

*Partnership between the Local Government
Authorities (public) and Non Governmental
Organizations (private) in Tanzania mainland*

By

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APPROVAL PAGE

This is to certify that this Research Project was carried out under our strict supervision and has been approved for submission to the University in partial fulfillment of the requirements for the award of the Doctor of Philosophy in Management - St. Clements University.

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DECLARATION

I, Dr. Fulgence Arcadi Binagwa do declare that I am the sole author of this dissertation, and that where other peoples' work has been used, this has been acknowledged, and I further declare that to the best of my knowledge this has not previously been presented for any academic award.

Signed:

DEDICATION

This work is dedicated to my dear wife Beatha B. Binagwa for her prayers, my children; Arnold, Alban and Anna and the rest of my family who missed me as I carried out my study.

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ABSTRACT

The concept of partnership is now widely used in many spheres, from development to business, to academic circles and even within families. Responsible actors put partnership into action to capitalize on their strengths and take advantage of opportunities inherent in synergizing and relationships. The relationship inherent in partnering is the mutual dependence, participation, respect, transparency, trust of partners and accountability.

With synergy as a motive, all governments need to partner so as to increase economies of scale, provide comprehensive social services and complex development. For instance the Government of Tanzania has been working with Non Governmental Organizations (NGOs) in providing social, economic and development services for many years. It is estimated that 40% of health services in Tanzania are provided by the NGOs. Despite this, their recognition by the government as partners in social development was formally recognized in 1990s partly as a result of their pronounced role in HIV/AIDS interventions.

Apparently the recognition did not state the process and modality by which the partnership between the Government and NGOs could be promoted. For instance the vision for Local Governments in Tanzania (Local Governments are governments within the Unitary government of the United Republic of Tanzania- Article 6, of the constitution of the United Republic of Tanzania), 29-31 May 1996, which was summarized and elaborated in Local Government Reform agenda endorsed in November 1996, stated that; "Local Government Authorities (LGA) will foster partnership with civic groups". Civic groups include Non Governmental Organizations. The strategy did not state how the Local Government Authorities would foster partnerships with the civic groups.

This research study set out to explore; the quality of working relationship between LGA and NGOs, coordination mechanism, presence of partnership elements such as trust, transparency and accountability; and understand partnership building process, so as to propose the appropriate model for promoting (fostering) partnership between LGA and NGOs.

Data collection tool was a self administered questionnaire with 58 qualitative as well as quantitative questions addressing research specific objectives. Seven regions were randomly sampled out of 21 regions of Tanzania mainland using the Association of Local Authorities Tanzania (ALAT) zones i.e. Pwani, Mtwara, Kigoma, Kagera, Kilimanjaro, Iringa and Rukwa. All the councils i.e. 7 urban and 30 rural out of 117 registered LGAs were included in the study.

The target population included Council senior officials' i.e. Council Directors, Council Planning Officers, Council Community Development Coordinators and NGO senior leaders. 125 out of 185 questionnaires distributed were returned; this represented 67.6% which was adequate for analysis.

Two hypotheses were tested using Chi-Square (χ^2) statistical test of independence using "EPI info" software program. Data was analyzed and presented in various forms so as to derive meaning.

There was no evidence to show that partnership between LGA/NGOs did not exist; however, it was not effective as indicated by poor working relationship. This was shown by lack of joint planning, LGA not willing to delegate activities to NGO sector. 70.8% of respondents were not aware of the existence of formal Memorandum of Understanding between LGA and NGOs. Regarding joint supervision, 52.4% of respondents' satisfaction level was poor. 49.2% of respondents stated that they did not meet at all or rarely did they meet. Lack of coordination mechanism and direct communication between LGA/NGOs was sited as one of the factors hindering partnership growth. Clarity of roles and responsibilities between the LGA/NGOs was unclear to both LGA and NGOs.

There were no clear guidelines and policies on how to promote partnership or if they existed they were not operationalized. NGOs were not submitting reports to LGA and those who did for instance; 52.4% did not receive feedback at all from LGA. 47.9% of NGO respondents perceived that LGA transparency was poor. Both LGA/NGOs said lack of transparency and trust was a factor in preventing partnership growth.

On accountability 42.2% of NGOs respondents stated that they were not aware that LGAs made audit results public. Bad governance, dishonest and collusion of LGA/NGO senior leaders were sited as the source of poor accountability.

Partnership understanding was weak, there was no formal agreement between LGA/NGOs, and poor partnership was blamed to lack of seriousness and willingness by leaders to form partnership. Respondents generally were not aware of the presence of policies to guide the partnership building process. Given the above findings a partnership building model with five stages has been recommended as follows; initiation of partnership, decision on coordination mechanism, developing a shared plan, collaboration and implementation of partnership and monitoring partnership performance.

ABBREVIATIONS

AIDS	Acquired Immune disease Syndrome
CARE	Cooperation Assistance Relief everywhere
CSO	Civil Society Organization
DDC	District Development Committee
EPI Info	Epidemiological Information
IDA	International Development Association
HM	Home Ministry
HSRP	Health Sector Reform Program
ITN	Insecticide Treated nets
LGA	Local Organization Authority
LGRP	Local Government Reform Program
MOH	Ministry of Health
NGO	Non Governmental Organization
NATO	Northern Atlantic Treaty Organization
NCPPP	National council for Public, Private partnership
NEPAD	The New Partnership for Africa Development
NS	Nova Scotia
2001, P12	2001, Page 12
OECD	Organization for economic co-operation development
O&OD	Obstacle and Opportunities for Development
PO-RALG	Presidents' Office-Regional Administration and Local Government
PPP	Public, Private Partnership
RCC	Regional Consultative Committee
RDC	Regional Development Committee
TACAIDS	Tanzania Commission for AIDS
TANU	Tanganyika African Union
UK	United Kingdom
UN	United Nations
UNDP	United Nations Development
UPA	Uniform Partnership Act
URT	United Republic of Tanzania
USA	United States of America
USAID	United States of America Development agency
WDC	Ward Development Committee
WHO	World Health Organization

CHAPTER 1- INTRODUCTION

1.1 Background to the study

The concept of Partnership is now widely used in many spheres, from development to business, from charity organizations to profit making companies and even within family business. As an approach and strategy, partnership is put into action by responsible actors to capitalize on their strengths and take advantage of opportunities inherent in synergizing and relationships. The relationship inherent in partnering is the mutual dependence, respect, trust of partners and accountability with some degree of transparency. The hinge of this relationship does depend on the core interests and aspirations of partners even when they are vastly unequal, in this study for example the Local Government Authorities (LGA) and the Non Governmental Organizations (NGO). As long as they don't make joint decisions together, neither side can achieve the required results by working alone. Resources in this world are not unlimited and no Country or company has it "all" in terms of skills, manpower and systems. Each has its strengths and weaknesses. All organizations and different people have a wide range of resources to share and offer to each other. This can best be achieved via partnership, which is an important road to sustainable development, contribution towards alleviating poverty and improving quality of life.

Todd Swanstrom et al on rethinking the partnership model of Government -Non profit relations, edited by Richard C. Hula (2000, P65) said, "non-profit sector and the government are drawn to partnerships because they complement each other: the strengths of one are the weaknesses of the other and vice versa and Governments and non profit can accomplish more if they work together". Richard C Hula (2000, P19) quoted Salamon who argued that, "non-profit organizations and government work in partnership by compensating for each other's weaknesses; government has the much greater resources while nonprofit can provide greater service flexibility". Value, process, and principles governing public- private partnerships are similar to the Partnership between Non-Governmental and Local governments' authority. Echoing this situation Clark, (1995, P593) emphasized that, "a key determinant in the development contribution of non-government organizations (NGOs) is the **relationship** between NGOs and the state. NGOs may run parallel activities; they may play oppositional roles; or they may represent weaker members of society, organizing them to become more influential in decision making and resource allocation.

This ‘civil society’ function entails moving from a ‘supply side’ approach concentrating on project delivery, to a ‘demand side’ emphasis, helping communities articulate their concerns and participate in the development process. Donors can use the policy dialogue to encourage governments to foster a more enabling environment.” While partnership between the local government and NGOs is a voluntary association, in United Kingdom the Crime and Disorder Act (1998) makes it a requirement for local organizations (such as the local authority and health authority) to work in partnership with the police for combating crime and antisocial behavior. For example essential to these partnerships is the sharing of information to help identify those areas to which crime prevention resources need to be targeted (Alex Hirscheifeld, 2001, P95). The situation is unclear or may be different in Tanzania.

All across the world, Governments cannot afford to fund comprehensive social services and do development alone. They need partners already in the process or about to go into development activities. Demand for Social services is constantly growing and development becomes complex. With other partners doing development, the Government gets room to deal with policymaking, security, regulation and justice. For instance the Government of Tanzania has been working with Non Governmental Organizations in providing social, economic and development services for many years. It is estimated that 40% of health services in Tanzania are provided by the NGOs (MOH,HRSP-1999-2002, item 2.16). Despite this, their recognition by the government as partners in social development was formally recognized in 1990s partly as a result of their pronounced role in HIV/AIDS interventions at the community level. It was this recognition that led to the dialogue on the development of the NGO policy in 2001.

