive sampling a snowball or chain sampling was preferred for the study, i.e. beginning the study by using a few selected people and then gradually increase the sample size as new contacts were obtained. Following this process, the study was

able to source a total of only one hundred (100) respondents due to budgetary and time constraint. This being a qualitative study, 100 respondents were enough ostensibly because they came from various units of analysis (Local government directors, Municipal officers, Mitaa executive officers and other key officers from different departments).

3.4.2 Sample Size

Sample size as defined by Kothari (2009) refers to the number of items to be selected from the universe to constitute a sample. Kothari (ibid) argues that in deciding the sample size, costs to dictate the size of sample that we can draw.

Table 3.1 Distribution of Respondents

Variables	Number
Local Government Director	1
Mitaa Executive Officers	20
Municipality Staffs	4
Public mass or Residents	75
Total	100

Source: Documentary Review

Therefore according to budgetary and time constraint the researcher selected a sample size of 100 respondents. The distributions of the respondents are shown in the table No.1. Five staff room officers and fifteen public mass from different departments in council were involved in Focus Group Discussion.

3.5 Data Collection Methods

The study use both secondary and primary data. The secondary data were in the form of official documentation as well as literature and research reports specific to the relevant issues of the study. Primary data for the study included both qualitative and quantitative data. Qualitative data were collected using Focus Group Discussion (FGD) and Interview while quantitative data were collected using structured questionnaires.

3.5.1 Focus Group Discussion (FGD) Method

Through focus group discussion, a research assistant was deployed to help in conducting discussions. A researcher, on the other hand, collected the minutes for recording purposes. Also, the researcher primarily evaluated the mode of focus group discussion and gave independent opinions on how the discussion was supposed to be conducted. Prior to that, the assistants were trained and given guidelines and topics for discussions. A very little judgment was allowed for interviewing initiated focus groups to incorporate their views towards participation of the local community planning and delivering of social services through Decentralisation by Devaluation. The purpose of using focus group discussion was to supplement the questionnaire survey. Homogeneity in terms of age, sex of the members and status was highly considered in order to get successful discussions.

3.5.2 Interviews

According to Kothari (2004), interviews involve a set of questions intended to collect information through oral or verbal communication in a face-to-face contact between the researcher and respondents. The interview was face to face although the

researcher prepared the open-ended questions and gave them to the interviewees in advance in order to give them enough time to prepare. The researcher interviewed local citizens and all of them were chosen depending on their work, knowledge on the issues of decentralization of social service delivering through participation of local community and willingness to be interviewed different people were chosen randomly.

3.5.3 Document Review

Best and Kahn (1992) define documentary review as data collection method, which involves deriving information by studying written documents. The document included data from the library, newspaper, booklets, journals, various literature reviews related to this study and other resources related to this study were analyzed. This method helped the researcher to measure the effectiveness of the study.

3.5.4 Questionnaires

Borgardus (1998) as cited in (Rwegoshora, 2006) argues that questionnaire is a list of questions given to a number of people for them to answers. In this study the questionnaires involved giving out 120 questionnaires to randomly selected respondents. The questionnaires comprised questions to help the researcher to determine the perception of the public on the decentralization policy towards realizing its fore set goal of local community participation in social service delivery practices in local authority prospects.

This method was preferred as the researcher believes that it is one of the best methods of data collection because it provides a cheap and fast way of gathering information from a large number of people while avoiding interviewer's bias at the same time.

3.6 Data Processing and Analysis

Data analysis is a process which implies editing, coding, classifying and tabulating collected data (Kothari, 2004). Also, Murimba and Moyo (1995) argued that, data analysis is a systematic process involving working with data, organizing them and dividing them into small manageable parts. The data were coded and seriated based on the communities and the sequence of the interviewees. The data were checked for completeness and accuracy with the interviewer before being kept. The cleaned data were entered in a pre-designed template in the Statistical Package for Social Science (SPSS) software. The entered data were validated with the hard copies to ensure accuracy and consistency in response and also to eliminate data entry errors.

A substantial part of the analysis in this study was based on descriptive analysis. Therefore, the data were analyzed with SPSS using descriptive statistics. Descriptive statistics showed responses in frequencies, percentages and means. Therefore, in this study quantitative variables were summarized using frequencies, percentages and means whereby categorical variables were presented using tables, graphs, and charts. On the other hand, quantitative data were summarized based on the theme related to specific objectives.

3.7. Reliability and Validity of Data

3.7.1 Reliability of Data

Reliability of data refers to the consistency with which repeated measures produce the same results across time and across observers (Patton, 2002). For reliability reasons, the researcher employed triangulation of methods in evidence collection (Kirk and Miller, 1986). The methods that were employed are questionnaire, interviews and

documentary review. Furthermore, in order to make this study results unchanged and reliable in case another researcher conducted the same study using the same research methods and techniques, the questionnaire that were administered to all respondents (i.e. public mass from local community and local and Central government leaders) and interview questions were uniform. With the questionnaires and interview, reliability was attained through pre-testing the two instruments in order to find out if they were well understood.

3.7.2 Validity of Data

Validity of data on the other hand, refers to the extent to which the study accurately reflects or assesses the specific concept one wishes to measure (Campbell & Stanley, 1996). Validity was achieved through collecting data using multiple methods (triangulation of methods) and collecting data from various units of respondents (i.e. public mass from local community and local and Central government leaders).

3.8 Summary

This chapter described the methodology used in collecting the data and information in the field. The descriptive study with cross-sectional and non-experimental design assessing the impact of the decentralization with a view to recommend improvement based on practical realities was used effectively to collect all the necessary information. The interview questions were set in triangulation in order to get correct information from the respondents. A preliminary survey was conducted to improve the research tools and ascertain the validity and reliability of the instruments. The following chapter presents and discusses the findings after analyzing the data.

