

**GOVERNANCE IN THE IMPLEMENTATION OF TASAF COMMUNITY SUB-
PROJECTS: A CASE OF MOROGORO MUNICIPALITY, TANZANIA**

BY

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ABSTRACT

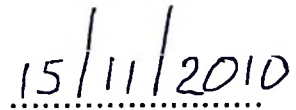
The study of Governance in the implementation of TASAF community sub projects in Tanzania was carried out in Morogoro Municipality in Morogoro Region. The interest of this study was encouraged by the recognition that good governance and development reinforce each other, hence in any development activity including TASAF community sub projects; participation, transparency, consensus oriented, rule of law, accountability, effectiveness and efficiency, equitable and inclusiveness and responsiveness as features of good governance are needed to ensure proper implementation and sustainability of the given community development activity. However, governance has come under severe pressure of creeping corruption, poor accountability and inefficient legal system in public services. Hence it was necessary to carry out this study under Morogoro condition. The study examined ways of creating awareness and sensitization on community sub projects, the degree of community participation in identifying and setting priorities of community sub projects, equal representation in monitoring and evaluation of community sub projects, factors that hinder the implementation of community sub projects and perception of community members towards community sub projects. Structured questionnaire was used to collect relevant information from 120 respondents. A checklist was also utilized to collect information from key informants. The data were then analysed statistically to obtain frequency distribution and percentages. Generally this study revealed that governance in the implementation of TASAF community sub project is poor due to lack of transparency, poor accountability, poor participation of community members in setting priorities and individualization. It is recommended that transparency and accountability, consensus orientation and participation in setting priorities, efficiency and effectiveness should be emphasised. Moreover, community sub projects should not be taken as a tool of getting votes but as a tool that helps to improve the livelihoods of the community members by being handled by the community members themselves.

DECLARATION

I **ANGELA JESSE** do hereby declare to the Senate of Sokoine University of Agriculture that this dissertation is my own original work and has not been submitted for a degree award in any other University.

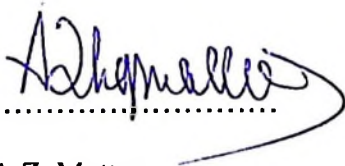


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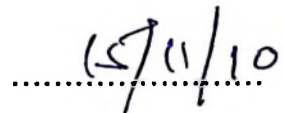


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DEDICATION

To my daughter Careen, my beloved husband Peter Mwita Munanka and the rest of my home family for their patience, moral support and assistance made to me in accomplishing this study. I believe the period they missed me will not be considered as wasted and useless, but remain to be fruitful and a challenge to this new academic advancement. It is my hope that the whole family will now join me in enjoying a new prosperous life through this achievement.

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LIST OF ABBREVIATIONS

CMC	- Community Management Committee
DFA	- Development Financing Accounting
E-PRA	- Extended- Participatory Rural Appraisal
FMR	- Financial Monitoring Report
LGA	- Local Government Authority
LGRP	- Local Government Reform Programme
MDG	- Millennium Development Goal
NSC	- National Steering Committee
NVF	- National Village Fund
OM	- Operational Manual
O-PRA	- Open- Participatory Rural Appraisal
PRA	- Participatory Rural Appraisal
SET	- Sector Expert Team
SPIF	- Special Performance Interest Form
SPSS	- Statistical Package for Social Science
TASAF	- Tanzania Social Action Fund
TMU	- TASAF Management Unit
UNDP	- United Nations Development Program
URT	- United Republic of Tanzania
VC	- Village Council

CHAPTER ONE

1.0 INTRODUCTION

1.1 Background of the Study

Governance can be defined as the process of decision-making and the process by which decisions are implemented (or not implemented) which means that there may be good governance or bad governance. Governance can be used in several contexts such as corporate governance, international governance, national governance and local governance (Sheng, 2007).

The concept of good governance can be defined as the exercise of official power in the management of country resources in an effort to increase and utilize such resources for betterment of life (URT, 1999). Good governance has got the following features; participation, transparency, consensus oriented, rule of law, accountability, effectiveness and efficiency, equitability and inclusiveness and responsiveness (Lesley, 2004).

Good governance and development are important goals in their own right and they reinforce each other. Without the rule of law and respect for human rights; without transparency and accountability; and unless governments derive their power legitimately, through the ballot box, the path to prosperity is likely to be more difficult, and gains would remain fragile and reversible (UNDP, 1994).

Good governance is aimed at improving livelihoods of the people and ensuring sustainable development. The Government of Tanzania has initiated Tanzania Second Social Action Fund (TASAF II) project to respond to community requests for the

investments that can lead to the improved livelihood linked to Millennium Development Goals.

The guiding principle of TASAF II operations is to strengthen community empowerment through participatory project management, direct financing, promoting transparency and accountability, building capacities of implementers at all LGAs/Islands and Villages/Shehias/Mtaas and supporting poor communities and disadvantaged groups (URT, 2004). Lewogo, (2006) has discussed the principles of good governance which relate to the guiding principle of TASAF II by saying that, there are several principles that guide processes in every arena as they have been adopted and practiced in many countries and perceived as being very much close to universal values, those principles are as follows:

- Participation. The degree of ownership and involvement that stakeholders have in the political system.
- Fairness. The degree to which rules are perceived as applying equally to every one in society regardless of background.
- Decency. The degree to which rules are formed and handled without humiliating or harming particular groups of people.
- Accountability. The extent to which political actors are seen as acting responsibly and responsively in relation to their constituents.
- Efficiency. The extent to which limited human and financial resources are seen as being used prudently.

The last three of these principles refer specifically to how officials behave in public office, the first three points to the way they interact with citizens. Taken together, they allow us to create a set of indicators that allow us to measure governance performance in six arenas in

a coherent and comprehensive fashion. As such, there are clear indicators that can be used if a country's governance is to be reviewed comprehensively.

Therefore, for the TASAF project to be sustainable and improve people's livelihood, good governance has to be exercised in all phases of the project. Basically, there are three phases of the project implementation as follows: The first phase is pre sub-project cycle in which activities like awareness raising and sensitization, formation of relevant teams, determining LGA specific self targeting rates, and capacity building for LGA relevant staff are done. The second phase is sub project cycle in which eight stages are followed which are; project identification, desk appraisal, field appraisal, project approval, launching, project implementation, supervision and monitoring and completion and inauguration. The third phase is post sub project cycle, in this phase the performance of the project, utilization of facilities, community obligations, LGAs obligations and other collaborators obligations, skills developed during the course of project implementation, overall assessment of impact of intervention on poverty alleviation, beneficiaries of the project and environment impact assessment are evaluated.

Even though governance reinforces development, it is facing many challenges for instance; the analysis conducted during preparation of the National Strategy for Growth and Reduction of Poverty (NSGRP) revealed great anxiety on issues of governance and corruption. These were stated as red tape, harassment by tax collectors and town/city officials, corruption, violent crimes, un-enforceable contracts, weak courts, bad norms or customs, perverse external influence on values, "unfulfilled promises" made by their leaders or representatives, nepotism and favouritism in giving microfinance credits services. Some expressed doubts whether their problems/grievances were ever forwarded

to higher authorities for actions (NSGRP, 2005). Hence, the evidence provided gives room to carry out this study.

1.2 Problem Statement

It is acknowledged that good governance is the only viable alternative to promote sustainable socio-economic development and to empower the population to actively participate in decision making process with a view to sustainable sub projects that directly impact on their livelihoods (URT, 2005a). However, governance has come under severe pressure of creeping corruption, poor accountability, inefficient legal system and erosion of meritocracy in public services. The local governments are weakly structured and poorly staffed to adequately deliver quality services (URT, 2003). The mentioned issues create a gap on achieving government goals in prioritizing good governance in ensuring national development. The purpose of this study therefore, is to assess the role of governance in implementing community sub projects.

1.3 Justification

Governance is very essential as it affects directly the improvement of peoples' livelihood and ensures sustainable development. Few studies have been done to test the role of governance in improving people's livelihood under Tanzanian conditions, particularly in Morogoro Municipality. Therefore, assessment of the role of governance in implementing community sub projects will help the government policy makers to design relevant policies and programmes to enable the Government of Tanzania to reach the intended goal of promoting good governance for sustainable development which will benefit the whole nation.