Bebbington and Farrington (1993) referred to the main possibilities for NGO-government relationships, which include NGOs acting as the instruments of government programs and NGOs as sources of lessons for wider programs. But they add a further thought, which is moving beyond an instrumental view of NGOs to looking at the scope for power sharing and collaboration i.e. partnership.

The Government of Tanzania started the Local Government Reform Program in 1996 with the objectives that the Local Government Authorities (LGA) deliver locally defined needs, so as to achieve high and responsive quality services. This is a task that can be achieved faster by involving Non Government Organizations, which have a comparative advantage in working with the local communities. (this will be explored further in chapter two on LGA)

Section 9 of the National Policy on Non-Governmental Organizations, of November 2001, of the United Republic of Tanzania, on Government and NGO Partnership states, “The **Government** recognizes the significant role and contributions of **NGOs** in the society and considers them as important **partners** in the development process”. The wish of the Government in this policy document is clear, i.e. the government acknowledges the efforts made by the NGO sector and regards them as partners in the fight against poverty. In the same policy document it is also stated under section 3 that; “the Government encourages partnership with private sector to complement on Government efforts and therefore NGOs have a role to play in the provision and economic services”.

Through this policy therefore, the Government encourages and shall work in partnership with NGOs in the delivering of public services and programs. Apparently, the policy **does not state the process and modality** by which the partnership between the Government and NGOs can be built. What is needed is the “how” to foster partnership between Non Government organizations (private) and Local government Authorities (public). The vision for Local Government in Tanzania, May 29-31 1996, which was summarized and elaborated in Local Government Reform agenda 1996-2000 that was endorsed in November 1996, stated one of the two main areas of the LGA to be, “fostering partnership with civic groups”. Civic groups include Non Governmental Organizations. The strategy does not state how the local government will foster partnerships with the civic group.

A quick assessment done in August 2001 in five Local Government Authorities by the Voluntary Sector Health Program funded by USAID implemented by CARE International in Tanzania in partnership with Health Scope Tanzania Ltd, The Johns Hopkins University, School of Public Health- Centre for Communication Programs in collaboration with Local Government Authorities, at the inception stage, observed that; there was a limited or no joint planning and roles and responsibilities of the various players in both the Local Government and NGO sector were not clear. Management and financial transparency was equally lacking, consequently accounting of resources allocated for different health care interventions was very questionable.

These features probably indicated that Partnership between the Local Government Authorities and Non Governmental Organizations was non-existent and where it existed it was quite weak and full of mistrust. It was also observed that despite the Government policy to partner with the Non Governmental Organizations, the modality and process as to how it will happen was lacking at the local Government Authority level.

1.2 Statement of the problem

The government of Tanzania took lead in providing all services and development activities from independence through socialism period, so moving towards partnership with NGOs was a new area. The Government still holds power and authority while partnership is a relationship issue it requires trust and respect. This calls for a paradigm shift from the Government side. The Government and NGOs looked at each other with uncertainty. If partnership was at the infancy stage or existing what was the process of partnership building. The government encouraged partnership and recognized the NGOs as partners in the NGO policy but the guidelines and modalities were probably absent or unclear. Was the partnership said a reality and if so how did it happen? Trust, transparency, accountability, effective coordination and joint planning between the LGA/NGOs were they visible, were they being acknowledged by the LGA/NGOs?

1.3 Broad Objectives

Broadly the objectives of this study were:

- i. To describe appropriate partnership building process model for the LGA (public) and the NGOs (private non profit)
- ii. To find out the existing partnerships between the Local Government Authorities and the Non Governmental Organizations.
- iii. To find out how partnership worked between the Local Government Authority and Non Governmental Organizations if any.

1.4 Specific objectives

In specific terms the objectives were:

- i. What does **Partnership** mean (**define**) to the Non Governmental Organizations with respect to their relationship with the Local Government Authorities?
- ii. What are the existing Non Governmental Organizations and Local Government Authorities **relations** (quality of relationship)?
- iii. What is the **coordination mechanism** existing currently between the Local Government Authority and the Non Governmental Organizations?
- iv. What does it **actually take-requires** (developing, managing and sustaining) to build Partnership between Non Governmental Organizations and Local Government Authorities?
- v. If partnership is existing **are the elements of partnership** i.e. trust, accountability, transparency, values, roles and responsibilities and shared goals?
- vi. What have been the **challenges and lessons** learnt as far as the partnership between the Local Government Authority and the Non Governmental Organizations.
- vii. How can **partnership, e.g. its benefits be** made to work more effectively and efficiently between Local Government Authority and Non Governmental Organizations?
- viii. What is **appropriate type of partnership** model that may be used based on the LGA circumstances?

1.5 Rationale of the study

This study is of value to Non Governmental Organizations as well as to the government represented by the Local Government Authorities as they work together towards a sustainable development and the fight against poverty reduction. The study proposes **steps and processes** of effective cooperation, collaboration and coordination mechanism of roles and responsibilities of potential partners.

Partnership is by no means without **challenges**; this study gets respondents' opinion on those challenges and proposes ways of overcoming them.

Successful and effective partnership has elements which are built on quality relationship between the NGOs and the LGA, this study points out those elements which include; joint planning, participation, shared goals, trust, transparency, respect and accountability not only to each other but also to the Tanzanian citizens. The study brings to surface the **possible limits** to successful partnership while showing the **opportunities** embedded in partnership and what it actually takes to build, implement and sustain partnership.

1.6 Statement of hypotheses

- H0 Building partnership process has not taken place and there are no indicators of effective partnership between the LGA and the NGOs.
- H1 Partnership building process has happened and so coordination mechanism, trust, transparency, clear roles and responsibilities, shared goals, values and accountability are in place.

1.7. Limitations of the study

Partnership between LGA/NGOs was a relatively new approach to development in Tanzania partly due to political history. Tanzania was under African socialism (Ujamaa) for over 30 years, where the government provided leadership to almost all services and development activities, so the NGOs sector did not have room to make contribution. The sector was at infancy stage and was looked upon as less significant. Only at the beginning 1990s did the Government recognize NGOs contribution. This situation limits the amount of information available on partnership.

Library facilities in Tanzania are not rich on 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 partnership between the NGO and Local Government.

Culturally in Tanzania, leaders are reserved to provide information on trust, transparency and accountability, especially when it involved 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 busy to fill in the questionnaire. Although 185 questionnaires were hand carried, follow up calls, and visits were required to collect 125 questionnaires.

1.8. Definitions of terms

Below are words and or terminologies which appear throughout this study.

Non Governmental Organization: These include Faith Based Organization Community based organizations (BO), they could be local or international. They are not for profit making.

Local Government authorities: These are governments within the Unitary government of the United republic of Tanzania and thus constituting governments within the constitutional and legislative framework set nationally by the constitution.

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CHAPTER 2 LOCAL GOVERNMENT AUTHORITIES IN TANZANIA

2.1 The evolution of Local Government Authority system

2.1.1 Local Government Authorities in the Constitution

The Constitution of the United Republic of Tanzania Chapter 8, article 145 (1) on Establishment of Local Government Authorities already in Act no. 15 of 1984 section 50 states that, “there shall be established local government authorities in each region, district, urban areas and the village in the United Republic, which shall be of the type and designation prescribed by law to be enacted by Parliament or by the House of Representatives”. The purpose of the local government authority is also presented in the constitution in article 146(1) which states that, “The purpose of having local government authorities is to transfer authority to the people. Local Government authorities shall have the right and power to participate, and to involve the people, in the planning and implementation of development programmes within respective areas and generally throughout the country”. This article by extrapolation implies that at one point in time people were **denied authority, power and right to plan and to be involved in their own development** and so the article by extension is stating that this right, power and authority need to be given back. If this is the situation that peoples’ authority, power and right were taken by other forces what was the situation prior to this article? This is examined in four phases i.e. Pre-independence, Post independence until the Local Government Authorities were abolished, Re-establishment of the Local Government Authorities and the Local Government Authority Reform Program, and whether people now have their authority, power and right back.

2.1.2 Pre-independence

Traditional self governing system

Tanganyika prior independence i.e. before 1961 had about 120 tribes, some were small and others like the Chaga, Haya, Ha, Sukuma, Nyakyusa and Hehe were large in terms of population. These tribes had their self rule system usually headed by “tribe elders” who formed “councils”, where Elders’ Council made decisions on behalf of the tribe mainly on security and protection of the tribe.

As tribes grew and increased in population a better organization of their system of governance became necessary. Most tribes elected one leader to become the Chief of their tribe. Omax John (1991, P3) stated that, "eventually chieftainship in many tribes became hereditary and succession was automatic in accordance with tribal customs". In some tribes the Chief chose his own close relatives as his advisors/representatives of the people to rule in areas where the chief covered several villages. In such cases chiefdom was usually divided into sub-chiefdoms under sub-chiefs. Omax John (1991, P3) noted that, "this system of self rule was so efficient that when the British replaced the Germans as a colonial power after World War 1, they adopted it in their policy of indirect rule". This system of self rule to some degree influenced the evolution and restructuring of Local Government system which the British introduced in the country and even to the current status of the Local government.