CHAPTER FOUR

DATA PRESENTATION, ANALYSIS AND DISCUSSION

4.0 Introduction

In this chapter the data presentation and data analysis will be made, and discussion of the findings has been undertaken. The main issue in this study is to explore the implementation of local community participation in planning process of social service delivery at the grassroots level. Although Decentralised planning process requires involvement of stakeholders in process, there have been cases for non-involvement. This study intends to look into the manner in which community is involved and identify their implications.

Arising from the above contentions, this research has investigated three main issues which have formed core objectives, that is “to explore if the local community is given chance to participate in delivering social services, to assess the participation of the local community in delivering social public services to the local government and to examine challenges faced by the local community in participating in delivering social services in Dodoma Municipality”. The study has dealt with 100 respondents in Dodoma Municipality in Dodoma region.

4.1 Characteristics of the Respondents

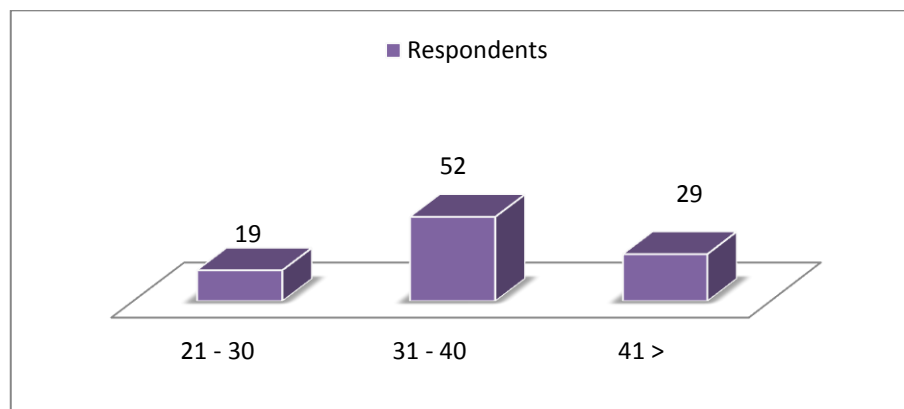
As noted in chapter three, this study involved one hundred (100) respondents comprising of all stakeholders as defined in the sample units (in chapter three). One (1) was local government director, five (5) being heads of departments from local

government, four (4) being key officers from centre and local government, while 90 respondents were non-leader category i.e. public mass or local citizens.

4.1.1 Age of the Respondents

There were three categories of respondents of age-group between 21 and 30, between 31 and 40, and between 41 and above. The total number in the first category of 21 and 30 years were 19 (19%), between 31 and 40 were 52 (52%) and between 41 and above were 29 (29%).

Figure 4.1 Age of the Respondents

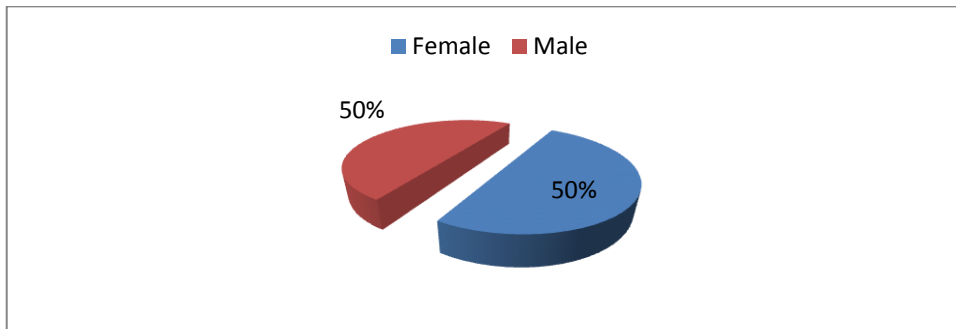


Source: Field data, 2012

4.1.2 Gender of Respondents

The total number of females was 50 (50%) in the sample and the total number of males in the sample was 50 (50%).

Figure 4.2 Gender of the Respondents

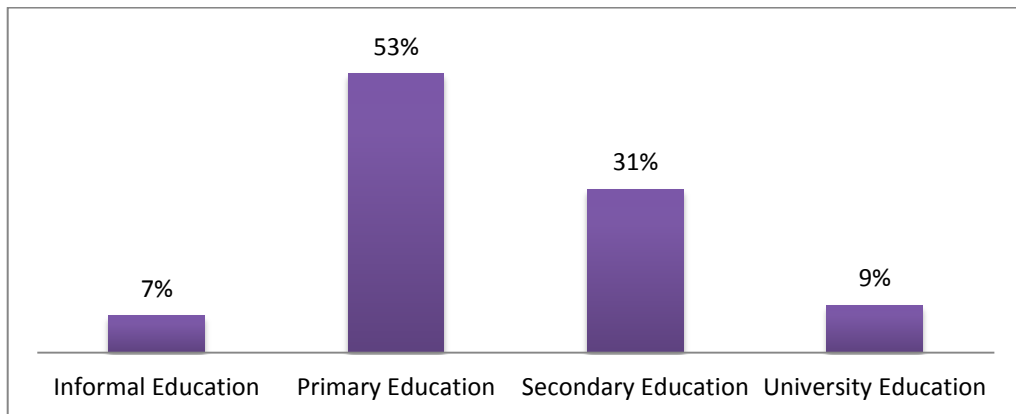


Source: Field data, 2012

4.1.3 Level of Education of the Respondents

According to the level of education, there were four types as informal education, primary school, secondary school and University. Among these there were 7 (7%) informal education, 53 (53%) primary education, 31 (31%) secondary education and lastly 9 (9%) were having university education.