1.4 Objectives of the Study

The general objective of the study was to assess the role of governance in implementing communities sub projects in Morogoro Municipality.

1.4.1 Overall objective

1.4.2 Specific objectives

The specific objectives were:

- i. To identify ways used in creating awareness and sensitization on community sub-projects to the community.
- ii. To find out the degree of community participation in identifying and setting priorities on the sub- project to be carried out.
- iii. To find out how sub-projects were monitored and evaluated by considering equal representation of both men and women.
- iv. To determine the factors that hinders the implementation of community sub-projects.
- v. To determine the attitude of leaders in implementing community sub-projects.
- vi. To determine the perception of community members towards community sub-projects.

1.5 Research Questions

The research questions which guided the study were:

- i. What ways are used in creating awareness and sensitization of the community on sub projects?
- ii. What is the degree of participation in identifying and setting priorities on the sub project to be carried out?

- iii. To what extent do men and women in the community participate in monitoring and evaluation of the sub projects?
- iv. What are the factors which hinder the implementation of community sub projects?
- v. What is the attitude of the leaders in implementing community sub-projects?
- vi. What is the perception of community members towards community sub-projects?

CHAPTER TWO

2.0 LITERATURE REVIEW

2.1 TASAF as a Tool in Implementing Community Sub-projects

In recent years, TASAF has been used as a tool in implementing community sub-projects aiming to reduce poverty at community level. In order for the above objective to be achieved, governance must be exercised in a positive way. In this Chapter the concept, characteristics and principles of good governance were reviewed. Furthermore, this Chapter reviewed on how Tanzania put its effort to ensure economic and social development by implementing community sub projects under TASAF in which good governance should be exercised in all stages to make the projects successful.

2.2 Governance

Governance can be seen as 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 interests, exercise their legal rights, meet their obligations and mediate their differences (UNDP, 2006). Good governance is, among other things, participatory, transparent and accountable. It is also effective and equitable, and it promotes the rule of law. Good governance ensures that political, social and economic priorities are based on broad consensus in society and that the voices of the poorest and the most vulnerable are heard in decision-making over the allocation of development resources (Ferdous, 2007).

Governance has three legs: economic, political and administrative. Economic governance includes decision-making processes that affect a country's economic activities and its

relationships with other economies. It clearly has major implications for equity, poverty and quality of life. Political governance is the process of decision-making to formulate policy. Administrative governance is the system of policy implementation. Encompassing all three, good governance defines the processes and structures that guide political and socio-economic relationships (UNDP, 1994).

Governance in its broadest sense refers to the coordination of social systems and institutions. Conventional governance is typically top-down, state-centric and is administered strictly by laws, policy frameworks and chains of command (UNDP, 2006). Government is one of the actors in governance. Other actors involved in governance vary depending on the level of government that is under discussion. In rural areas, for example, other actors may include influential land lords, associations of peasant farmers, cooperatives, NGOs, research institutes, religious leaders, finance institutions political parties, the military etc (Millennium Summit, 2000). In addition to that, at the national level, media, lobbyists, international donors, multi-national corporations, etc. may play a role in decision-making or in influencing the decision-making process.

A weak governance system compromises the delivery of services and benefits to those who need them most; the influence of powerful interest groups biases policies, programs and spending away from the poor and lack of property rights, police protection and legal services disadvantages the poor and inhibits them from securing their homes and other assets and operating businesses. Poor governance generates and reinforces – and subverts efforts to reduce it, while bad governance acts as a barrier to economic development to both domestic and foreign direct investment and this leads to the collapse of the nation state (UNDP, 2006).

2.3 Governance and Accountability

The quality of governance is thus determined by the impact of the exercise of power on the quality of life enjoyed by its citizens. There is growing awareness in the development community that a comprehensive look at the enabling environment of institutions is necessary (World Bank 1992, 1994 and Picciotto 1995). Economic growth, reduction of poverty and improved quality of life all rely upon the fair, effective and transparent use of resources particularly Tanzanian's resources. Good governance and accountability therefore will contribute to economic growth, for instance a well regulated economy and respect to the rule of law. Similarly, the beneficial effects of social services and infrastructure provision by the central government and local authorities will be greater and more equitably distributed if service providers are accountable and if official corruption is reduced (URT, 2007).

2.4 Characteristics of Good Governance

Governance has got basic characteristics which are described below:

2.4.1 Participation

Participation has been endorsed by most of the world's governments, international financial institutions and bilateral donor agencies as the most effective instrument for bringing about sustainable development (Feeney, 1998 as cited by Lupilya, 2007). All men and women should have a voice in decision-making, either directly or through legitimate intermediate institutions that represent their interests. Such broad participation is built on freedom of association and speech, as well as capacities to participate constructively. Participation is a process whereby policy making, prioritizing issues, accessibility to public goods and services and also allocating resources is influenced by key stakeholders.

It varies from one context to another and subject to different projects and visions. Participatory processes in a poverty reduction strategy promote information exchange and transparency in decision-making processes. The World Bank notes that this, in turn, will improve and, as a result, increase the overall governance and economic efficiency of development activities. The rationale for public involvement can be discussed from various dimensions. From a human rights dimension, people have the right to know, to be informed and participate in decisions that affect them as well as seeking redress. From a legal, ethical and moral dimension, citizens and government officials are obliged to ensure good governance. It has been argued that government processes are improved through public involvement (UNDP, 1994).

2.4.2 Rule of law

Good governance requires fair legal frameworks that are enforced comparatively. It also requires full protection of human rights, particularly those of minorities. Impartial enforcement of laws requires an independent judiciary and an impartial and incorruptible police force (Sheng, 2007), that is, laws, regulations and codes of conduct should be fair and enforced impartially, particularly the laws on human rights. There is a need to maintain and ensure separation of powers between the executive, judiciary and legislation, and enforcement and harmonization of policies and laws relevant to land and natural resources utilization and management (URT, 2005c).

One of the effective ways of tackling weak governance is to look at the disconnection between institutions within the broader governance environment including the scope of operation of the society in general. The availability of information is critical to good governance. Access to information and the promotion of procedural rights provide an

enabling framework where accountability and improved delivery could enhance institutional changes. Information is critical for the leaders and their constituents to be informed of their problems as well as the solutions. Likewise, it is important to review previous institutional constraints in order to map the future with viable options because a poor governance system serves private interests at the expense of the poor and they suffer in a multiplicity of ways. A correct diagnosis of poor governance is important in that it determines practical strategies that are sustainable and effective in reducing poverty (Lewogo, 2006).

2.4.3 Transparency

Transparency means that decisions taken and their enforcement are done in a manner that follows rules and regulations. It also means that information is freely available and directly accessible to those who will be affected by such decisions and their enforcement. Processes, institutions and information are directly accessible to those concerned with them, and enough information is provided to understand and monitor them. It promotes openness of government action, decision-making processes, and consultative processes among public sector and all stakeholders. These processes are subject to scrutiny by other government institutions, civil society and external institutions (Ferdous, 2007). According to World Bank (2006), increasing the flow of information to public officials, techniques for citizens and client consultations can introduce more openness and transparency into the system as more people become aware of the performance of specific agencies or officials; they are more likely to exert collective pressures on the agency to perform better.

2.4.4 Responsiveness

Good governance requires that institutions and processes try to serve all stakeholders within a reasonable timeframe (Lesley, 2004). As per cluster three of (URT, 2005c), the

government policy of decentralization by devolution will continue to be implemented through the Local Government Reform Programme (LGRP). This entails devolution of increasing responsibilities for service delivery to local government authorities (LGAs) including villages and streets that have to be empowered and their capacity built to carry out their roles.