The Arabs came for slave trade and ivory in Tanganyika just as it was happening in other parts of Africa and they found traditional system of governance. Other explorers also came around 1860 too for Colonization of Tanganyika to pave way for the subsequent coming of their respective government e.g., the Germans in Tanganyika. The slave and ivory trade opened routes to the interior of Tanganyika and so this made communication between tribes easier. It was soon after the opening of these routes that the colonizers moved in, this marked the beginning of the destruction of self governing system i.e. taking away people's power, right and authority, to deal with their own issues.

German rule direct rule

The arrival of Germans following Berlin conference scramble for Africa in 1884 was a blow to the self governing rule, initially the Germans used their superior military powers to dislodge the Arabs, but this did not go without resistance from Arabs as well as from the local chiefs such as Chief Mkwawa in Iringa and Chief Mirambo of Nyamwezi land in Tabora. In other areas Chiefs were forced to sign treaties with the Germans, which eventually were not honored, and the Germans had to take punitive measures against such chiefs. In spite of their intensified efforts, the Germans never succeeded in establishing stable administrative machinery until early 1890, when they introduced a system of "direct rule" which meant that the civil administration of the country was brought under the direct control of the central government.

Omax John (1991, P9) observed that, "there was therefore neither question of devolution of power from the center, nor were the chiefs allowed to exercise self rule in their own areas of jurisdiction". Arabs were therefore instrumental in the eventual destruction of local institutions, peoples' power and authority and the Germans made sure that such local institutions and right ceased to exist until British time i.e. from 1919 to 1961.

British indirect rule

The British started governing Tanganyika from 1919, until independence in 1961. It was after seven years i.e. 1926 of their rule that local government began to take shape in Tanganyika. Governor Sir Donald Cameron, who governed Tanganyika from 1925 to 1931, is the one who introduced the system of "indirect rule". Omax John (1991, P10) said, "This was modified from the local government system existing in Northern Nigeria before coming to Tanganyika". It was during his rule that the enactment of the Native Authority Ordinance (cap 72) in 1926 was made possible. The factors which motivated Sir Cameron to take this step are noted by PO-RALG (2002, P7) that, "he did not have enough officers to run administration, he reasoned that by using the chiefs, it would be easier to get the natives to obey government orders since these were to be issued through their own traditional rulers or Chiefs rather than through British officers had experience from Nigeria". Governor Sir Donald Cameron therefore took the advantage of existing institutions in Tanganyika. This step is opposed by Omax John (1991, P11) who said that, "the changes in the structure of local government did not come about through deliberate plans by the government, but were largely influenced by political events which were completely beyond the control of the government". The main objective of the native authority Ordinance (cap. 72) established in 1926 was to protect the position of the chiefs after they were formally and legally installed. It is to be remembered that the Germans did not honor them. So they were given recognition under this law. The Provisional Commissioner had the power to appoint official rulers who had similar powers as the chiefs in areas where the tribal elders did not identify their Chief. The law empowered the chiefs to exercise some administrative, executive and judicial power. Cameron also established local courts throughout the country at the chiefdoms and sub-chiefdom levels.

In 1947, the British secretary of state for the colonies, Mr. A. Creech-Jones, issued what was termed as a strongly worded dispatch instructing the British colonies to see to it, "that a democratic and efficient system of local government was set up".

Faced with these new political developments, the Colonial government had no alternative but to comply. As a result of this, the Native authority Ordinance was amended in 1950 to form Chief in Council, which gave the ordinary citizens being appointed as members of the Council by the District Commissioner on the recommendation of the chief. The political events taking place after world war two became the driving force too to this effect, for instance the number of British employees was reduced since they were required to join armed forces, and so Africans were employed to fill in the gaps left and Africans who returned back after the war in 1945 had political awareness. Omax John (1991, P14) said that, "in spite of additional changes, the new council remained unrepresentative of the people and still lacked jurisdiction over the non-African living in their areas". The British rule required the chiefs as their allies and so fearing that the interests of the chiefs were at stake and in danger of becoming redundant, a new law, the African Chiefs Ordinance (cap 331) was enacted in the year 1953 to asset the position of the chiefs, their responsibilities, executives and judicial powers.

Two separate constitutional and political events took place that had bearing on the growth and development of local Government in Tanganyika. The Native Authority Ordinance (Cap 72) was replaced by a new Local Government Ordinance (Cap 333) which was passed in 1953. Another event was the birth of the Tanganyika African Union (TANU) a political party which was later to be a ruling party in July 1954. The new Local Government Ordinance and TANU's demands resulted in councils being representative of the people although the question of free elections to local councils remained unresolved until 1958. Omax John (1991, P23) said, " the essence of the Native Authority Ordinance (cap 72) - enacted in 1926 to establish the office of the chiefs, or to use their legal title, "the Native Authorities" - was to misled the public into believing that the chiefs and the colonial regime were partners in the ruling of the country. The chiefs were not democratically elected, but were installed under powers vested in the Governor. Their activities were controlled and monitored by the British district commissioners in the area.

2.1.3 Post independence

Categories and composition of Local Government Authorities

Tanganyika inherited Local Government system from the British colonial system, while countries like Uganda and Zaire and Senegal Tanganyika did not restructure or abolish immediately the Local Government system. PO-RALG (2002, P8), gave three categories of local government authorities at independence as;

- a. Those which were created under the old Native Authority Ordinance (Cap 72) of 1926, these numbered 48.
- b. Those which were established under the Local Governance (cap 333) of 1953 local council these were 9 Urban Council and 10 were district councils, and
- c. Those which were established under the Municipality Ordinance (cap 105) of 1946. There was only one which was Dar-es-Salaam. In total they were 68. (currently there are 114 registered LGA)

Although a and b were established under two different laws, they were similar in their status and functions, the only difference was the detail of the functions of the Municipal council. The process of establishing the Local government Authority was similar for district, town council, and Municipal councils, it was as follows;

- o Approval of National Assembly before formal establishment.
- o Proposed Council published in the official gazette.
- o A certificate signed by the Clerk of the National Assembly and issued immediately after the establishment.
- o Minister responsible for Local Governments signed the instrument establishing the council.
- o A copy was sent to the council concerned and the Regional Commissioner in whose region the council was situated.

The process was similar to establishing town council, except the area of Town Council was usually hewn from that of a District Council. So an instrument amending the district council was required before National Assembly approved.

The instrument contained the necessary information with respect to the area being transferred, the apportionment for functions, franchise property, income, debts/expenses, rights and obligations and liabilities.

As regards to Municipal Council, this was larger in size and population, and therefore more financially autonomous. Regarding the composition of the authorities, the council membership was composed mainly of three groups' i.e.

- Elected members who formed the majority in any council
- Members appointed by the Minister responsible for local government, whose number did not exceed five in any council, and
- Members co-opted by the councils, if they wished to do so, which did not exceed three in any council-inclusive elected, nominated and ex-officio members. The total number varied, e.g. district council ranging from 16-60, town council from 13-15, and municipal did not exceed 45.

In 1962 Local Governance (cap 333) was amended to remove the Native Authority Ordinance and in 1963 Act no. 13/62 was passed to stop the authority of chiefs in the Country. PO-RALG (2002, P8) gave factors as to why the government abolished the chiefs rule, it stated that, "Chiefs were given authority by the British colonies, and they were serving the British colonies, the government claimed to have its own approach and strategies for local government system, and the assumptions that the chiefs rule was propagating the tribal philosophy rather than nationalism, and that Tanganyika wanted to promote democracy". After independence the Government promoted local government elections of councilors where they did not exist, and established LGA in districts or Urban where they were not formed.

Local Government Committees

Local government authorities were empowered to establish sub-committees, ad - hoc committees, divisional and joint committees for the purpose of carrying out special duties on behalf of the standing committees. Similarly the council could delegate to divisional committee any functions exercisable by it, just like it could do to any standing committee. Any business requiring the attention of the full Council was first referred to the appropriate committee.

The instrument establishing local authority had a list of functions of standing committees most commonly established committees were for:-

- Finance and Establishment
- Education
- Health
- Works
- Natural resources (in rural councils)
- Urban planning (in urban councils)
- General purposes (in urban councils)

The number of committee members by and large depended on the size of the council, the average was 3-10 members, except for the Finance (Or Finance /Establishment) and the Education Committee, all other committees were empowered to co-opt persons who were not councilors at their own discretion. Special committees of the district Council were Divisional Committee, the District Development Committee; this was set up by instructions from the Ministry of Local Government and Administration Circular No.20 of 1963, and the Village Development Committee. It is noted here while many committees had duties related to the title of the sector, the Finance or Finance /establishment committee duties were central because of its role. These were:

- Putting together draft, recommendation of the estimates of the revenue/expenditure for both recurrent/development budgets submitted by the other committees
- Preliminary fixing of rates and fees, membership was confined to the councilors only and no co-option of non-councilors was allowed. The finance committee met more than once a month. Chaired by the Chairmen of the Council or Vice Chairmen when the Chair was absent. Other committees had their chairmen as well.

2.2. Abolition of Local Government authorities

2.2.1 Problems facing the local Government Authorities

The problems facing Local government Authorities can be grouped into human resource, planning and mobilization, laxity in revenue collection, administration and relations with the Central Government:-

2.2.1.1 Human resource

Local recruitment and misunderstanding

Although under section 128 of the law (cap 333) a district council was empowered to employ its own permanent staff such as the clerk to the council, treasurer and health education officials, at independence there was still acute shortage of trained personnel, who could run the increasing social services. Those who were available relied mainly on experience rather than on professional qualification.