Figure 4.3 The Level of Education of Respondents



Source: Field data, 2012

4.1.4 Marital Status of the Respondents

Respondents were distributed by marital status; these are married, separated, widowed and divorced. Results are presented in table 4.1.

Table 4.1 Marital Status of the Respondents

Marital Status	Frequencies	Percent
Married	75	75%
Divorced	9	9%
Widowed	11	11%
Single	5	5%
Total	100	100%

Source: Field data, 2012

Table 4.1 shows that the majority 75 (75%) of the respondents were married therefore their families welfare depended much good social services delivery through local community participation in planning processes on their residential areas.

The study also showed that 9 (9%) of the respondents are divorced. Not only that but also 11 (11%) of the respondents were widowed, this implies that divorced and widowed women are in a group of respondents that are mostly affected by poor or good provisions of social service delivery. This is because women have responsibilities of taking care of their families in the absence of their husbands. The study findings also showed that 5 (5%) of the respondents were single and therefore have to care of themselves. This group of respondents represented low percentage compared to other groups found in Dodoma Municipality.

4.1.5 Occupation and Responsibility of the Respondents

The respondents were divided between workers in formal institutions and informal workers. The formal workers were 31(31) and the peasant and non-formal workers were 61 (61%) and students of higher learning institutions were 8 (8%).

The selection of both female and male adults on the one hand, and formal workers and the peasants and non-formal workers on other, has reinforced validity and reliability in order to achieve a reasonable level of confidence of the findings. As well, the inclusion of students of higher learning institutions increased the opportunity to capture rationality of the level of knowledge, experience and broad vision of the impact of the local community in the social service delivery in the local government.

4.2 Objective First: The Chance of the Local Community to Participate in Planning and Delivering Social Services

Community involvement at the planning process is essential for successful implementation of the process. Moreover, it matters the level of involvement. At the same time involvement of the officers is much more crucial.

4.2.1 Chance of Local Community to Participate in Planning and Delivering of Social Services.

The study sought to know the chance of local community in participating in social service in the local government. The findings revealed that; 12 (12%) respondents said that they are always involved, 8 (8%) respondents said that they are frequently involved, 25 (25%) respondents said that they are fairly involved, 45 (45%) respondents said that they are rarely involved, 10 (10%) respondents said that they are not involved at all (as indicated in the table 4.2).

Table 4.2 The Chance of the Local Community/Residents in Participating in planning and Social Service Delivery

Variables	Frequencies	Percent
They are always involved	12	12%
They are frequently involved	8	8%
They are fairly involved	10	10%
They are poorly involved	45	45%
They are not involved at all	25	25%
Total	100	100%

Source: Field data, 2012

Findings shown in table 4.2 summarize responses collected through questionnaire on community participation in preparing different strategic plan. Findings revealed that among the 100 respondents, 65 (65%) respondents said that there was no participation in planning process. Residents asserted that the extent of community participation in planning process was inadequate.

4.2.2 Response of Mtaa Executive Officers

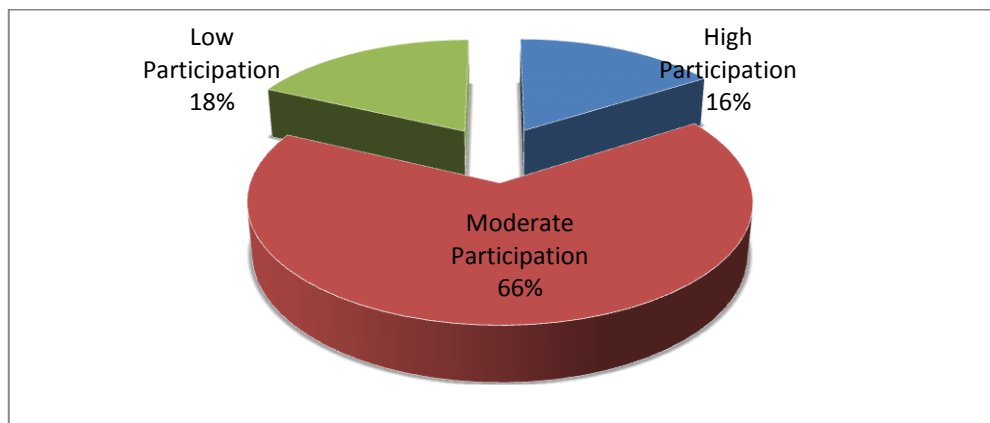
Table 4.3 Mtaa Executive Officers Responses

Variables	Frequencies	Percent
Yes	16	16%
Don't know	4	4%
No	80	80%
Total	100	100%

Source: Field data, 2012

Also, 80% of *Mitaa* Executive Officers had the same view (as indicated in the table 4.3). Moreover, figure 4.4 shows the summary of the findings from the interviewed Municipality staff who indicated that about 66% of them had the view that community involvement in planning process was moderate and it was in most cases made through involving their representatives (councillors). The respondents asserted that direct community involvement was not practicable due to shortage of funds and time constraints.

Figure 4.4 Municipality Officers Responses



Source: Field data, 2012

In addition, findings gathered from *mitaa* minutes for meetings held in the respective *mitaa*, financial contributions for building secondary schools was the dominant agenda at all *mitaa*. Findings tally with findings by Cooksey and Kikula who pointed out that there were numerous problems related to bottom-up planning such as unmotivated and untrained staff, lack of transport facilities and poor communication (REPOA, 2007). Also it pointed out that most of such funds were spent basing on national level and donor prioritizing (REPOA, 2007).