2.4.5 Consensus oriented

Good governance mediates differing interests to reach a broad consensus on what is in the best interests of the group and, where possible, on policies and procedures. Consensus decision-making is a decision process that not only seeks the agreement of most participants, but also to resolve or mitigate the objections of the minority to achieve the most agreeable decision. Consensus decision-making is intended to deemphasize the role of factions or parties and promote the expression of individual voices. This method also increases the likelihood of unforeseen or creative solutions by juxtaposing divergent ideas. Consensus decision-making involves identifying and addressing concerns, generating new alternatives, combining elements of multiple alternatives and checking that people understand a proposal or an argument. This empowers minorities, those with objections that are hard to state quickly, and those who are less skilled in debate (UNDP, 1994).

2.4.6 Equity and inclusiveness

All men and women have opportunities to improve or maintain their well-being. This requires all groups, but particularly the most vulnerable, have opportunities to improve or maintain their wellbeing (UNDP, 2006). It also requires equity and participation principles in the public expenditure and ensuring access and use of natural resources with clear emphasis on the needs of the poor (URT, 2005c).

2.4.7 Effectiveness and efficiency

Good governance means that processes and institutions produce results that meet the needs of society while making the best and sustainable use of resources. This characteristic promotes efficient public delivery systems. It deals with the amount of public respect the civil service has. One aspect of poor service delivery is corruption. One of the ways of fighting corruption is through competitive salaries and motivating staff through incentives. There is also a need to introduce legislation governing civil service and a code of conduct. This legislation will define the appointments and promotions of civil servants through merit based processes as well as the organizational structure (Lesley, 2004).

2.4.8 Accountability

Accountability is a key requirement of good governance. Not only governmental institutions but also the private sector and civil society organizations must be accountable to the public and to their institutional stakeholders. In general an organization or an institution is accountable to those who will be affected by its decisions or actions. Accountability cannot be enforced without transparency and the rule of law (Rossellini, 2007).

2.5 Governance Quality and Per Capita Income

There is a high correlation between governance quality and per capita income. Conversely, there are no African countries in the top governance category. The Central and East European countries (as well as Latin American countries) have combined improvements in citizen participation and economic management with relatively high marks for social development in contrary to African countries (Crook and Manor, 1994).

2.6 Governance in Improving Service Delivery to the Community

The word community means “fellowship” in Greek language. Reflecting on the meaning of the word, the philosopher Thomas Hobbes saw community as a natural process of people coming together to maximize their self interest (Christenson and Robinson, 1989). States are responsible for delivering a variety of services to their populations, including education, health and social welfare services. The provision of these services is essential to the protection of human rights such as the right to housing, health, education and food. Human rights principles dictate that public services should be available, accessible and culturally acceptable in order to secure the rights of the poorest and most marginalized. Good governance contributes to this goal by approaching individuals as actors in and not just beneficiaries of economic and social development (United Nations, 2007).

2.7 Tanzania’s Efforts to Ensure Economic and Social Development

Tanzania has put in place policies and strategies on poverty reduction. These include the Poverty Reduction Strategy (PRS) which was finalized in year 2000. The Strategy has enabled the government to make some achievements in reducing poverty particularly in respect to non-income issues such as in education and water. However, income poverty is still widespread both in rural and urban areas. TASAF II is an important intervention at community level within the framework of Poverty Reduction Strategy with the aim of achieving the Millennium Development Goals (URT, 2005b).

2.8 Governance in Implementing Community Sub-projects under TASAF

Projects come in many shapes and sizes. All types of the projects have common features that include an objective or objectives, which are to be achieved over a set period and time. Households or villages/community may have projects for instance; a village may

have decided to improve their water supply by constructing a new hand pump. Formal agencies and institutions will develop projects to help achieve their goals. Projects have got four features to consider which are; goal and objectives, time, scale and type of the project (Howlett and Nagu, 2001).

TASAF requires that the recipient communities establish Community Management Committees to manage the funds and be accountable to the community. The Tanzanian decentralization of functions to local government level requires their elected and employed personnel to be accountable to the electorate. TASAF II has fused these two processes by making Local Government personnel accountable to the beneficiary communities through their role in facilitation and appraisal of community programs while public monitoring is carried out by Local Government elected representatives (World Bank, 2006).

2.8.1 Principles of TASAF

TASAF has got guiding principles in implementing its projects which are: Autonomous but operating in harmony with other ongoing initiatives within the Local Government Reform Program, in order to ensure sustainability of the Fund's achievements; demand-driven and follows a bottom up planning and decision-making approach; finances community-initiated projects directly; acts as a safety net by targeting vulnerable households and poor communities; conformity with sectoral norms and standards, non-partisan and apolitical; modalities to access the Fund have to be clear; delivery structure ensures speedy operations; adequate and timely technical support; transparent and demonstrating full public accountability; processing and management are cost-effective; and strengthening community empowerment (URT, 2005b).

2.8.2 TASAF project's components

National Village Fund (NVF) is one of the components of the projects which have the following objectives:

- To provide support to service poor communities that will contribute to increased availability and use of basic social and environment services in line with specified Millennium Development Goals (MDGs) targets. Such services include: education, water and sanitation, roads, banking and markets in line with Millennium Development Goals (MDGs) targets.
- To provide employment opportunities to able-bodied individuals in food insecure households, so as to increase their *cash income, skills, and opportunities* from working in National Village Fund (NVF) financed public works programs.
- To provide assistance to households with vulnerable individuals which include orphans, disabled, elderly, widows/widowers and those infected or affected by HIV/AIDS, among others to manage sustainable economic activities (URT, 2005b).

However, the National Village Fund (NVF) has got guiding operational principles which are:

- Ability of a community to contribute at least 20 percent in cash and/or in kind of the total sub-project costs except for subprojects related to vulnerable groups and water activities, which will only require a minimum community contribution of 5 percent;
- There will be a Community Management Committee (CMC) to manage day-to-day sub project implementation, elected democratically by at least 70% of the beneficiaries;

- Sub-projects to be supported must be within the capacity of the community to manage, implement and undertake operation and maintenance;
- Adherence to the requirements of Environmental and Social Management Framework (ESMF) and Resettlement Policy Framework (RPF);
- Sub-projects will promote labour-based technology, with at least 40 percent of the sub-project funds paying for unskilled labour wages;
- Targeting of resources guided by poverty and service coverage indicators as well as community demands;
- Protection of prevailing employment opportunities in targeted areas by paying a wage that is lower than the prevailing average wage in the area (a self targeting wage);
- Financing viable activities that lead to increased household income;
- Funding sub projects selected as a priority in a meeting attended by at least 70% of the beneficiaries (target group);
- Equitable participation between women and men in sub project management; and
- Funds to be spent in accordance with the approved procurement plan (URT, 2005b).

2.8.3 TASAF management unit (TMU)

The TASAF Management Unit (TMU) is headed by the Executive Director and staffed with appropriately qualified individuals. These are responsible for the day-to-day operation of TASAF and answerable to the National Steering Committee (NSC). The functions of the TMU include among others; to ensure that the project is carried out in accordance with the Operational Manual (OM), project funds are disbursed promptly and accounted for in accordance with the financial management principles set forth in the

Development Financing Accounting (DFA), to carry out all the procurement not being undertaken by the communities, to prepare annual work plans and budget in accordance with the Development Finance Account (DFA) for the approval of the National Steering Committee (NSC), to carry out regular service audit, to prepare the Financial Monitoring Reports (FMRs), quarterly and annual progress reports and to report on the performance of its staff (URT, 2005b).

2.8.4 Capacity enhancement

This is another component which provides resources for community mobilization as well as the monitoring and evaluation of activities financed from the NVF component. It will also support individuals interested in the formation of voluntary savings groups and respond to LGAs/Islands where various agencies need capacity to support Village Governments (communities and village councils) implement sub projects. The objectives of capacity enhancement (CE) are: to promote formation of voluntary savings groups; to promote transparency and accountability in the management of TASAF funded activities at all levels and to enhance capacities of communities and other stakeholders. The guiding principles of the CE component are: CE funds will be allocated based on need and demand; CE funds will be used for activities which facilitate the smooth implementation of the NVF component (URT, 2005b).