This scarcity in manpower was spread across all the departments such as health, treasurer and education. British colonial regime was the source of this anomaly although the native authorities' were established way back in the late 1920s; the training facility was set up 25 years later. Employees of the Local Government authorities were usually recruited locally; unfortunately not all councils had local qualified personnel. Shortage of manpower and experienced employees in LGA was also given by The PO-RALG (2002, P11-12). Following independence Tanganyika had a strategy of 'Africanisation' whereby local government officers with experience in local government issues since colonial times were transferred to central government. Political leaders were also given executives duties for instance the TANU leaders (ruling parties became the chairmen of the Councils, these became loyal to their party rather to results).

Apart from scarcity of manpower there existed misunderstanding between the Councilors as given by PO-RALG (2002, P13 in Kiswahili) my translation follows;

- Councilors avoided being involved in tax collection for fear of losing popularity in their constituents and risk loosing next election.
- Majority of Councilors had low per capita income and depended on additional income from "sitting allowance". So council and committee meetings took longer than would normally take.
- Division of responsibility between the councilors and their chief officers seemed obscure. Councilors interfered with officers without following procedures and laid down guidelines.
- Some Chairperson demanded special treatment e.g. allocation of a permanent office equipped with a messenger, plus a motor vehicle for their official and or private use. When these were turned down the relationship between Councilors and officers got strained.
- Councilors demanded advance payment of their next sitting allowance before the actual meeting took place.
- Some councilors and chief officers did not declare their interest in contracts as the law required them to do, so contracts were awarded without following laid down systems.
- Some councilors failed to get what they wanted and ganged up against the chief executive.

Lack of external supervision

In 1950 and immediately after independence the Native Authorities and their successors the District Councils were closely supervised by District Commissioner and their assistants' i.e. administrative officers. However, Urban Councils were staffed with professional experts.

When the Ministry of Local Government and Housing was dissolved and replaced by Ministry of Regional Administration, the new Ministry absorbed the cadre of Local Government officers. Omax John (1991, P73) said that, "the accounts of most of the district councils were deplorable due mostly to lack of constant supervision by district local government officers". Similarly The Public Accounts Committee (PAC) of the parliament had for the same period, recommended that the only remedy to this deplorable state of affairs was for the Ministry to reestablish the post of Local Government Officers or local government inspectorate at the district level so that government was made aware of every day performance of each district council. The Local Government Officer became a central Government agent; unfortunately the number was smaller than the number of district councils to supervise, so they were thinly spread in the field. The former field administrative officer was engaged in the day to day supervision of the councils, the latter i.e. the new cadre of Local Government Officer's duties were reduced to mere advisors.

2.2.1.2 Poor planning and mobilization

Following independence, people were mobilized to build their nation with great enthusiasm on self help base. Community and social workers were deployed at the grassroots level to mobilize the mass to build the nation. In some cases mobilization was done without proper planning and consultation. Communities did their part while the Local Government failed or vice versa. Local Government Authorities were brought in the picture after structural work at an advanced stage. Coordination between political leaders and the relevant local authorities was poor. Councilors pressurized their Chief Officers to finance projects notwithstanding the fact no funds had been provided for such projects in the estimates of expenditure. The central government and political pressure was put on Local Government Authorities to take over, run (manage) maintain those facilities without considering the authorities financial capacity to run such facilities.

The creation of massive social infrastructure being erected without proper planning, the expansion of social services and other amenities brought with it the enlargement of the bureaucracy, thus causing their recurrent revenue to diminish and the recurrent expenditure to bloat. The central government political pressure was put on LGA to take over, run (manage) maintain those facilities without considering the authorities financial capacity to run such facilities.

2.2.1.3 Laxity in revenue collection:

Local rate and Produce cess were the main sources of revenue for the local government. The local rate, being the largest single item for general revenue, it accounted for between 40% to 60% of local councils own annual recurrent revenue and in 1965 the cess formed 11% of the total recurrent revenue of the district councils. Cess was imposed on a variety of produce e.g. agriculture crops as well as on cattle. In 1966 the government decided to also impose 5% natural development levy on the important cash crops such as sisal coffee, cotton, tea. District councils were directed to reduce the rate of cess on these. This situation led to:

- Many of the councils facing liquidity problems
- Recurrent expenditure rose while revenue dwindled
- Capital expenditure came almost to a standstill

In 1969 the government introduced tax reforms which resulted in the abolition of produce cess and the local rate in 1970 both of which accounted for about 60-70% of their annual revenue. This was a big blow which drove many district councils into near bankruptcy and some of them never recovered from that financial blow Omax John (1991, P49-50).

2.2.1.4 Problems of tax collection

The following were the tax collection problems

- Decrease mobilization of local communities.
- Slowing down of self help projects.
- Party and government slow to react to the deteriorating situation.
- Indifference attitude of politicians including councilors as regards to collection of tax.
- Councilors were reluctant to participate in the tax collection (fear of antagonizing the people who elected them into their seats).
- Many district officials and revenue collectors got disheartened for lack of support from politicians.
- The laxity was not, however, generalized throughout the country even though the overall situation was far from satisfactory.

2.2.1.5 Lack of Central Government support.

In 1965 R.G. Penner conducted a study which revealed that out of all councils; 44 were poor, it was therefore obvious that unless the government increased its contribution to the local authorities or transferred some of this resource of revenue to them, there was no likely hood for these authorities to improve the function and services entrusted to them or even raise their quality. Omax (1991, P74) opined, "Government did not take steps to improve councils financial situation despite being aware of poverty was an issue and therefore majority of the councils could not raise more revenue from local rate, because people could not afford to pay more". It is not clear whether the government took steps of having a dialogue with the Local Government Authorities to work out appropriate strategy/solution to ease financial crisis of the councils.

2.2.2 Central Government's impatient

"Eventually the government reached a dead end, and to the surprise of many, the entire local government system was abolished allegedly to inefficiency and mismanagement" Omax John (1991, P60). Although the government abolished the Local government system, the former president Mwalimu Nyerere (first President of Tanzania) when interviewed by the editor of the Third World quarterly in 1984 said, "There are certain things I would not do if I were to start again. One of them is the abolition of local government and the other is the disbanding of the cooperatives. We were impatient and ignorant. We had these two useful instruments of participation and we got rid of them. It is true that the local governments were afraid of taking decisions but instead of helping them, we abolished them. These were our two major mistakes". (TWQ, 6:4, 815).

Nyerere's statement supported what is cited in article 146(1) of the constitution, i.e. the purpose of having local government authorities is to transfer authority to the people. Although the kind of the authority is not stated; but by extrapolation the central government took away peoples' authority.

The purpose of the local government system is to give the ordinary citizen an opportunity to participate in the administration of local affairs, to be involved in the local development activities, hence the rational of calling them local government. Omax (1991, P63-66), concluded that, "the abolition of the local government authorities in 1972 and then urban authorities in 1973 was a tragedy because the exercise was carried out rather haphazardly, and without consultation between the government and the representative local authorities' association, let alone the general public.

One wonders then; why did government decide to abolish the local government system without seeking the views of the people? Although prior to the abolition of the system a commission comprising of experts on public and local administration was formed to carry out studies on the future of local government in Tanzania, these studies were never made public”.

2.3 Decentralization program

After the Local Government Authorities and institutions supporting the local Government system were abolished, the central government started a decentralization program, with the aim of increasing peoples' participation in their development and transfer authority to the regions. Kasege B., (2003, P7) said, “the Decentralization program theme was power to the regions”. The central government established Regional and District directorates and gave them powers to develop and implement development programs. Directorates also had powers and authority to prepare budgets and supervise expenditure. In doing so they made decisions of local importance. Tanzania government commissioned McKinsey and Co. Inc. Consultancy firm to provide consultancy on modalities of the new administrative system. The party announced of its decision to decentralize the government apparatus in April 1972. Omax John (1991, P84) commented that, “a lot of important details on the modus operandi concerning financial and economic planning arrangements had not yet been finalized when the new system was launched in July 1972. The exercise was done in a great hurry and haphazard”. On 1st September 1972 following the launch of Decentralization program, the government issued Circular no. 8 of 1972 on the new staff grade positions and operational procedures. Regional directorates had the same status as Central government Ministries.

The Regional Commissioner remained the head of the region and Kasege B. (2003, section 2.2, P5) noted that, “his status was elevated to equal that of a cabinet Minister in the Central government, while the Regional Development Director was the Chief executive of the region with the status equal to that of a permanent Secretary of a Ministry”.

The Decentralization of Government Administration (Interim Provisions) Act No. 27 of 1972 provided for the establishment of development councils and planning committees in every administrative district as statutory bodies of the new arrangement to replace the district councils.

The District Development Council (DDC) constituted of The ruling Party Chairman, District Commissioner, member of parliament, elected members of the defunct district councils, District Planning Officers, Personnel Officer and Financial Controller, functional managers and District Development Director who serves as the secretary.

It is noted that during the whole period of decentralization no elections or by elections were held. Omax J, (1991, P85) observed that, "the outcome was that the new system did not increase the powers and responsibilities of local representatives as envisaged, instead it turned out into a rigid bureaucratic organization dominated by officials". At the regional level there was the Regional Development Committee (RDC) which was made of regional positions. RDC's responsibilities were to coordinate district development programs prior to submission to the Prime Ministers office, also to advise and offer guidance to the district programs. This meant that the departments in the region did not need to refer issues to the central government headquarters for decision and authorization. The advantage to this was that quick decisions could be taken by the region.