Furthermore, the findings from this study coincide with the study conducted by Chaligha and colleagues (REPOA, 2005). However, these findings are contrary to planning guidelines for village and *mitaa* that are aimed at enhancing bottom-up planning as a way of accommodating communities' identified needs in preparation of Municipality's plans and budgets (URT, 2004).

Although ministries had to some extent decentralized functions and devolved powers to LGAs, Dodoma Municipality failed to decentralize its planning functions to LLGL. The findings revealed that there was insignificant community involvement in planning process at grassroots community. In most case planning was undertaken by few experts who did not include residents' priorities, hence leaving many problems unsolved.

4.3 Objective Second: Local Community Participation in Planning Process and Delivering Social Services

4.3.1 People Involved in Planning Process

The study sought to know if there was participation of the local people in planning and delivering social services in Dodoma Municipality. The results are shown in the table 4.5.

Table 4.4 People Involved in Planning Process

Variables	Frequency	Percent
Yes	20	20%
Don't Know	0	0%
No	80	80%
Total	100	100%

Source: Field data, 2012

According to the study, 80% *mitaa* executive officers argued that there was no participation because there were no detailed *mitaa* plans, 20% of them had views that Economic, Planning and Finance committee was involved in planning process. Generally, findings correspond with the study conducted by Chaligha and colleagues (REPOA, 2005). They revealed that the depth of implementation of bottom-up planning in the studied council differed from one council to another (REPOA, 2005). Also in most cases, it was undertaken by few experts who did not reach people (REPOA, 2005). They considered it to be top-down rather than bottom-up. Findings confirm that community participation in preparing the *mitaa* plans was still minimal. This situation exacerbates poor performance of the local government in social service delivering to the local community.

4.3.2 Human Resource Utilization in the Planning Process

On the aspect of human resource utilization, the findings are showed in the table 4.6.

Table 4.5 Human Resource Utilization in the Planning Process through Training

Variables	Frequency	Percent
Very high involved in training	2	2%
High involved in training	4	4%
Moderate involved in training	3	3%
Poor involved in training	13	13%
Never involved in training	78	78%
Total	100	100%

Source: Field data, 2012

The 78 (78%) respondents revealed that they had never been trained in relation to community participation in planning process, 13 (13%) respondents revealed that they were poorly involved in training, 3 (3%) respondents revealed that they were moderate trained, 4 (4%) respondents revealed that they were high trained, and lastly 2 (2%) respondents revealed that they were very high trained in matters related to community participation in planning process.

On the other hand, all MEOs confirmed that they had attended training twice and were equipped with opportunities and obstacles for development (O & OD) methodology. Results are similar to those from Kikula (2005) as well as Chaligha and colleagues (REPOA, 2005). On the basis of these findings, the study substantiates that there was no training provided to *mitaa* residents on community participation in planning on social service delivery that would afford them an opportunity to be fully involved in planning process. Hence, most *mitaa* residents stayed idle for most of the time, implying poor utilization of human resources.

4.3.3 Mitaa Executive Responses on Achievements Made by Participation the Grassroots Community in Planning Process in Percent

Table 4.6 Results Showed Achievements Made by Participation of the Grassroots Community in Planning Process in Percent

Variables	Frequencies	Percent
Unknown	38	38%
Some of the community problems have been solved	27	27%
Increase in the availability of service, e.g. Secondary education	42	42%
Cultivates good relationship between residents and <i>mitaa</i> residents	21	21%
No any achievement	85	85%
Cleanliness of the <i>mitaa</i>	30	30%
Total	243	243%

Source: Field data 2012.

Note: Total is more than 100 respondents due to multiple responses!

According to table 4.6, 85 (85%) respondents argued that there was no any achievement made as a result of involvement of community in planning process. 38 (38%) of them were unaware of achievements that resulted from community participation in planning. However, 42 (42%) respondents stated that community participation in planning process has lead to an increase in availability of services such as secondary school education. Thus, there are no remarkable achievements related to local community participation in planning process because most of their priorities and problems remained unattended.

The study revealed that there was insignificant community involvement in planning process at the grassroots community. As a result, the respondents saw it as ineffective with no or little realized positive implications to grassroots community. However, respondents argued that implementing local community participation in planning process would lead to an increased in ownership of projects, accountability, sustainability, effectiveness and efficiency in running such projects.

4.3.4 Mitaa Executive Responses on Views on Grassroots Participation in Solving Problems in Percentage

Table 4.7 Respondents Views on Grassroots Participation in Solving Problems in Percentage

Variables	Frequencies	Percent
Unknown	19	19%
Solving residents complaints	41	41%
Realizing development of <i>mitaa</i> (In areas of increasing ownership, accountability, efficiency, improvement and sustainability)	80	80%
Development and the spirit of working together	13	13%
Total	153	153%

Source: Field data 2012

Note: Total is more than 100 respondents due to multiple responses!

According to table 4.8, 80 (80%) respondents had views that community participation in planning process would result in realizing development of the *mitaa*. In relation to it, they pointed out that it would lead to an increase in ownership, accountability, sustainability, improvement, effectiveness and efficiency in running the established projects. Also, under such a situation, projects would be established in accordance to residents' needs and its use will reflect value for money. Moreover, 41 (41%)

respondents argued that participation of *mitaa* residents in planning process would help to solve residents' complaints and problems, hence, contributing to poverty alleviation.