2.9 Community Empowerment

According to the Government (URT, 2005a), community empowerment is done through the following:

2.9.1 Access to information

Information is power. Communities will be facilitated to access information that is relevant, timely and presented in a form that can be understood, so as to enable them take effective action.

Information dissemination will be in the form of written word, group discussions, poetry, storytelling, debate, street theater, soap-operas and use of variety of media including meetings, radio, television and the internet.

2.9.2 Participation and inclusion

Inclusion of poor people and other traditionally excluded groups (such as women and people with disabilities) in priority setting and decision making is important to ensure that limited public resources build on local knowledge and priorities, and build commitment to change. The National Village Fund (NVF) interventions will target poor communities whose members will benefit as users of services. Based on their knowledge of local problems and their causes, communities will participate in: setting development priorities, budgeting their sub projects and delivering services as per sub project agreement.

2.9.3 Accountability

Accountability refers to the ability to call public officials, private employers or service providers to account, requiring that they be answerable for their policies, actions and use of resources.

Accountability for project resources will be ensured through transparent fiscal management, community participation and by offering beneficiary groups choice in services. Implemented activities and related expenditures under the National Village Fund

(NVF) will be closely monitored and accounted for. Reports will be prepared by the Community Management Committee (CMC) and submitted to Village Council/Shehia Advisory Council who will thereafter present to the village/Shehia/Mtaa.

2.9.4 Local organizational capacity

Local Organizational Capacity refers to the ability of people to work together, organize themselves, and mobilize resources to solve problems of common interest. The project will strengthen local organizational capacity.

2.10 Monitoring and Evaluation of Community Sub-projects

According to URT (2005b), the overall objective of Monitoring and Evaluation (M&E) in TASAF II is to ensure better planning, targeting, and feedback to relevant stakeholders and timely decision making in order to improve service delivery. It will help to: improve management of programs, sub projects and supporting activities; improve service delivery in order to promote active community participation, quality of sub projects, transparency and accountability with a view to ensure that resources made available to sub project are used to meet the intended purposes; draw lessons from experience so as to improve the relevance, methods and outcomes of cooperative programs; ensure optimum use of funds and other resources; strengthen the capacity of co-operating agencies, nongovernmental organizations and local communities to monitor and evaluate; and improve information sharing systems and enhance advocacy for policies, programs and resources that improve the TASAF II contribution towards poverty alleviation.

A result-based M&E system will monitor project processes using the following methods and tools:

- Well defined result framework that is derived from clearly defined goals, objectives, outcomes, outputs and activities with corresponding indicators, means of verification and key assumptions;
- A well defined M&E strategy for project processes, information requirement, tools and methodologies for data collection, analysis and reporting;
- A comprehensive M&E plan with clear roles and responsibilities as they relate to indicators tracking with respect to data gathering and reporting;
- A project tracking system based upon agreed indicators as derived from the logical framework matrix of the TASAF II program;
- Internal and external periodic assessment and evaluations which would include baseline studies, beneficiary assessments, mid-term evaluations, ex-post evaluations and impact evaluations; and
- Participatory community monitoring and accountability approaches and systems (e.g. community score card, citizen report card and social impact assessment).

Moreover, TASAF will assess its project management systems and procedures in respect of their relevance effectiveness, efficiency and impact at community, LGA/Island and national levels.

2.11 Factors Affecting the Implementation of Community Sub-projects

TASAF first quarter progress report for 2006/2007, explains the challenges faced by TASAF in the implementation of community subprojects as follows:

- Price fluctuations of various materials for sub projects implementations affected the operational budget. The prices of fuel have been drastically increasing (almost



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20% increase from last year's prices) and to a large extent this has disturbed the operations of the LGAs.

- Low attendance of community members in some LGAs, especially in the urban areas during E-PRA exercise led to repetition of the exercise in some areas and thus delays in sub project implementation with immense cost implications.
- Massive inflow of Special Performance Interest Forms (SPIF) is posing a great challenge as to whether the NVF fund could suffice the community needs. Additional resource might be required to meet the demand raised by communities;
- Time for orientation for communities is too short to make them comprehend the entire process and the information needed. This results into distortion of information to some areas which caused confusion during Sub Project Interest Forms (SPIFs) filling;
- Some Districts are so big in size, with population scattered resulting into difficulties in reaching communities and increased operational costs;
- Fund allocated for facilitation of subprojects is not enough.
- The across-the-board 2.5% allocation is causing problems to LGAs and affects facilitation activities. The situation is even worse for small sub projects whose amounts are not sufficient to effectively carry out basic activities, including E-PRA. Due to this, many LGAs have requested for additional resources to meet the increased expenses. This situation raises concern if the LGAs will be able to recover the advances;
- Power shedding has resulted in high cost of administration due to use of generators which is very costly;

- The requirement that subprojects be verified by Sector Expert Team (SET) to ensure compliance to sector norms and standards contributes to disbursement delays;
- Changing of already oriented LGA staff (Village Fund Coordinators and Village Fund Justification Assistance) results in unnecessary delays as new staff is not as conversant with the rules of access of National Village Fund (NVF).

Therefore, participation of community members in all phases of the project will ensure the sustainability of the project hence development. Moreover, by following all features of good governance the decision made will be properly implemented.

CHAPTER THREE

3.0 METHODOLOGY

3.1 Introduction

This Chapter describes the methodology which was used in this study. It includes the description of the study area, research design, population, sample size, instrumentation, data collection, data processing and analysis.

3.2 Description of the Study Area

The study area was Morogoro Municipality, in Morogoro Region. It is located 195 kilometres west of Dar-Es-Salaam city. It lies on the foot of the Uluguru Mountains with a total area of 260 square kilometres. According to the 2002 population census, Morogoro Municipality had a total population of 228,863, with almost the same proportion of females (50.4%) and males (49.6%) with a population growth rate of 4.6% per annum. The Municipality is divided into 19 administrative Wards and 275 sub Wards. The study was conducted in three Wards of Morogoro Municipality i.e. Bigwa, Mazimbu and Mwembesongo. Morogoro Municipality was chosen due to the fact that many communities sub-project had been implemented under TASAF with the aim of bringing community development and eradicating of poverty.

3.3 Research Design

A cross-sectional research design was used in this study. A cross-sectional study consists of asking questions to a representative sample of the population at a single point in time, where instruments like questionnaire and interview schedule can be used among others (Babbie, 1990). The design is most appropriate for descriptive purposes as well as for

determination of relationships between variables. This method is considered to be useful because of time limitations and resources.

3.4 Population

The population of the study consisted of the community members in the Streets in Morogoro Municipality where community sub-projects supported by TASAF were implemented. From the identified survey population, a representative sample was drawn.

3.5 Sampling

Purposive sampling method was used to select eight Wards which had community sub projects supported by TASAF, then simple random sampling was used to get three Wards out of those which were supported by TASAF. Purposive sampling method was again used to select six Streets (two from each Ward) according to the number of social community sub projects implemented. At least two sub projects were assessed in each street. 120 members (20 from each Street) were randomly selected using the table of random number. Snowball technique was used to get key informants.

3.6 Data Collection Method

Data were collected through personal interviews. Questionnaires with both closed and open ended questions were administered to the community members in Kiswahili and therefore understandable to respondents and a checklist was employed to collect information from key informants. Researcher's diary was used to collect additional information from the minutes of Community Management Committee meetings to know exactly what issues were being discussed in the meetings. Literature was obtained from

Morogoro Municipality at TASAF office and Sokoine University of Agriculture Library (SNAL).

3.7 Data Processing and Analysis

Data collected using the checklist and researcher's diary were summarised manually. During this process, great care was taken to ensure the data accurately reflected the original meaning of the statements made. Data collected using the questionnaire were coded and analysed using the Statistical Package for Social Science (SPSS) computer programme. In this statistical package, descriptive statistics such as frequencies, percentages and means were determined.