Kasege B. (2003, P4) gave shortcomings of the decentralization program as;

- It depended on the government for all its needs and local initiative was stifled. The effect of this weakness is still evident today as people wait for the Government to do everything for them.
- Decisions were made by government bureaucrats and not by democratically elected representatives of the people. The flexibility which had been intended in setting up priorities was not achieved as bureaucrats tended to stick to rules and regulations which had to be adhered to. This shortcoming is also seconded by PO-RALG (2002, P15).
- That people were not involved in decision, so people became dependant on the government to do everything for them this was not practical. Some of these are still prevalent even now.
- The quality of Officers sent to the regions and districts improved significantly but there were still shortages of qualified and experienced staff in most fields and in some cases regulations were flouted by senior executives who did not fully understand their importance. This led to the deterioration of services, particularly in urban centers".

Mr. James A. Green, then the United Nations special Technical Advisor, was invited by the government to examine the local government system, he made observations in the report submitted to the Prime Minister Office, which strongly recommended that urban councils be reconstituted, and in April 1978 the Parliament enacted the Urban Councils (Interim provisions) Act (No. 11)- PORALG (2002, P16), which required inter alia, that town and municipal councils be reestablished effective from 1st July 1978. The urban Act 1978 bestowed upon the urban authorities the responsibilities previously held by them under the Municipalities Ordinance (Cap 105) and the Local government Ordinance (Cap 333).

2.4 Starting Local Government Authorities again

2.4.1 Enactment of Acts for Local Government Authorities

1982 was a unique year for the subsequent future of local government authorities. In April 1982 six local government acts were enacted by the National Assembly and received Presidential assent on 28th June 1982. The acts were;

- The Local government Act no. 7 of 1982 this was for District authorities.
- The Local government Act no. 8 of 1982 this was for Urban authorities.
- The Local Government Finances act no. 9 of 1982.
- The Local Government Service, Act No. 10 1982.
- The Local government negotiating Machinery Act No. 11 of 1982.
- The Decentralization of Government Administration- Act No. 12 of 1982.

Three more legislations related to local government authorities were enacted in 1983 by the National Assembly. These are The Urban authorities Act No. 2 and the Local authorities (elections) Amendment Act No.3 both of these were assented to by the President on 13th March, 1983, followed by the Human resources Deployment act No. 6 which received the Presidential assent on 9th May, 1983. Various amendments have been made to these acts up to 30th June 2002 under the authority of section 18 of the interpretation of laws / general clauses Act 1972 of the Constitution of the United Republic of Tanzania. The constitution of the United republic vide Act no. 15 of 1984 was amended to incorporate the local government authorities as its permanent institutions. The local government system was physically launched on 1st January 1984.

2.4.2 Area and composition of Local government authorities-Rural

It is noted here that the people of Tanzania live either in urban or rural areas and Act no. 7 of 1982 provides for the establishment of three types of authorities in the **rural areas** as follows;

- a. District Councils
- b. Township authorities
- c. Village Government

District Council

The district council is the highest authority and is superior to the other two authorities since it authorizes by-laws proposed by the subordinate authorities, it is required to support Village councils and Town ship authorities with financial support as per act no. 9 of 1982. The composition of the district council is given by Part II clauses from 35 to 44 of the Local Government act no. 1982, which has been amended in; 1992, 1993, 1994, and 2000.

Every district council consists of;

- a. Members elected one from each of the ward in the area of the councils, it is noted here that each district has administrative areas from village, ward and division.
- b. Member(s) of parliament representing constituencies within the area of the district council in the Assembly.
- c. Number of women members who are qualified to be elected to the council, being not less than one third of members referred in a/b.
- d. Any other Member of Parliament whose nomination originated from organs of political parties within the area of jurisdiction of the district council.
- e. The Chairman and Vice Chairman are elected by members from among themselves and this is a secret ballot. The term of office of a member including the chairman is five years unless he resigns or ceases to be member.
- f. The Director who is the Central Government employee is the Secretary to the Council.

The election process of representatives and who qualifies for election are given under Act no 4. of 1979 known as; the Local authority (elections) Act, 1979, which covers the following; the electoral authority, holding of elections and tenure of office of councilors, registration of voters, voting, qualification of candidates for election, nomination of candidates for election, election day and the campaign and procedure offence and petitions.

Township Authorities

The composition of the Township Authorities is given by clauses from 45-54 of the Local Government act no. 7 of 1982, which has been amended, in 1992, 1993, 1994, and 2000. The process of electing members and chairman are the same as for the district council, members of the township are therefore as follows;

- a. The chairmen of the Vitongoji (Kitongoji –has no English translation) is the lowest local government level in rural and in some of the urban areas but has no corporate form of governance (Shivji-NGO policy forum February 8, 2003) within the areas of the Township Authority.
- b. Not more than three members to be appointed by the Council of the Township.
- c. The Member of Parliament representing the constituency within which the township authority is established.
- d. Number of women members who are qualified to be elected to the township authority, being not less than one quarter of all the members referred in a/b/c
- e. The township Executive Officer of the authority shall be the secretary of the township authority, but not vote during the meetings.

Village Government

In Tanzania mainland the Village Government is the smallest local government unit. The two main organs of governance in the village are the Village assembly and Village councils, Clause no. 55 of the act no. 7 of 1982 states that, “every village assembly shall consist of every person who is ordinarily resident in the village and who has attained the apparent age of 18 years”. The Village Council consists of not less than 15 but not more than 25 members. Village Registrar under the power given by the Minister conducts village registration (section 22 of LGA act no 7. of 1982). The Registrar gives certificate of registration after receiving relevant information on the village boundaries, number of households, population, village activities, village area and village resources (PO-RALG 2002, P30). The composition of the village government by clauses from 55-62 of the Local Government act no. 7 of 1982. Following registration the Village assembly elects the Village Council which has the following composition;

- a. A chairman elected by the village assembly.
- b. The chairmen of all the vitongoji within the village.
- c. Some other members elected by the village assembly, women number not less than one quarter of the total number.
- d. The secretary of the assembly is the Village Executive Officer.

2.4.3 Area and composition of Local government authorities-urban

Act no. 8 of 1982 provides for the establishment of three types of **urban authorities** as follows;

- a. Town Councils
- b. Municipal Council
- c. City Council

Town Council, Municipal and City Councils

The power to establish the urban authority Act no. 6 of 1999 section 41 is given to the Minister, he is empowered to vary boundaries of any ward or increase or reduce the number of the wards in consultation with the authority concerned. The process of establishment is the same as the one used to establish the district authority. The difference is that the area of a new town is hewn out of an area of a district council. Certificate of establishment is provided to the relevant council.

The certificate has the details of the urban authority including the name, members and office location. Variation of area of urban authority is given to then Minister by Act No. 4 of 1985. In consultation with the President the Minister may divide the area of urban authority into wards by Act No. 8 of 1992 section 18 and Act no.6 of 1999 section 44. The ward's area is divided into Mitaa or village consisting of a number of households which the urban authority may determine. The process of electing members of village in the town council including the chairman is similar to the ones used in the village councils. The composition is similar, e.g. elected members, Member of Parliament's women members from within the wards of the town.

The Municipal council is a promotional status acquired by the Town Council, its composition is similar to the Town Council, except the chairperson is refereed to as the Mayor, and the Vice Chair as the Deputy Mayor, and the Municipal Director is the secretary to the council. Regarding the City Council the structure and composition is the same as the Municipal Council. Duties, functions and legislative powers are similar to Municipal except that the City Council is expected to depend on its own sources of revenue and finance its recurrent expenditure. The clauses 19-28 of acts no.8 of 1992 section 20 through to 1994, 1999 to 2000 provide the details.

2.4.4 Standing Committees

Before the committees were abolished the number of committees were about seven (see section 2.1.2 LGA committees), but following their re-establishment, the standing committees have been re-defined in Act no. 6 of 1999 section 50, that every authority other than a city council establish standing committees for;

- a. Finance and administration
- b. Economic affairs, health and education
- c. Planning and environment,

Councils, however, may establish other standing committees not exceeding three as may be necessary for the proper discharge of the functions of the council to local needs and priorities. Members of other committees except finance shall not be more than one third of members of the council.

Tanzania has been hit by the HIV/AIDS pandemic, and in an effort to fight the consequences, the Assembly formed a commission i.e. Tanzania Commission for AIDS act 2001 which the President's assent was on 9th January 2002. However, this applies to Tanzania Mainland. Part IV of the act section 13(1) provides for the establishment of AIDS committees at every local government level. As a result of this Council multisectoral AIDS committees (CMACS) have been formed in all 114 Local government authorities. The Vice Chairmen or the Deputy Mayors chair these committees. CMACS' functions are to coordinate and implement AIDS activities i.e., planning, coordination, monitoring and evaluation of HIV/AIDS impact.