However, 19 (19%) respondents were unaware of possible implications of involving *mitaa* residents. The study corresponds with the findings by Braathen and colleagues (REPOA, 2005). Also, findings from focus group discussion with some municipal staff and Executive officer revealed that most of the respondents claimed that grassroots community participation would lead into community ownership of the project and hence, its sustainability. The study substantiates almost one third of the respondents had views that community involvement at the *mitaa* level would bring about positive implications.

4.4 Objective Third: Challenges Faced by the Local Community in Participating in Delivering Social Services

Challenges faced by the local community in participating in delivery social services were the third specific objective of the study. In this objective findings were obtained through focus group discussion with few (15) key informants among the whole sample of the study. The findings revealed that enhancing local community participation in social service delivery in the local government was hindered by political, social and economic challenges as follow;

4.4.1 Wrong Perception and Assumptions of Councils' Staff

The findings showed that 8 (53.3%) respondents revealed that in the Dodoma Municipality, the council tend to assume that reports used at Council level can be

used at lower levels, when in fact these lower level Governments cannot read and understand those reports.

Table 4.8 Wrong Perception and Assumptions of Councils' Staff

Variables	Frequencies	Percent
Yes	8	53.3%
No	5	33.3%
Don't know	2	13.4%
Total	15	100%

Source: Field data, 2012

Likewise, results showed that there was exaggerated emphasis on the lack of interest by citizens to read and use information. The situation on the ground is, citizens want to be informed. There was an over assumption that the political process which involves the interaction between Councillors and Council management on one hand, and Councillors and citizens on the other, would enhance transparency. But this is not the case in practice because the interactions with citizens are limited.

4.4.2 National Policy Position on Transparency

The 7 (46.7%) respondents from focus group discussion revealed that in Dodoma Municipality there were no guidelines and clear instructions from the centre to LGAs on the issue of transparency, especially financial transparency. Mostly communications either through meetings, or circulars which only superficially do they touch on transparency. A lot of key instructions to LGAs were obtained through meetings organised by the ministry etc. rather than through formal written communication.

Table 4.9 Showing National Policy Position on Transparency

Variables	Frequencies	Percent
Yes	5	33.3%
No	7	46.7%
Don't know	3	20%
Total	15	100%

Source: Field data 2012

Moreover, the councils lack internal policy on transparency and the use of the notice board which are key in enhancing transparency. In addition, there was little follow up on what happens at meetings held at village level, to check whether the Councillors are attending those meetings, and if not, take appropriate action. There was no formal management structure in place to address the issue of transparency. No formats have been developed to transfer information to lower levels of Government and sharing with the citizens. The formats used for management purposes are the ones used for sharing information with lower levels.

4.4.3 Physical and Infrastructural Limitations

The 14 (93.3%) respondents agreed on the poor physical and infrastructure, they argued that lack of infrastructure to support transparency to enhance accountability e.g. some mitaa don't have enough photocopiers, and where they receive reports, few copies were provided. So they are confronted with the decisions: what do you do with limited copies, file it or put it on notice board? Issue of distances where working facilities (e.g. transport) are limited, affects the extent to which information can be shared. The situation is more critical during the rainy season when the roads are not passable in some parts of the Dodoma Municipality. Record keeping system of the

Municipal was extremely poor, e.g. it is very difficult to trace files. The infrastructure in the office was inadequate and this has implication on financial management especially when funds are sent and spent at the village level.

Table 4.10 Physical and Infrastructural Limitations

Variables	Frequencies	Percent
Yes	14	93.3%
No	1	6.7%
Don't know	0	0%
Total	15	100%

Source: Field data 2012

4.4.4 Planning Process at Village and Ward Levels

The 11 (73.3%) respondents revealed that in Dodoma Municipality, in most cases, it has been noted that the consolidation of plans did not take place at the ward level, which underlines two things:

- i. Infrastructural capacity to do it at ward level was absent as there were limited computers and even unreliable electric power;
- ii. Skills to handle the mass of information was also lacking, given that this would be done by the WEO and maybe with the assistance of the sector activity coordinators, whose skills for this kind of work could be low as well.

4.4.5 Human Resources Challenges

Today, most Councils are still operating with limited human resource capacity, both in terms of numbers and expertise (PMO-RALG, 2008). This idea corresponds with the findings through 13 (86.7%) respondents who revealed through agreeing that the

shortfalls in numbers in Dodoma Municipality were even more acute in the remote areas of the Municipality. A broader constraint faced by local governments in attracting adequate numbers of qualified staff to deliver local government services is their lack of control over local government salaries. Providing local governments greater control in determining local government salaries -or allowing LGAs to top up the salaries of local government employees within the context of their available resources- would improve the ability of local authorities to attract and retain staff, especially in rural and remote parts of the country.

Table 4.11 Showing Human Resources Challenges

Variables	Frequencies	Percent
Yes	13	86.7%
No	2	13.3%
Don't know	0	0%
Total	15	100%

Source: Field data 2012

The Government's 1998 Policy on Decentralisation identified administrative decentralization as one of the four key pillars. This implied de-linking local authority staff from their respective ministries and making local government staff accountable to locally-elected councils. It was envisaged that councils would be the appointing authority and employer of all staff. Councils were expected to become fully responsible for planning, recruiting, rewarding, promoting, disciplining, developing and firing their personnel. HR decentralization is a corner stone of D-by-D, and the Government Policy in Tanzania is quite clear on these issues, and indeed the Policy paper of 1998 is quite specific about LGAs having control (URT, 2006).

Since 2001, progress in granting Councils greater autonomy over personnel management was reversed and the situation regarding Government intentions has remained ambiguous. The key event was the enactment of the new Public Service Act (no.8) of 2002 and the subsequent promulgation of the 2003 Public Service Regulations. These challenge the principle of devolved responsibility for personnel management by introducing deconcentrated personnel management within a unified public service. Within this framework, Councils are ascribed only limited authority over staff (REPOA, 2008).