3.8 Data Quality Control

Pre-testing of the questionnaire was done before actual collection to determine its clarity and relevance to the objective of the study. Pre-testing was done for the purpose of controlling quality of questionnaire and information that was obtained from them. The questionnaires for pre-testing were administered to fifteen respondents drawn from the population that was in the survey area prior to the commencement of the study. Those respondents had similar characteristics as the respondents included in the main survey. The questionnaire was modified to incorporate lessons drawn from the pre-testing. All the respondents who were involved in the pre-testing were excluded from the sample.

CHAPTER FOUR

4.0 RESULTS AND DISCUSSION

4.1 Introduction

This Chapter presents and discusses the findings of the study. The data, which are treated here, were gathered using a questionnaire and an interview guide that were prepared and administered according to the research objectives. Secondary data were also gathered from comprehensive reading of relevant documents. The findings are based on the six objectives of the study. These were to:

- Identify ways used in creating awareness and sensitization of the community sub projects to the community.
- Find out the degree of community participation in identifying and setting priorities on the sub project to be carried out.
- Find out how sub projects are monitored and evaluated by considering equal representation of both men and women.
- To determine the factors that hinder the implementation of community sub projects.
- To determine the attitude of the leaders in implementing community sub projects
- To determine the perception of community members towards community sub projects.

4.2 Respondents' Socio-economic Characteristics

This section discusses the socio-economic characteristics of the respondents who were the community members. The socio-economic characteristics examined were age, sex, marital status and educational level. These were chosen to measure the understanding and

participation of the community members in the implementation of community sub-projects supported by TASAF according to their age, sex and education level.

4.2.1 Age

Table 1 show that the age of the respondents ranged from 20 – 70 years. The largest group (32.5%) was found in the age category of 41 – 50 and the smallest group (5%) was found in the age category of 61 – 70 years. The results show that community members with the age ranging from 20 – 50 years (83.3%) are the ones who participated the most in different development activities within the community. This observation is supported by Mandara (1998), as cited by Makauki (1999) that in Tanzania the economically productive class ranges between the ages of 15 to 65 years.

Table 1: Distribution of the respondents by age in years

Age category (years)	Frequency	Percent
20-30	25	20.8
31-40	36	30.0
41-50	39	32.5
51-60	14	11.7
61-70	6	5.0
Total	120	100

4.2.2 Sex

Table 2 shows that 50.8% of the respondents were men and 49.2% were women. The results show that there was almost equal representation of men and women in decision making concerning the implementation of community sub projects within the surveyed area.

Table 2: Distribution of the respondents by sex

Sex of the respondents	Frequency	Percent
Male	61	50.8
Female	59	49.2
Total	120	100

4.2.3 Education level

Education is always valued as a means of liberating oneself from ignorance, and enables one to perform non traditional roles (Kasanga, 2005). The results in Table 3 indicate that 72.5% of the community members had primary education; 15.8% had secondary education and 5.8% of the community members had never been to school. The results show that there was a reasonably high literacy rate among the community members which enable them to read and understand different translated documents concerning community sub projects which are funded by TASAF, not only that but also to be aware of TASAF itself as a tool that helps the community to develop and eradicate poverty. Makauki (1999) found that knowing to read and write was sufficient in adoption of technologies whose dissemination demanded simple leaflets, pamphlets, newspapers or other simple written materials.

Table 3: Distribution of the respondents by level of education

Level of education	Frequency	Percent
None	7	5.8
Adult literacy	5	4.2
Primary education	87	72.5
Secondary education	19	15.8
Other	2	1.7
Total	120	100

4.3 Creating Awareness and Sensitization

The process of identifying ways of creating awareness on community sub projects to the community members in this study was done by asking questions that measured the understanding of community sub projects and where the knowledge was obtained.

4.3.1 Understanding of community sub-project

Projects come in many forms, shapes and sizes. They all have the objective(s) to be achieved over a certain period. Households or villages may have projects; for instance, a household may have decided to plant a new crop or expand the area of an existing one; or a village may have decided to improve their water supply by constructing a new hand pump. All these projects contribute to the development of the village/community (Howlett and Nagu, 2001). The results in Table 4 indicate that 72.5% of the respondents had an idea of what community sub project meant. They responded that community sub projects are the projects that help the community to improve their livelihood. On the other hand, 27.5% of the respondents had no idea about community sub projects. The possible explanation is that, despite having different community sub projects in study area, a large number of the community members were implementing individual projects. However, when they were asked about the source of knowledge, 65% of the respondents said that it was from their thoughts; 18% responded that they learned through the media; 16% of the respondents said that they learned from seminars and only 8% of the respondents said that they got the knowledge of community sub project from different documents. This proves that despite the fact that a large number of community members had an idea of community sub projects; most of them opted to implement individual projects.

Table 4: Understanding of community sub project

Community sub-project	Frequency	Percent
It helps the community to improve their livelihood	87	72.5
I don't know	33	27.5
Total	120	100

4.3.2 Understanding of TASAF

Tanzania Social Action Fund is a public funding facility that provides a mechanism that will allow local and village governments to respond to community demands for interventions that will contribute to the attainment of specific Millennium Development Goals. TASAF II is an important intervention at community level within the framework of Poverty Reduction Strategy (URT, 2005a). As per the data obtained from the surveyed area in Table 5, 37.5% of the respondents understood TASAF as a tool that helps to bring community development; 28.3% of the respondents said that they had no idea of what TASAF meant; 25% of the respondents understood TASAF as a financial institution and 9% of the respondents understood TASAF as the tool that helps the poor people in rural areas. These results imply that despite having TASAF services in the streets where the study was conducted, most community members were still blind of what TASAF meant. More than half of community members were not able to give the clear answers of what TASAF meant and the reason given was that they did not attend meetings. According to one of the respondents from Bigwa Ward, nothing was gained from the meetings other than false promises from their leaders. For those who at least had an idea about TASAF they neither knew how TASAF was operating as a tool that helps to bring development in the community nor the percentage that they had to contribute to the interventions as community members.

Table 5: Distribution of respondents by their understanding the meaning of TASAF

Understanding of TASAF	Frequency	Percent
It helps to bring community developments	45	37.5
It helps poor people to develop in rural areas	11	9.2
Is a financial institution	30	25.0
I don't know	34	28.3
Total	120	100

4.4 Community Participation in Identifying and Setting Priorities on the Community Sub-project to Be Carried Out

The information on community participation in identifying and setting priorities on the community sub project was gathered by asking the respondents as to who decided on the implemented projects and whether there were any procedures followed in making decision.

4.4.1 The one who decided on the implemented community sub-project

Miller (1979) suggested that, in order for the community to eradicate poverty it must participate from an early stage of decision making of what should be done for them. One of the National Village Fund (NVF) guiding principles is that the National Village Fund will be funding sub projects selected as a priority in a meeting attended by at least 70% of the beneficiaries (target group) with the equitable participation between women and men in sub project management (URT, 2005a). According to URT (2005b), the NVF interventions will target poor communities whose members will benefit as users of services. Based on their knowledge of local problems and their causes, communities will participate in setting development priorities, preparing budget for their sub projects and delivering services as per sub project agreement. According to the results obtained in

Table 6, 43% of the respondents said that decision on implementation of a community sub-project was made by TASAF leaders; 38% of the respondents said that the decision was made by community members and TASAF leaders. Only 27% said that the decision on implementation of a community sub-project was made by the community members and 12 % had no idea of who made decisions on the implemented community sub projects. The findings indicate that there is a need to raise awareness among community members that they are the ones who are supposed to decide on which community sub project they want to implement based on their community needs.

Table 6: Distribution of the respondents by the decision maker on the implemented community sub-projects

Decision maker on community sub-projects	Frequency	Percent
Community members	27	22.5
TASAF leaders	43	35.8
Community members and TASAF leaders	38	31.7
Others	12	10.0
Total	120	100

4.4.2 Procedures followed in decision making

Efraji (2008) reported the procedures used by the community members to get the project as follows: the village receives a letter from the District TASAF office to prepare the first meeting of sensitization and mobilization of the village community; the Open Participatory Rural appraisal (O-PRA) member visit the village and introduces the objectives of TASAF to the village council meeting followed by the general village assembly; PRA exercise is used to identify problems and priorities so as to decide which project should start; to select village TASAF committee; to write an application letter for the project attached with the general village assembly meeting minutes; to open the project

account; to prepare local material at the site; the community to be ready to provide manpower for the implementation of the project; and lastly to receive the project as a village asset. According to the TASAF II Operational Manual, the funded sub projects should be selected as a priority in a meeting attended by at least 70% of the beneficiaries (target group).