On delegation, while clause 78 section 1 of act no. 7 of 1982 gives the power to district council to delegate to committee the power to discharge any function on behalf of the council, section 2 states that the district shall not delegate to any committee the power to make by-laws, make and levy rates, adopt estimates of revenue and expenditure for the Council and impose fees and charges. *See annex 1 on the Structure of the district council*

2.4.5 Wards Development committees

Acts no. 7 and 8 of 1982 have provisions whereby wards in each district and urban authority can form Ward Development Committees (WDC). These committees have the functions of implementing decisions and policies of the district and urban council. And development programs in their respective ward, which consists a number of villages or mitaa (*mtaa is the smallest unit in urban councils and has no English translation*).

Other functions are to;

- a. Promote the establishment of development of cooperative enterprises and activities within the wards.
- b. Initiate or formulate and undertake any task venture or enterprise designed to ensure the welfare and well being of the residents of the wards.
- c. Plan and coordinate the activities of and render assistance and advice to the residents of the ward engaged in any activity or industry of any kind.
- d. Formulate, and submit to the urban or district authority, proposals for the making of by laws in relation to affairs of the wards.
- e. Monitor and coordinate the activities of mittaa or villages within the ward.

The WDC may also establish sub-committees and delegate to such committees any of its functions. The composition of the WDC is all the councilors of the authority resident in that ward, Chairmen of Village councils within the wards. Members of the WDC elect the Chairperson. The Ward Executive Officer who is appointed by the district authority is the secretary of Ward Development Committee.

2.5 Functions of Local Government Authorities

2.5.1 Provision of services and participation

The summary of functions of the Local Government Authorities is given broadly only in three categories in the constitution of the United Republic of Tanzania under 146 (2). In order to perform the duties the LGA have to recruit employees who perform the functions and services assigned to them. This is as per Local Government Service Act No. 10 of 1982. While the LGA had the obligation to provide services to the people another act i.e. Human Resources Deployment Act No. 6 of 1983 was enacted for the LGA to ensure that every able -bodied resident within its area of jurisdiction engages in productive or any other lawful employment. Detailed functions are given in Acts no. 7/8, Schedule 1, Clauses 1-104; schedule 2, clauses 1-47, and schedule of act no 8 clauses 1-104. These functions can broadly be grouped into:-

- **Agriculture and livestock** development including marketing, relief work, food storage facilities and locus destruction.
- **Planning** (this will be covered in section 2.6 below) **and trade**
- **Community development** i.e. mobilizing people to do their development and improve their quality of life.
- **Health** including ambulance services, registration of marriage, births, deaths and burial services.
- **Water** including protection of water supplies and sources such as rivers, streams, and protection of water from pollution.
- **Education** including primary, secondary education, libraries and museum.
- **Natural resources**, lands and town planning including fire brigades, managing open spaces and parks.

Security service is another area that the Local Government Authorities are supposed to play key role, especially in maintaining peace, order and good governance in their area. The mechanism which the Local Government Authority is supposed to use in fulfilling these functions, include providing services in efficient and cost effective manner. Another area is to foster cooperation with civic groups in achieving these functions. With regard to the study the LGA have obligations to cooperate with the civic groups, the modalities of how is the missing part. Promoting, and ensuring democratic participation in control of decision among by the people for their own development is also another mechanism. LGA operates through meetings, and the technical officers function within their departments.

2.5.2 Financial mobilization and use

Following the enactment of Act Nos. 7,8, and 9 of 1982 of Local Government authorities, all assets which were taken by the Government from the former district councils by virtue of the Decentralization Act no. 27 of 1972 which still existed when the new district councils were established in October 1983 were transferred back to the newly created Councils, but the liabilities remained the sole responsibilities of the Central Government to settle except for urban councils where all assets and liabilities automatically became vested in the new urban councils. Regarding the village act No. 9 of 1982 Clause 5 gave the right to the village to continue having the property but equally liabilities. The authorities' revenue sources are;

- a. Sources of revenue own financial from development levy and produce cess (rural) development levy / property tax (in urban areas, taxes, service charges, trade, industry licenses and fees).
- b. The government makes contributions and grant.

The Directors of Urban and District councils are the Accounting Officers for the LGA, and they are therefore responsible for accounting for any service / moneys.

The Minister for Local Government Authorities has to ensure proper management of finance and facilitates securing of funds for operation of the LGA and promotes timely budget preparations (Act No. 4 of 1987, Act No. 6 of 1999 section 76/77). The Minister for Local Government Authority issues financial memoranda for use by the councils whenever he finds appropriate (section 42 of the act No. 9 of 1982).

Regarding accounting the accounts of every council are audited internally by an internal auditor employed by the authority concerned. For each authority an external auditor who is the Controller and auditor-general (section 45 of act no. 9 of 1982/ Act no. 6 of 1999 sec 83) does the auditing. The Regional Commissioner can authorize in writing any person to have access to the records of Local Government Authority (section 44).

2.5.3 Major challenges faced by Local Government authorities

Two major challenges which face the Local Government Authorities in fulfilling their functions are;

- a. The local government authorities are over dependent on Central Government, which finances between 60-70% of the budgetary requirements in the form of grants and subsidies.
- b. The collection of revenue is inadequate, mainly because most Tanzanians are poor, for instance the Household budget survey 2002/01 indicates that 36% of Tanzanians fall below the basic needs poverty line and 19% below the food poverty line. 87% (10.1 million) of the poor live in rural areas.

2.6 LGA Planning and budget

2.6.1 Process and structure of plan and budget

Tanzania vision 2025

The District and Urban Councils are required to prepare estimates of annual budget, this is as per Local government Act no. 9 of 1982 section 54(1) of the Act which directs the councils to have annual budget approval in a period of not less than two months before the beginning of the financial year by the full council. The Central government issues guidelines on yearly basis in August/September for preparing of plans and budgets for instance section 6.6. of the guidelines states that, “government’s declared policy is to empower the people through their local government authorities. District or Urban Councils are supposed to be accountable to the electorate who put them in power. One way of measuring their accountability is by preparing plan and budget aimed at solving the problems of the people”.

As part of guidelines the local governments are supposed to set aside special women funds (20% of the annual collections) Kikula et al (1999, section 5.7). The planning and budgeting process is coordinated by the Council Director, who is the Chief Executive Officer. The guidelines empower the Director to involve the Non Governmental Organizations, since they provide, similar services but it does not state how. Other key players in the preparation of the plan and budget are the councilors who have to ensure priorities and needs of the people they represent are included in the plan. Regional Secretariat provides technical advice. Heads of departments like health, water, agriculture prepare estimates for their respective departments. The management team of the Council amends the draft plan based on Regional Secretariats recommendations. The finance committee ensures that:-

- i. All the priorities of the Council are incorporated;
- ii. Allocation of funds for the departments of the council has been done in line with the prevailing situation of the department and the importance of services which are being provided;
- iii. Council plan and budget are in accordance with, policies, laws, regulations, guidelines and directives of the Government; and
- iv. The poverty reduction strategy has been adhered to.

The guidelines require that the Local Government Authority plan and budget to adhere to the targets of the National Development Vision 2025 section 3.2, which has the following attributes, i.e. High quality livelihood, peace, stability and unity, good governance, a well educated and learning society a competitive economy capable of producing growth and shared benefits.

In looking at the details of section 3.1, each council's plan/budget has to demonstrate how it will contribute towards meeting the targets of the following goals:-

- Food self-sufficiency and food security.
- Universal primary education, the eradication of illiteracy and the attainment of a level of tertiary education and training that is commensurate with a critical mass of high quality human resources required to effectively respond and master the development challenges at all levels.
- Gender equality and the empowerment of women in all socio-economic and political relations and cultures.
- Access to quality primary health care for all.
- Access to quality reproductive health services for all individuals of appropriate ages.
- Reduction in infant and maternal mortality rates by three-quarters of current levels.
- Universal access to safe water.
- Life expectancy comparable to the level attained by typical middle income countries.

Council plans have to show how they contribute in meeting goals in; good governance (section 3.2), rule of Law, (section 3.3) a strong and competitive economy.

Poverty reduction

Equally Tanzania has developed Poverty Reduction Strategy, which council plans are directed to address, especially the main areas of the strategy i.e.

- i. Reducing income poverty
- ii. Improving quality of life and social welfare
- iii. Reducing the effects of poverty on poor people

Section 3.1.6 of the Poverty Reduction Strategy states that, "Local government authorities will plan and implement poverty strategy eradication initiative in collaboration with the people themselves and local institutions within their area of jurisdiction". The same section states that, "LGA have a role of coordinating council plans and NGO activities". In Section 3.1.7, the council has a role at ward level of monitoring and evaluation poverty eradication activities with the technical support from the NGOs. Unfortunately it is not indicated how this will take place.

Section 3.1.8, addresses poverty reduction at the Village Council level, which is coordination and monitoring NGO activities in respective villages, again the modalities are not given, probably this being a strategy it is not expected to deal with details of operationalization. Section 3.2.2 gives what NGOs are expected to do in poverty reduction programs. The guidelines 2003/4, section 6.3 requires that council plans show the national targets for service delivery for each sector, actual situation of service delivery in each sector, and steps to be taken by the Council so as to improve service delivery.

Plan and budget submission

The draft plan/budget is submitted and discussed at the full Council. The full council approves it. Copies of the approved plan and budget are sent to;

- (i) Regional Secretariat (The region secretariat combines the budget of all the councils in the region, which ranges from 3-8)
- (ii) The respective District Commissioner
- (iii) Major stakeholders at the Regional/Council levels e.g. NGOs, Community based Organizations.