Little progress has been made in taking forward the issues of human resource decentralization. The modest goal of amending the Public Service Regulations to bring them into line with the amended Public Service Act of 2004, and thus give effect to the role of LGAs as employing authorities has yet to be attained. According to PMO-RALG, all attempts at progressing this issue have been frustrated, and the commitment of PO-PSM to play its part in giving effect to changes must be seriously questioned (ibid).

4.4.6 Finances and Financial Management

The 12 (80%) respondents revealed by agreeing that the Dodoma Municipality lacks financial autonomy. The the local governments in the Municipality have a clear mandate for service provision in both rural and urban areas, their roles are undermined by the dependence on the centre, which makes them very weak when it comes to planning and implementation. They have limited discretion when the funding is all conditional and earmarked.

Table 4.12 Showing Finances and Financial Management

Variables	Frequencies	Percent
Yes	12	80%
No	2	13.3%
Don't know	1	6.7%
Total	15	100%

Source: Field data 2012

Urban local authorities which are able to generate their own revenues have stronger leverage in terms of service provision and have responsibilities met through their own generated revenues. A key problem in the monitoring of LGA finance has been the weak collection and consolidation of LGA expenditure and revenue data.

4.5 Summary

In this chapter the presentation and full discussion of the research findings have been done in details. The study provided findings on how grassroots level was participated in preparing social service strategic plans and their implications towards solving socioeconomic problems at grassroots level. The findings from Dodoma municipality revealed that although the government has done a commendable work in implementing D-by-D, its contribution in planning process at grassroots level is still minimal and ineffective. The mitaa residents were not participated in the social service planning process; rather they were involved in the implementation of the centrally made plans that did not include their priorities.

CHAPTER FIVE

SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.0 Introduction

This chapter presents the conclusion and recommendations emanating from the findings are discussed according to research objectives and questions. Some remedial actions or measures to improve the existing situation and to minimize the problems shown are proposed.

5.1 Summary

5.1.1 Summary of the Findings

5.1.1.1 The Chance of the Local Community to Participate in Delivering Social Services

In the first objective of the study, findings through 65 (65%) local residents revealed that the chance for them to participate in planning and delivering social services is inadequate. Moreover, 80 (80%) Mitaa Executive Officers acknowledged the same situation that the local government does not provide enough chance to participate in planning and delivering social services due to poor financial autonomy.

5.1.1.2 Local Community Participation in Planning Process and Delivering Social Services

In the second objective of the study, findings revealed that due to the limited chance of the local community involving in planning and delivering social services there were poor provision of social services in Dodoma Municipality. Respondents gave different reasons as to why there is minimal participation of local community in

planning and delivering social services. Among those were 80 (80%) *mitaa* executive officers argued that there was no participation because there were no detailed *mitaa* plans; the 78 (78%) local residents argued that poor participation resulted from the poor education and trainings among the local citizens. There was poor utilization of the local human resources in the study area. However, the depth of implementation of bottom-up planning in the studied council differed from one council to another.

5.1.1.3 Challenges Faced by the Local Community in Participating in Delivering Social Services

The findings through focus group discussion and different documentary reviews revealed that in the Dodoma Municipality there were many challenges and hindrances that impede the local community in participation in planning and delivering social services but the most important ones were perceptions and assumptions of councils' staffs, national level policy position on transparency, physical and infrastructural limitations, planning process at village and ward levels, human resources challenges and financial management.

5.1.2 Summary of Chapters

5.1.2.1 Chapter One

This chapter explained the background to the problem of poor participation of the local community in planning and delivery of social services in local government in Dodoma Municipality, in Dodoma Region. The statement of the problem identified the situation, main causes and effects of the problem, and the interventions to address the problem. It is assumed that the main cause of the problem is the failure of the local government to involve local community in planning and delivery social services in the study area. In addition, it is assumed that poor participation of the local

community in planning social services delivery in Tanzania has exacerbated the problem of poor social services in community and hence poor living standards of the people. Thus, the objective of the study focused on the analysis the extent on which the local community participates on planning and delivering social developmental services in Dodoma Municipality through assessing the role of the D by D whereby different practitioners and stakeholders are trying their best level to resolve the problem of the poor provision of social services.

5.1.2.2 Chapter Two

The chapter made a critical review of the literature concerning the main theories, perspectives, linkages and conceptual framework for the participation of the local community in planning and delivery social services through Decentralization by Devolution in Dodoma Municipality in Dodoma region, Tanzania, Africa and worldwide. In addition, it established the knowledge gap and the empirical literature that led to several lessons on how the local the local community can participate in planning and delivering social services through Decentralization by Devolution. There is need for the government, NGOs and individuals figures to sit together so as to come out outstanding solution for poor provision of social services through Decentralization by Devolution in Tanzania and particularly in Dodoma Municipality.

5.1.2.3 Chapter Three

This chapter described the methodology used in collecting the data and information in the field. The descriptive study with cross-sectional and non-experimental design assessing the impact of the decentralization with a view to recommend improvement based on practical realities was used effectively to collect all the necessary

information. The interview questions were set in triangulation in order to get correct information from the respondents. A preliminary survey was conducted to improve the research tools and ascertain the validity and reliability of the instruments.

5.1.2.4 Chapter Four

In this chapter, the presentation and full discussion of the research findings have been done in details. The study provided findings on how grassroots level was participated in preparing social service strategic plans and their implications towards solving socioeconomic problems at grassroots level. The findings from Dodoma municipality revealed that although the government has done a commendable work in implementing D-by-D, its contribution in planning process at grassroots level is still minimal and ineffective. The *mitaa* residents were not participated in the social service planning process; rather they were involved in the implementation of the centrally made plans that did not include their priorities.