The results in Table 7 show that 75% of the respondents agreed that there were procedures that were followed in decision making but when they were asked to mention them they failed. Most of them were guessing by saying that there must be a meeting to discuss about the project and when they were asked about other procedures they responded by saying that, may be telling TASAF leaders about the project but they did not know how the information is sent to TASAF leaders.

About 14.2% responded that there were no procedures in decision making. Some of the respondents from Mwembesongo Ward mentioned that, TASAF leaders come to the street when they see that community members have started a project, they get involved and complete it. 10.8% of the respondents said that they had no idea whether there were any procedures in decision making and most of them added that they just hear the name TASAF but they do not know it in detail and they gave the reason that they do not attend the meetings because of being busy with other activities. This is supported by the study done by Efraji (2008) who reported that the Minepa Irrigation Scheme which was constructed by TASAF in Ulanga District started before receiving grants from TASAF by one group known as Makairi farmers group hence, they see that the support from TASAF came as a matter of appreciation of community initiatives by the government. There were few respondents who knew about other procedures but most of them were those who were

elected to the Community Management Committee who actually managed the day to day activities. The results prove poor accountability in the implementation of TASAF sub projects while Sadler (2004) described that accountability is the key requirement of good governance and so, accountability can not be enforced without transparency and the rule of law.

Table 7: Distribution of the respondents by the procedures followed in decision making

Procedures in decision making	Frequency	Percent
Yes	90	75.0
No	17	14.2
I don't know	13	10.8
Total	120	100

4.4.3 Criteria used in deciding the kind of the social sub-project to be implemented

According to TASAF II Operational Manual, among the guiding principles of National Village Fund (NVF) is that; Sub-projects to be supported must be within the capacity of the community to manage, implement and undertake operation and maintenance; Adherence to the requirements of Environmental and Social Management Framework (ESMF) and Resettlement Policy Framework (RPF); Sub-projects will promote labour-based technology, with at least 40 percent of the sub-project funds paying for unskilled labour wages; Targeting of resources guided by poverty and service coverage indicators as well as community demands; Protection of prevailing employment opportunities in targeted areas by paying a wage that is lower than the prevailing average wage in the area (a self targeting wage); Financing viable activities that lead to increased household income; Funding sub projects selected as a priority in a meeting attended by at least 70% of the beneficiaries (target group); Equitable participation between women and men in

sub project management; lastly funds to be spent in accordance with the approved procurement plan.

As per results obtained in Table 8; 47.5% of the respondents said that the projects to be implemented were the ones which were most important, and 52.5% of the respondents said that there were no criteria in deciding the kind of the project to be implemented. The result shows that the community members were not aware of the criteria which were used in deciding the kind of the project to be implemented. Most of them did not know even the percentages which the community members were required to contribute to the interventions. One of the respondent from Bigwa Ward said that “I think the community members are supposed to contribute 100% because there was a bridge project in our street in which we were told to contribute by bringing different equipment, later we were told to come and help the engineer to build the bridge without payment and those who refused to come were imprisoned between one to three days”. This implies the absence of transparency as an important feature of good governance in implementing community sub projects as it has been supported by Clutterbuck and Marryn (2003) who explained that transparency means that enough information is provided in easily understandable form and media. Hence, awareness should be raised to the community members on criteria used in deciding the kind of sub project to be implemented.

Table 8: Distribution of the respondents on the criteria used in deciding the kind of social sub-projects to be implemented

Criteria in deciding on sub-project	Frequency	Percent
The most important	57	47.5
No criterion	63	52.5
Total	120	100

4.4.4 Sustainability of community sub-project

Sustainability of community sub-projects depends on the access of information which is relevant, timely and in a form that can be understood by all community members; participation and inclusion of all people including women and people with disabilities in priority setting and decision making to ensure that limited public resources build on local knowledge and priorities, and build commitment to change; Accountability for project resources which is ensured through transparent fiscal management, community participation and by offering beneficiary groups choice in services; Local Organizational Capacity which refers to the ability of people to work together, organize themselves, mobilize resources to solve problems of common interest (URT, 2005a).

The results in Table 9 show that 71.7% of the respondents were not sure whether the project will be sustained or not; 18.3% of the respondents said that the project will not be sustained and only 10% of the respondents agreed that the community sub projects will be sustained. The results reveal that most of the respondents were not sure of the sustainability of the community sub project and the reason given was lack of transparency and accountability. Others said that they were not sure of the quality of the buildings such as schools and hospitals that they may be of low quality because every one needs to get something from the same budget. They added that individualism is a disease which needs immediate treatment otherwise community development will just be a dream in our communities. This makes clear that community members are losing trust in their government therefore the instant solution should be found.

Table 9: Distribution of the respondents on the sustainability of the community sub-projects

Will project be sustainable?	Frequency	Percent
Yes	12	10.0
No	22	18.3
I'm not sure	86	71.7
Total	120	100

4.5 Monitoring and Evaluation of Community Sub-project

Actually, the information concerning monitoring and evaluation of community sub project was gathered by asking the respondents about the frequency of monitoring and evaluation; who were involved in monitoring and evaluation; the composition and proportion of the team and criteria used to select individuals for the process. According to TASAF II Resettlement Policy Framework, the monitoring and evaluation procedures include the external and internal evaluation of the compliance of the actual implementation with objectives and methods as agreed.

4.5.1 The frequency of monitoring and evaluation of community sub-projects

According to TASAF II Operational Manual, internal and external periodic assessment and evaluations would include baseline studies, beneficiary assessments, mid-term evaluations, ex-post evaluations and impact assessment. The results in Table 10 reveal that; 48.3% of the respondents said that monitoring and evaluation was done regularly; 19.2% of the respondents did not know the frequency of sub project monitoring and evaluation; 16.7% of the respondents said that the community sub projects were rarely monitored and evaluated and 15.8 % of the respondents said that community sub projects were not monitored at all and they gave the reason that, if there could be monitoring and

evaluation then the feedback could be seen on how everything has been done. Although the respondents reacted to this question most of them were just guessing by looking at the kind of intervention which was implemented in their street so they mostly started by saying “I think” then the answer followed. However, few of them were sure because they participated in the intervention in one way or another. Therefore the results give the explanation that there were only few people in the community who had an idea of TASAF and how it operates.

Table 10: Distribution of the respondents in monitoring and evaluation of community sub-projects

Monitoring and evaluation of sub-projects	Frequency	Percent
Regularly	58	48.3
Rarely	20	16.7
Not at all	19	15.8
I don't know	23	19.2
Total	120	100

4.5.2 Involvement in monitoring and evaluation of community sub-project

Supervision, monitoring and evaluation and reporting will be done periodically by Village Council (VC), technical staff from LGA (including Ward)/ respective Ministries in Zanzibar. Progress reports will be prepared on quarterly basis; this is according to TASAF II Operational manual. The results in Table 11 reveal that 36.7% of the respondents said that both TASAF leaders, community members and Ward council team were involved in monitoring and evaluation; 29.2% of the respondents said that only TASAF leaders were involved; 21.7% of the respondents said that monitoring and evaluation was done by community members; 8.3% of the respondents said that monitoring and evaluation was done by Ward council team and 4.2% said that they did not know. These results however,

were given by guessing most of the respondents started responding to the question by saying “I am not sure, but I think ...” and they added that they had never seen any guideline of TASAF and few of them who were involved in one way or another had no operational manual and they said that the budget was brought to them but they were not included in its preparation.

Few of the respondents complained that there was no feedback on how the resources were spent and that made them to become blind of everything. The results show lack of transparency in the whole process of community subproject implementation. The United Nations (2002) explain that transparency in good governance means that information is available and directly accessible to those who will be affected by such decision and their enforcement. Moreover, when the respondents were asked about the composition of the team they said that there were men and women but most of them said that men were more than women while the Service Guidelines for Mainland says “During implementation of sub projects equitable participation of men and women will be encouraged”.