Plan and budget structure

The council plan and budget structure has three main parts as revenue collection, service improvement and development plan. And as per act no 9, of 1982 the budget structure is as follows:-

- i. Revenue collected from Council sources;
- ii. Grants from the Central Government;
- iii. Support from Donors and civil organizations; and
- iv. Expenditure in each area.

It is through the planning and budgeting that the LGA becomes an essential link between the people and the government. How do people participate then in planning? The Government has started to introduce various participatory methodologies such as Obstacle and Opportunities for development (O and OD) which are used at the village level, to generate individual village council's plans.

These village plans are put together by the Ward Development Committee which in turn submits them to the district or urban councils. With other departments, the proposals go to relevant committees, then they are forwarded to the District Management Team, this team has all heads of departments, Non Government Organizations and other co-opted members. The council plan is sent to the Regional Secretariat where the Regional Consultative Committee considers the guidelines issued by the Ministry and checks if they have been followed (*See Annex 2 for planning process*)

2.6.2 Regional Administration

Although there is a Minister of Local Government Authorities, the Central Government is represented by the Regional Administration which forms a link between LGA/Central Government Headquarters. Act no. 19 of 1997, amended by Act No. 6 of 1999 mentions the head of the Region to be the Regional Commissioner, and is the principle representative of the Government within the area of the region section 5(1). Tanzania mainland administratively has 21 regions, and in each region is constituted by a number of districts. The President may delegate his function to Regional Commissioner Section 6(1). The same act section 8(1) forms the Regional Consultant Committee (RCC) made of Regional Commissioner as the Chairman, all District Commissioners, the Chairman of all District Councils and urban authorities, the Chief Executive Officers of all authorities and Members of parliament representing constituents in the region. The Regional Administrative Secretary is the Secretary of the Regional Consultative Committee. The functions (section 9) of the RCC advise the LGA regarding their development plans, reports, monitors, and ensures the coordination of the overall economic development in the region- sec 9 (e). RCC may also discharge functions from the Minister. The same act (section 3) establishes the office of District Commissioner appointed by the President, some of the function section 14 (3) (a) is to provide and secure enabling environment for successful performance by local governments authorities of their duties and functions.

2.7 Challenges faced by Local Government Authorities

2.7.1 Command driven relationship

The local government authorities' existence is now protected by the Constitution of the United Republic of Tanzania and the ideal aim of the system is to give people the voice, power and authority to deal with their local issues and development. Every citizen of Tanzania is a resident of one or the other Local Government Authority, which number 114 (registered) and about 10,638 Village Councils, Kasege B (2003 section 2.9, P5) in Tanzania. But LGA being part of the constitution does not guard the LGA against problems for instance;

- The Local Government Authorities are never really autonomous, partly because the Tanzania political system does not allow two governments with same power, authority and legitimacy.

The constitution prohibits the existence of such sets of government (Article 6, Act no 15 of 1984). Local Government Authorities depend on the Central Government for financial grant to provide services to the peoples, section 10 (1) and 3 of the Local Government finance act, i.e. government is obliged to pay annually to both the urban authorities and district councils grants from the public expenditure, originally but No. 10 of 1986 removed this obligation, it now depends on the existing Capability of the Government. Mogella C. (2002 section 1.3, P8) said "Consequently, central government control over the local government authorities is manifested more clearly in the use of finance resource". Few examples arising from Acts Nos. 7, 8, 9, 10 indicate that the relationship between the Central government and Local Government Authority has been a command driven, i.e. while the Central government has a wide tax -base the Local Government is a narrow, the Central Government has a right to audit and monitor LGA finances and issue binding financial procedures and regulations to LGA.

- The LGA's institutions, structure, composition and functions are established by laws enacted by Parliament which originate from the Constitution, Minister for Local Government Authorities who is currently in the President's Office (President is the Minister) had been vested with unlimited powers like approving council's budget, issuing orders in the form of circulars/directives to explain new legislation or issue new policies or technical guidance.

On legal and statutory, the Central Government has the power to establish, dissolve any local Government, and amend Local Government Authority's, laws, where as the Local Government powers and authority stem from Central legislation. The Local government authority has no appellant powers against dissolution and has obligation to abide by the Local Government Authority laws.

- Regarding the human resource, the Central Government recruits, trains, transfers and deals with salaries of the Local Government Authority senior and middle staff where as the Local Government deals with hire and fire of the auxiliary staff.
- On planning the Local Government Authority receives planning guidelines every year, the NGO forum statement issued in December 2002 on LGA noted that, "on average Local Government Authority can expect to receive annually at least ten different planning and budgeting guidelines. Each sector ministry, PO-RALG and each donor issues at least one guideline per year.

Reporting formats generally all differ. The statement also said that Local Government Authority still faces multiple and overlapping instructions and reporting requirements from central and sector ministries". This creates confusion and frustration to the Local Government Authorities.

- Politically the Central Government has supremacy of the Parliament and legitimacy from wider national electoral mandate where as the Local Government Authority had no close links with and little influence on parliament. Their legislative powers are limited to by laws with areas of jurisdiction in small area PO-RALG 3rd Subject (2002, P13).

The command driven relationship between Central Government and Local government authority was demonstrated when in 1996 authorities in Dar-es-Salaam Region Councils were abolished and replaced by a city commission, whose members were all appointees of the Central Government. Kasege B., (2003, P12) said that, "However, the democratically elected councils had failed to live up to the challenges of a good local government authority which is accountable to the people who established it and so the Government had to move in to restore the confidence of the people in government". The elected councils i.e. Temeke, Ilala and Kinondoni were restored in Dar-es-salaam after the October 2000 General and Local elections.

2.7.2 Locally elected representatives

Act no. 4 of 1979 amended by Act No. 3 of 1983 provides for elections procedures. Candidates who seek to be elected for membership in Local Government Authority are not limited to education and experience as long as they are 21 years and of sound mind. As a result of this, the ability and caliber of some councilors raises a question. (Elderly councilors are also in the council-personal observations). After the Government realized this, it started a program to build Councilors' capacity in areas of; Local Government Authority's acts, planning, resource mobilization, and services provision and financial resources. As it was noted already at one point the relationship between the councilors and their officers in some of the local councils was poor.

2.8 Local Government Reform Program (LGRP)

2.8.1 Local government reform agenda

The government of Tanzania in 1996 decided to reform the local government system with the overall purpose, “to improve the quality of the access to public services provided through or facilitated by Local Government authorities” URT LGRP Action plan (1999, P7). The Local government reform agenda 1996-2000 agenda was as follows,

- i. Largely autonomous institutions
- ii. Strong and effective institutions underpinned by possession of resources (both human and financial) and authority to perform roles and functions;
- iii. Institutions with leaders who are elected in a fully democratic process;
- iv. Institutions which will facilitate participation of the people in planning and executing their development plans and foster partnerships with civic groups.
- v. Institutions with roles and functions that will correspond to the demands for their services.
- vi. Institutions which will operate in a transparent and accountable manner, thus justifying their autonomy from central government interference.

2.8.2 The main dimensions of reform program

Administrative dimension:

The Local Government Authority will have the power to recruit and terminate, staff, restructure of local government administrative so that service delivery is improved. The final results are that Local Government Authorities have their own management and personnel. The regional secretariats will be technical sources for supporting local development opportunities and provide link between central and Local Government Authority, Kikula et al (1999, section 5.4)

Service functions dimension:

The reforming of this area is to decentralize public services and provide services closer to the people and increase their quality and quality.

Central -Local relations dimension

As noted already the central local relationships is a command driven, this dimension is to change the central role to be of capacity making and facilitating role.

Line ministries will change their role and functions into policy making bodies, supportive and capacity building bodies, monitoring and quality assurance bodies Kikula et al, (1999, section 5.1) It is envisioned further that if the reforms are successful, local authorities will be democratic, participatory and accountable in its operations.

Financial dimension: In this area the local government authorities will have more discretionary financial powers in levying local taxes, formulating and approving their own budgets and expenditures, according to their own priorities. This would reduce financial dependence; this will also enhance their autonomy, while the central government will be obliged to honor its legal obligations to provide the local authorities with adequate unconditional grants and other forms of subsidies.

Democratic dimension: The reform aims at strengthening the local democratic institutions, to enhance people's participation, and give people the opportunity to control aspects of their local affairs.

2.8.3 Achievements of reform program

Kasege B. (2003, P8, section 3.5) Gives some achievements of Local Government Reform Program since the implementation of the reform in 38 councils as follows;-

- i. There is a clear policy statement on reform, supported by the highest levels of government;
- ii. Legislation to enable the reforms has been enacted;
- iii. Regulations to support the reforms have been passed;
- iv. Information on the reforms has been disseminated to all local authorities and to the public;
- v. Regional administration has been restructured in line with its new role;
- vi. 38 Local Government Authorities have begun the process of restructuring their organisations;
- vii. Work on improving financial management in Local Government Authorities and on fiscal decentralisation is underway;
- viii. The work of building capacity in Local Government Authorities is underway; and
- ix. Attitude towards reform are slowly changing among government official and members of the public.