5.1.2.5 Chapter Five

In this chapter conclusion and recommendations emanating from the findings are discussed according to research objectives and questions. Some remedial actions or measures to improve the existing situation and to minimize the problems shown are proposed.

5.2 Conclusion

The findings of this study justifies that, currently the contribution of D-by-D in planning on delivery social services process at the grassroots level is minimal and ineffective in *mitaa* within Dodoma Municipality. The failure resulted from inability

of the council to involve the community in planning process that would include their respective priorities. Moreover, the study revealed that there has been poor utilization of human resource at the grassroots level because the council failed to engage *mitaa* residents in productive ways. Also, council plans were in all cases prioritized over *mitaa* plans, hence leaving most of the *mitaa* socio-economic problems unsolved. Hence, there is a need to institute community participation in planning process in social service delivery as they would lead to an increased ownership of projects, accountability, sustainability, effectiveness and efficiency of the process.

The study concurs to a great extent with other studies conducted in Makete and ludewa in Iringa region where it was found that community participation was being hindered by irresponsiveness of the councils in creating an enabling environment for social delivery on local community (TREECARE, 2005).

Despite the fact that D by D among other things calls for community participation in deciding matters affecting their livelihoods including planning and setting their priorities, the study noted numerous gaps as the *mitaa* residents were not participated in the social service delivery planning process; rather they were involved in the implementation of the centrally made plans that did not include their priorities and as a result, efficiency in implementation becomes minimum. Moreover, utilization of the human resources available and their competence was also noted to be insignificant. In that regard, it is recommended that Municipality should ensure that they effectively involve the community in setting their priorities and develop their own plans – involve them in the planning process through utilization of the available human resources at the grass root levels.

5.3 Recommendations

5.3.1 To the Policy Makers

Firstly, respondents recommended also on Issues relating to human resource capacity building: The government policies on local government have tended to look for convergence/uniformity in the way things are done in these authorities. The issue of capacity building must have that macro picture. As regards human resource capacity building, the long run, PMO-RALG must develop a strategy to prepare special cadres for running the business of village councils and wards. There must be some form of targeting in the training. Just as students are given scholarships for doing teacher training, scholarships could be created for LLG officer training in designated colleges. Currently, there is a window of opportunity for getting people who could serve in the villages. The current efforts to establish secondary schools in the wards offer a rare opportunity for recruiting people who are likely to be interested in working in the villages. The graduates from these schools could be recruited, trained and bonded for a number of years and deployed in the villages and wards.

Secondly, respondents on the study areas recommended on addressing physical resource capacity: Availability of basic or even more advanced infrastructure at lower levels is important for promoting downward accountability. Reform measures have to be put in place to ensure these lower levels of government function properly. Capacity development in the long run could also include rolling out the e-governance, especially by taking advantage of great advances in telecommunication system and networking across many LGAs and villages as well. Executing government functions from a brief case undermines the basic principles of good governance. Government functions must be executed in properly organized structures.

5.3.2 To the Central Government

Firstly, Respondents suggested that the Local Government Finance Act and its implementing regulations (the local government financial memorandum 1997) currently do not provide a complete and well structured legal and regulatory framework for guiding local government finances. The act has provisions which have been superseded by provisions in the Public Finance Act (2001). The Act and the regulations should be reviewed and updated.

Secondly, some key informant suggested that the O & OD methodology has been adopted by the government as a means of evolving plans and budgets, which is very participatory in its nature. To make O & OD effective, it is recommended that a strategy be adopted where the O & OD is conducted every three years. Once the planning process is conducted, the plans generated should be assumed to be valid for a period of three years after which another round of planning can be executed. Resources allowing, updating of the plans could take place in a less intensive manner in the intervening period.

Annual plans should then be drawn from the three year plan until all the plans in the 3-year plans have been implemented. This will encourage citizens that their plans are taken seriously and implemented. This means that when the O & OD is carried out, it should be well-facilitated as the output will be a document valid for 3 years. But the major constraint in this case is getting reliable financing indications from the Central Government that cover the planning period. Failure to get reliable indications will turn the Village MTEF into a useless document. The national guidelines should reflect this reality.

Thirdly, respondents moreover recommended on addressing human resource capacity at lower levels: Human capacity at village/mtaa government level and ward level is a major constraint. Huge responsibilities are being placed on the shoulders of village government and ward leaders. These leaders must have competences to imagine and initiate projects, prepare short and long term plans, prepare budgets, maintain financial and non-financial records, produce reports and oversee the mobilization and spending of money, both from the community and government.

5.3.3 To the Local Government (Local Bodies)

Firstly, the respondents recommended that the law should provide the participatory mandate for CSOs and CBOs in the councils as well as in the committees. This is aimed at strengthening partnership between local government and civil society. It is so suggested because the practice in some places has shown that those CSOs with the greatest voice tend to be isolated. The idea generally here is to broaden the scope of dialogue and sharing of experiences.

Secondly, respondents suggested that more funds should be allocated according to local community priorities. The LGAs should allocate funds at Mitaas level for both running offices and implementing various projects.

Thirdly, respondents moreover recommended on addressing human resource capacity at lower levels: Human capacity at village or mtaa government level and ward level is a major constraint. Huge responsibilities are being placed on the shoulders of village government and ward leaders. These leaders must have competences to imagine and initiate projects, prepare short and long term plans, prepare budgets, maintain

financial and non-financial records, produce reports and oversee the mobilization and spending of money, both from the community and government.