4.6 Factors that Hinder the Implementation of Communities Sub-projects

The TASAF annual report of July 2005 – June 2006 reported the challenges that faced the implementation of community sub projects as difficulties arising in communication and feedback to and from Districts and difficulties in management of assets due to the low capacity of communities to sustain their assets. Moreover, there were delays in submission of quarterly reports from LGAs which resulted into holdup in compilation of reports at national level and attending to the problems pointed out in the reports that are submitted late; this is according to TASAF 2007 third quarter progress report.

Table 11: Distribution of the respondents on the involvement in monitoring and evaluation of community sub-projects

Involvement in monitoring and evaluation	Frequency	Percent
TASAF leaders only	35	29.2
Community members only	26	21.7
Ward council team	10	8.3
Both of the above	44	36.7
I don't know	5	4.2
Total	120	100

The study which was done by Efraji (2008) revealed that 67% of the beneficiaries failed to complete projects within the official time because of poor working tools, poor working plans, delay in disbursement of funds from TASAF Headquarters and increase in some TASAF projects' costs. The study also explained that the practical orientation given to TASAF village committee that is responsible for project implementation was not enough. The results found in this study stated almost the same factors that hinder the implementation of community subprojects as those challenges mentioned above. The respondents mentioned these factors as lack of transparency that the implementation of community subproject was not made clear to the community members and there was no feedback on how the resources were spent, also the community members were not informed on the percentage which they were supposed to contribute to the community sub projects. According to one of the respondents from Mazimbu Ward, the Community Management Committee could not understand each other because every one had his/her own interest in the budget which was prepared.

Another factor is shortage of funds. Some of the respondents said that, sometimes the budget was prepared one to two years before the implementation of community

subproject, when the time came for the actual implementation, the prices were already high so this creates shortage of funds and hinders the implementation of community subproject.

As for mismanagement of time and resources, community members who were interviewed revealed that the project may be of three months but it may be extended to two to three years the reason being either lack of fund or using of the resource to solve individual problems rather than being used for the intended purpose. One of the respondents from Mwembesongo Ward said that most of the community sub projects are now used as a tool of getting votes by the leaders. Based on that, most of the community sub projects have lost the original meaning.

4.7 Attitude of the Leaders in Implementing Community Sub-projects

The attitude of leaders in implementing community sub projects was done by asking questions based on the some of the features of good governance

4.7.1 Participation

Mkapa (2004) argued that national and local ownership of the development initiative is necessary we are to scale up poverty reduction efforts, and sustain them, and ownership must dovetail with participation. There can be no ownership without participation. On the other hand, UNDP (1994) gives elaboration of participation that all men and women should have a voice in decision-making, either directly or through legitimate intermediate institutions that represent their interests. Such broad participation is built on freedom of association and speech, as well as capacities to participate constructively. As per the data obtained from the surveyed area in Table 12; 82.5% of the respondents said that the

attitude of the leaders in making sure that both men and women participate in decision making were poor; 12.5% of the respondents said it was good and only 5% of the respondents said it was very good. During Community Management Committee (CMC) meeting, it was revealed that the committees responsible for monitoring and evaluation of community sub projects had more men than women. This means that although women empowerment is given priority but women are still behind and the reasons given by some of the respondents was that women were not informed and they are still viewed as incapable of being as good leaders as men.

Table 12: Distribution of the respondents on making sure that men and women participate in decision making

Equal participation of men and women	Frequency	Percent
Very good	6	5.0
Good	15	12.5
Poor	99	82.5
Total	120	100

4.7.2 Transparency

Transparency is built on the free flow of information. According to Mushi and Melyoki (2005), lack of financial transparency reflects partly on the way local authorities in Tanzania evolved. Since they were first introduced, they do not seem to have developed the tradition of reporting or being accountable to their own citizens but to report upward to central Government. As per the results that can be seen in Table 13, 93.4% of the respondents said that the attitude of leaders being transparent in implementing community sub project was poor; 5.8% of the respondents said that it was good and only 0.8% of the respondents said that it was very good. The results reveal that leaders were not transparent

in the process of implementing community sub projects. The respondents explained that neither TASAF itself nor the way it operates is known to the majority of the community members. Some of the respondents said that there was no feedback on what has been done from the committee members. One of the committee members from Mwembesongo Ward said that there was no good communication between the committee members and their chairperson, sometimes they just saw building materials but they did not know how they were bought and when. This is a sign that even the leaders did not reach a consensus on what to implement and not to implement. The reason for this is individualism that every one looks at him/herself rather than the majority and this shows bad governance.

Table 13: Distribution of the respondents on the transparency in implementing community sub-projects

Transparency	Frequency	Percent
Very good	1	0.8
Good	7	5.8
Poor	112	93.4
Total	120	100

4.7.3 Responsiveness

Good governance requires that institutions and process try to serve all stakeholders within a reasonable timeframe (Ferdous, 2007). As per results in Table 14, 94.2% of the respondents said that the attitude of the leaders in making sure that the community subprojects are implemented within a reasonable time is poor; 4.1% of the respondents said is good and only 1.7% of the respondents said it was very good. When responding to this question, most of the respondents said that the project may be planed to end after three months but it may be extended to two or three years. According to some of the

respondents poor management and communication among leaders and other community members was the cause for the delay of many community subprojects. This shows that there is poor flow of information in the implementation of community subprojects.

Table 14: Distribution of the respondents in implementing community sub-projects within a reasonable time

Timeliness of implementation	Frequency	Percent
Very good	2	1.7
Good	5	4.1
Poor	113	94.2
Total	120	100

4.7.4 Consensus oriented

According to UNDP (1994), good governance mediates different interests to reach a broad consensus on what is in the best interest of the group and, where possible, on policies and procedures. As per the information obtained from the surveyed area which has shown in Table 15; 91.7% of the respondents said that the attitude of the leaders in making sure that consensus in the best interest of the whole community and how it can be achieved was poor; 6.7% of the respondents said it was good and 1.6% of the respondents said it was very good. During focus group discussion it was revealed that some of the community sub projects that were implemented were not the ones that were agreed by majority of community members. They gave an example of the dispensary which was built at Mwembesongo Ward and they said that, it was not what they opted to implement at that particular time. To them, road maintenance was their first option. On the other hand, the CMC members were also complaining that sometimes there were some things which were done without informing everybody. One of them said that their chairperson went to buy

the building equipment without informing the other members as a result he bought materials of low quality and which were not durable but with high price. This is a sign of bad governance taking into consideration that consensus building is one of the features that shows the existence of good governance.

Table 15: Distribution of the respondents in reaching consensus in the best interest of the whole Community and how it can be achieved

Consensus oriented	Frequency	Percent
Very good	2	1.6
Good	8	6.7
Poor	110	91.7
Total	120	100

4.7.5 Perception of community members towards community sub-projects

The perception of community members towards community subprojects was gathered by asking the community members to agree or disagree with some statements and from there they were asked to give some reasons. Some of the respondent perceived these community sub projects as a part of the campaign towards elections because most of the leaders used these community subprojects as their success to make people vote for them. In Bigwa Ward for example, some of the respondents who were also Community Management Committee (CMC) members said that Ward Councillor told them not to go and buy the building materials without his permission. He was the one who was acting or taking the responsibilities of the CMC and this made the community members to believe him more, but in real sense these community sub-projects need to be controlled by the community members themselves and the Ward Councillor could be just like any other community members may be if they needed any other advice or help from him as a leader.

Other respondents however, perceived community sub projects as the tool that helps the poor to get their basic needs as one of the principles guiding in the TASAF II operations which says, “Sub-projects will promote labour-based technology, with at least 40 percent of the sub-project funds paying for unskilled labour wages;” contrary to this statement, most of unskilled labour were not paid. Most of the respondents in Bigwa Ward revealed that they contributed to some of the building material including stones in bridge construction but they were told to go and work as unskilled labour without payment and when they asked about payment they were told that, what they did was one of their contributions and some of them were put in prison when they refused to go and work. All this happened because they did not know what they were supposed to contribute and in which amount, moreover, they were not aware of how TASAF operates.

Subprojects were also perceived as the tool that can bring sustainable development if they were implemented well, but most of the respondents were not sure whether the sustainability will be reached because most of the leaders were taking advantage of these projects to serve their interests as a result the buildings, roads which were constructed are of low quality.

CHAPTER FIVE

5.0 CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

The general objective of the study was to assess the role of governance in the implementation of TASAF community sub-projects in Morogoro Municipality. This Chapter gives a summary of the study conclusion and makes recommendations for further consideration arising out of the research findings.

5.2 Conclusions

The study found that most of community members had an idea of what a community sub-project meant. In spite of having TASAF sub-projects in their streets most of community members had no idea of what TASAF meant. Therefore, there is a need for TASAF leaders to find different ways of making sure that TASAF is well understood by the community.

This study also revealed poor participation of the community members in identifying and setting priorities of the community sub-projects to be implemented. As far as good governance is concerned, participation which includes both men and women makes every community member to be responsible to any kind of intervention which ensures sustainable development.

Moreover, it has been observed that there was lack of transparency in the implementation of community sub-project for instance, feedback on how resources were spent was not given to the community members; community members were not included in the

preparation of budgets and also most of Community Management Committee members had no operation manual. This made them to be blind to the extent that they could not understand even the percentage that they were supposed to contribute to the intervention.

Generally, this study revealed that governance in the implementation of TASAF community sub project is poor due to the fact that TASAF is not known to most of community members despite of having TASAF sub projects in their streets; all features of good governance which are participation, transparency, consensus oriented, effective and efficiency, responsiveness and accountability have been rated as poor by the community.

Furthermore, the findings revealed that most of the projects were not implemented within a reasonable time because of poor planning, delay in disbursement of funds from TASAF and the increase in costs of implementing a community sub project. All this was a result of poor governance.

5.3 Recommendations

TASAF should make sure that community members are aware of TASAF and it's relevance to the community before the implementation of the project. Moreover, community members should be facilitated to participate in every stage of the project so as to feel a sense of ownership and this will contribute to the sustainability of the project.

Community Management Committee should be provided with enough knowledge and information concerning TASAF through seminars, pamphlets and other simple written materials. Transparency should be encouraged that is, giving feedback on how resources

were spent and where. However, the community should be involved in preparing the project budgets.

Community sub-projects should not be used for political gains rather as a tool to ensure development of the community through management by the community members themselves. Moreover, TASAF sub projects should be implemented within a reasonable time.

Lastly, it should be known that governance and development complement each other therefore; good governance should be applied to the implementation of TASAF sub-projects so as to ensure their sustainability and community development.

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APPENDICES

Appendix 1: Questionnaire for data collection

GOVERNANCE IN THE IMPLEMENTATION OF TASAF COMMUNITY SUB PROJECTS: A CASE OF MORORGORO MUNICIPALITY, TANZANIA

QUESTIONNAIRE FOR THE COMMUNITY MEMBERS

INTRODUCTION

Dear community members, I am **Angela Jesse**, from Sokoine University of Agriculture pursuing Masters of Arts Degree in Rural Development. I am conducting this study to gather your opinions on the role of governance on implementing communities sub projects under TASAF. It is an important study because it can assist the government to make different policies and programmes which can contribute to the improvement of people's livelihood and bring sustainable development. Therefore, I am requesting your support and cooperation in this task by responding to the following questions. Any answer or replies made will be kept confidential.

DIVISION..... Ward.....
RESPONDENT NAME..... DATE OF INTERVIEW.....
NAME OF INTERVIEWER..... DATE OF INTERVIEW.....

A. SOCIO-ECONOMIC CHARACTERISTICS

1. Age.....

2. Sex

i. Male.....

ii. Female.....

3. Marital status

iii. Single.....

iv. Married.....

v. Divorce.....

vi. Widowed.....

4. Level of education by year of attendance

- vii. None.....
- viii. Adult literacy.....
- ix. Primary education.....
- x. Secondary education.....
- xi. Post secondary education.....
- xii. Others (specify).....

B. CREATING AWARENESS AND SENSITIZATION

- 5. What do you know about community sub projects?
- 6. How did you know about community sub projects?
 - a) Through media
 - b) Through different documents
 - c) Through seminars
 - d) Others (specify).....
- 7. What do you understand about TASAF?
- 8. How many community sub projects funded by TASAF in your Ward?.....
- 9. How many social sub projects being implemented among the mentioned above?.....

C. DEGREE OF COMMUNITY PARTICIPATION IN IDENTIFYING AND SETTING PRIOROTIES ON THE COMMUNITY SOCIAL SUB PROJECTS.

- 10. Who decides on the implemented social sub projects?
 - a) The community members
 - b) TASAF leaders
 - c) Community members and TASAF leaders
 - d) Others (specify).....
 - 11. Are there any procedures which were followed in making decisions?
 - a) Yes
 - b) No
- If yes, which procedures?.....

12. What are the criteria used in deciding the kind of the social sub project to be implemented?

13. Have you got any benefit from those community sub projects?

a) Yes

b) No

If yes state which benefits.....

14. Do you think that these projects will help to bring development in to your Ward?

a) Yes

b) No

c) I am not sure

If yes why..... and, if no why.....?

15. Do you think these sub project will sustain?

a) Yes

b) No

If yes state how.....if no state why.....?

D. MONITORING AND EVALUATION OF THE PROJECT

16. How do the sub projects being monitored and evaluated during their implementation?

a) Frequently

b) Rarely

c) Not at all

d) Others (specify).....

17. Who were involved in the process?

a) TASAF leaders only

b) Community members only

c) Ward council team

c) Both

d) Others (specify).....

18. What was the composition in the team?

a) Men only

b) Women only

c) Both men and women

19. If both men and women were involved, how many men and women?
- a) More men than women
 - b) More women than men
 - c) Equal number of men and women
20. Which criteria used to select individuals in the process of monitoring and evaluation of the community sub projects?
21. What are the factors hindering the implementation of community sub projects?

E. ATTITUDE OF THE LEADERS IN IMPLEMENTING COMMUNITY SUB-PROJECTS

Statements for measurement	Excellent	Very good	Good	Poor	Very poor
22. Making sure that both men and women participate in decision making.					
23. Fairness in the implementation of community sub-projects under the rule of law.					
24. Transparency in the implementation of community sub project.					
25. Implementing community sub project within a reasonable time (responsiveness)					
26. Reaching a broad consensus in the best interest of the of the whole community and how it can be achieved					
27. Equity and access to natural resources.					
28. Best use of natural resources in a sustainable way.					
29. Leaders being accountable to the public and the institutional stakeholders.					

TOTAL POINTS

F. PERCEPTION OF COMMUNITY MEMBERS TOWARDS COMMUNITY SUB PROJECTS

Statements for measurements	Strongly agree	Agree	Undecided	Disagree	Strongly disagree
30. Project is a part of campaign towards elections.					
31. Projects are for the non poor only					
32. Projects are biased implemented.					
33. Projects brings no development to the community					
34. Projects help the poor to get their basic needs.					
35. Projects are the ways of bringing sustainable development to the community.					
36. Projects make the leaders to be very close to the community they serve.					
37. Projects has enabled the poor to access and equally utilize their resources					

TOTAL POINTS

**Appendix 2: A checklist for key informants, local government authority and
community management committee**

1. What is the project?
2. How do the project being implemented to the community?
3. How do the decisions made on the projects to be implemented?
4. What is the perception of the community towards the community projects?
5. What are the problems or difficulties faced in the implementations of the
community sub projects and how do you cope with them?
6. Do you think these community sub projects will improve the livelihood of the
community members? If yes how?
7. Do you think the projects are implemented accordingly? If yes how and if no why?
8. What are your views on community sub projects?

11/7/11
2010

THANK YOU FOR YOUR COOPERATION