5.3.4 To the Community

Firstly, The local communities should organise themselves and form non-governmental organisations geared to solve the poor provisions of social services on their respective areas. Their NGOs may seek moral and financial support from the government and developed countries.

Secondly, respondents recommended on the local residents to form strong oppositional political parties that will challenge and conscioutize central government to improve poor social services provisions to the local communities.

5.4 Areas for Further Studies

The study recommends that further studies should be done on the following areas:

- i. The same studies (Decentralisation by Devolution in Tanzania: Participation of Local Community on Planning in Delivering Social Services in Dodoma Municipality) should be conducted on other Municipalities in Tanzania.
- ii. Other studies should be conducted on how the local community participate on political matters in Tanzania.
- iii. Also, studies should be conducted on the Local Government Reform Programme implementation in Tanzania.

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APPENDICES

APPENDIX 1: Questionnaire used in 2012 Survey

Introduction: This questionnaire has three (4) sections (A-D) consists of 25 questions. Please read the questions carefully before answering them. In case of misunderstanding, don't hesitate to seek clarification from the researcher. High confidentiality will be assured between the one who fill the questionnaire and the researcher.

SECTION A: PERSONAL DETAILS

1. What is your gender?

- a) Male b) female

2. How old are you?

- a) 18 – 25 b) 26 – 35 c) 36 – 45 d) 46 – 55 e) Above 55

3. What is your level of education?

- a) Informal b) Primary education c) Secondary education d) college
education e) university education f) Madrasa e)others

(Specify).....

4. What is your marital status?

- a) Married or Living together b) Divorced/separated c)
Widowed d) Never married and lived together

5. What is your religion?

- a) Christian b) Muslim c) Hindu d) Traditional

6. What is your occupation?

- a) Employed (Formal) b) self-employed c) Student d)
Subsistence farmer e) Domestic worker f) Business g) Pastoralist. h)
Any other.....

SECTION B: CHANCE OF LOCAL COMMUNITY PARTICIPATING IN DELIVERING SOCIAL SERVICES IN DODOMA MUNICIPALITY

7. The extent of effectiveness of legal/constitutional provision mechanisms and institution for the local community participation in delivering social services in Dodoma Municipality:

- (1) Very effective mechanism and institutions
- (2) Mostly effective mechanisms and institutions
- (3) Moderately effective mechanisms and institutions
- (4) Less effective mechanisms and institutions
- (5) Not effective

8. Your level of awareness of on legal frameworks/laws guiding your chance in participation in delivering social services in Dodoma Municipality

- (1) Very high level of awareness
- (2) High level of awareness
- (3) Moderate level of awareness
- (4) Low level of awareness
- (5) Insignificant level of awareness

9. The weight carried by these legal framework provisions (the above no 8) establishing the rule of law and the supremacy of the constitution in practice in Dodoma Municipality?

- (1) They carry very heavy weight
- (2) They carry heavy weight
- (3) They carry moderate weight
- (4) They carry light weight
- (5) They carry no weight

10. The extent of involvement of local community in delivering social services in Dodoma Municipality

- (1) They are always involved
- (2) They are frequently involved
- (3) They are fairly involved
- (4) They are rarely involved
- (5) They are not involved at all

11. Men have more chance than women in delivering social services in Dodoma Municipality

- (1) I strongly agree
- (2) I agree
- (3) Do not know
- (4) I disagree
- (5) I strongly disagree

12. The role of the Local Government in supporting delivery of the social services in Dodoma Municipality

- (1) It is very much adequate

- (2) It is very adequate
- (3) It is fairly adequate
- (4) It is less adequate
- (5) There is no provision at all

SECTION C: PARTICIPATION OF LOCAL COMMUNITY IN DELIVERING SOCIAL SERVICES TO THE LOCAL GOVERNMENT IN DODOMA MUNICIPALITY

13. Do local community in Dodoma Municipality participate in delivering social services?

- (1) Yes
- (2) No
- (3) I don't know

14. The extent of the local community involvement in delivering social services in Dodoma Municipality

- (1) They are highly involved
- (2) They are mostly involved
- (3) They are fairly involved
- (4) They are insignificantly involved
- (5) They are never involved

15. It is small part of the local community that participate in delivering social services in Dodoma Municipality

- (1) I strongly agree

- (2) I agree
- (3) Do not know
- (4) I disagree
- (5) I strongly disagree

Which one?

16. The level and standard of social services being delivered by the local community in Dodoma Municipality

- (1) Very good
- (2) Good
- (3) Fair
- (3) Poor
- (5) Very poor

17. The Dodoma Municipality local community is unable to influence public action, and hence social service failure

- (1) I strongly agree
- (2) I agree
- (3) Do not know
- (4) I disagree
- (5) I strongly disagree

18. The degree of standard of living of the local community as a result of social services improvement in Dodoma Municipality

- (1) Very high degree
- (2) High degree

- (3) Average degree
- (4) Poor degree
- (5) very poor degree

**SECTION D: CHALLENGES FACED BY LOCAL COMMUNITY IN
PLANNING AND DELIVERING SOCIAL SERVICES IN DODOMA
MUNICIPALITY**

**26. What are the challenges faced by local community in delivering social
services in Dodoma municipality.....**
.....
.....

APPENDIX II

Guide Questions for the Focus Group Discussion

1. What are the challenges that hinder the participation of the local community planning and delivering of social services in Dodoma Municipality?
2. Is knowledge given to the local community in planning and delivering social service adequate in Dodoma Municipality?
3. To what extent does the utilization of human resources is made in Dodoma Municipality?
4. What are the local government strategies in improving the local community planning and delivering social services?