2.8.4 Challenges facing the reform program

The Local Government Reform Program (LGRP) still has a long way to go and faces challenges, Kasege B, (2002, section 3.8) said that, “the reason for this is the tendency for central government institutions to hoard power and resources under the pretext that Local Government Authorities lack capacity in terms of trained and appropriately qualified staff, financial resources and the necessary physical infrastructure for service delivery”. This situation is lauded by the NGO forum statement issued in December 2002 on Local Government on LGA reform program which stated that, “The NGOs’ community applauds the government for both the principles for articulated and action taken in regard to making local governments more effective and accountable to the people. At the same time, however, it is widely recognized that the full effects of local government reform are still far from being realized in concrete practice, in both the non-reforming as well as reforming districts. For many people, and particularly the poor, women, young people and vulnerable groups, the institutions and processes of local government continue to be experienced as alien, oppressive or unhelpful. On the whole therefore, ordinary people do not view local government bodies, such as the village government, ward development committees, as effective organs for channeling their concerns and ideas, or as engines for meaningful development, according to surveys and participatory research public confidence in local government, despite reforms, confidence in local government remains low”. The possible factor of less success given by the statement is that “The reforms are massive in scope and require fundamental shifts in the structure and culture of the exercise of power, and in the ‘mindsets of both leaders’ and citizens”.

2.8.5 President’s speech on local Government Authorities

A section of the Kiswahili speech (my translation) made by The President of the United Republic of Tanzania made to mark the Local Government Authority’s day is used here to emphasize some key areas on LGA. He officially set LGA’s day to be every 1st of July of each year which will be commemorated in all regions on rotational basis. Regarding the current situation of LGA, he said LGA have now a place in the development of Tanzania and authority and power denied to them is slowly being given back. On performance of human resource the President said that, “Councilors, Mayors, Chairmen and LGA officers have been trained to improve governance skill so as to deal with poverty and accountability. They should be answerable and accountable to the Local Government Authority and people instead of the central Government headquarters”.

He continued to note that Local Government Authorities have the power and authority now to employ, train them staff and the Central Government will ensure that LGA get qualified officers where they are not available. The Local Government Authorities should be bodies which understand development, deal with priorities put by the people and involve them in development process. On accountability the President said, "Councilors should put the LGA officers to task and residents should put to task (their representative) councilors".

On grants provided by the Central government to the Local Government Authorities, the President said, "the Central Government has increased grant contribution from TzSH 12.5 billion in 1995/96 to TzSH 179.5 billion in 2000/1 and TzSH 484.1 billion in July 2005/6. He gave the reason that this was possible because tax collection had improved from Tanzanian Shillings 25 billion per month in 1995, to TzSH 146 billion per month in July 2004-March 2005.

On revenue collection by LGA he said income fees have been removed or decreased and the Central Government is compensating for this under the "general purpose grant". He said the aim is not for the Central Government to make Local Government Authority dependant but to encourage good governance, only that LGA should avoid "nuisance tax". On this he said it is the right and the duty of Local Government Authorities to collect tax but collection process should not create problems to people. He also said to the Association of LGA (ALAT) on various issues have been taken up by the Central Government.

One area that the President emphasized in his speech is that, "Local Government Authorities should recognize Non Government Organizations where they are at, what they do and lay down a process of partnership, since NGOs are doing a good job especially in the areas of supporting orphans". He raised one challenge, however, that it is the leaders who hold authority and do not give power to the people.

These statements indicate the current LGA position as seen by the President despite reform process. This study will look at how the process of partnership between the LGA and NGOs is taking place.

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3.1 Definition and meaning

3.1.1 Definition

Ever since man existed on earth relationships with others became a necessary factor for his survival. Working and sharing with others is a typical characteristic of man as a social being. This is because man cannot achieve all by himself. Relating with others is critical for achieving his aspirations, needs and objectives in life, to fight the challenges of nature and subdue them. As to the origins of partnership, William M. Wallace (1998, P9) said, "partnership evolved as a way of fostering cooperation and sharing in early hunter-gatherer societies" and James Gleick edited by M.J.Ryan (2000, P40), added to it that, "rather than chronically violent and war like, the earliest cradles of civilization, going back 10,000 years ago to the beginning of the Neolithic or first Agrarian Age, seem to have been more peaceful, and affirmed that this was the first element of the partnership model". In relationship man requires communicating, coordinating, networking, cooperating and collaborating with others. This can only happen when there is trust, respect, accountability and participation. Individual situation applies also to organizations, because there is no single organization which has all the resources to meet objectives and achieve its mission. Stuckey J. et al (2001, P2) said, "Partnership brings expertise to the table that partners lack individually". By jointly harnessing their respective skills and experience, men can accomplish more. Stuckey gave a mathematical feature of partnership as, "partnership builds synergy (1+1>2)". When partners work together they get benefits beyond that what they started with.

But what is Partnership? Partnership has different meanings depending on who is using the term, and how it is applied. Partnership as a concept, strategy and approach is used widely, Stephen S. Osborne (2000, P12) shared the view of McQuad and Christy (1999) who noted that actors within the partnership may have different views on its purpose, operation and power structures. Hence he said, "Partnership remains a varied and ambiguous concept". But is partnership really an ambiguous concept?

Partnership is a relationship issue which is voluntary in nature and participation depending on circumstances and where is being used.

This view is supported by Marvin Snider (2001, P14) who defined partnership as, “a relationship, either formally or informally defined, between two or more people engaged in a cooperative effort to reach a common goal for mutual benefit”. Roger E. Hamlin (1996, P3) emphasized that partnership continues to be an appropriate word, but it connotes relationships much broader than its legal definition. This opinion was lauded by Catherine J. Finer (2001, P14) when quoting OECD/DAC (1996) she noted that, “essence of partnership is a relationship based upon agreement, reflecting mutual responsibilities in furtherance of shared interests”. On the same note of relationship Stuckey J, et al (2001, P1) said that, “partnership refers to a relationship of two parties that collaborate to meet each others needs. This relationship includes trust, and respects the equality between the parties”. Further more, he talked of joint commitment, agreed values and purposes. Stukey’s key word and other authors above affirm that partnership concerns with relationship. This is also lauded by CARE- USA (2002, P4) that Partnership is a relationship which results from putting into practice a set of principles that create trust and mutual accountability.

In understanding partnership, Stephen P. Osborne (2000, P11) came to the conclusion that there are a number of assumptions underlying definitions of Partnership. First the potential for synergy of some form so, “the sum is greater than its parts”. This view was shared by Barbara Weltman (2000, P75) who quoted Astaire et al that, “two heads are better than one (sometimes)”. Instead of starting a business by yourself you may want to go in with another person or (s).

Finally Weltman defined partnership as, “cooperation between people or organization in the public or private sector for mutual benefits”. Osborne (2000) seemed to have a similar line of thinking with Bennett and Krebs (1994) who defined partnership as, “cooperation between actors where they agree to work together towards a specified economic development objective”. Partnership involves both development and delivery of a strategy or a set of projects or operations, although each actor may not be equally involved in all stages. So partnership involves cooperation and synergy.

Struggling to be specific on partnership definition, David Wilcox (2004, P1) concluded that, “it is difficult to provide a formal definition of partnership that suits all circumstances” However, David was able to mention in general terms what partners look for in partnership. He said that, “partners aim to achieve something they could not do alone, by pooling skills and other resources. To do this they need a shared vision of their goals, and a way of working together which realizes this ambition. This may involve a long-term formal structure or a shorter-term agreement”.

At the NCPPP's 15th Annual Conference, 2002, Eugene A. Schiller said that, "a partnership by definition involves two or more parties committed to a common task, sharing risks and yielding a reward to all the partners". He also noted that service goals need to be achieved more efficiently together than alone. What the authors are trying to put across above have commonality in that; partnership is a synergy, involves cooperation and has mutual benefits.

Although partnership is applied by different organizations to point to a kind of arrangements, such as sub-grant, sub-grant alliance, networks, sub-joint, joint venture and consortium, Sandra Waddock et al (2003, P57) was worried that, "the term partnership is now so widely used that its meaning has been somewhat clouded". This concern was seconded by Vicky White (2001, P30) who posed that, "partnership can mean anything from the most cautious interpretations to the most radical". Catherine J. Finer (2001, P24) joined in by stating that in today's globalizing world the concept of "partnership is fast becoming a jargon". Catherine picks and goes by the partnership description by World Health Organization, also quoted by (Kickbusch and Quick 1998) that, "Partnership is a process of bringing together a set of actors for the common goal of improving the health population based on mutually agreed roles and principles". In education Stuart Niven et al (1999, P22), agreed to other authors that, "partnership is difficult to define with precision and the term is often misused, not least in education, while Raab (1993) shared the same view that "partnership may be an 'honorific term' and that it may be employed as part of a political game". This is not shared by Barbara D (2000, P2) in her report on lessons learnt from CARE partnership experiences in seven countries, she pulled down an organization definition of CARE, to mean, "mutually beneficial alliances of diverse types between organizations where roles, responsibilities and accountabilities are clearly defined". The opinions by the above authors clearly demonstrate that defining partnership may be a challenge. But what do others think?

The Legal Term Company stated that, "a partnership exists where there is a voluntary association of two or more persons for the purpose of doing business as a partnership for profit". Partnerships are assumed to exist where partners actually share profits and losses proportionally, even though there may not be a written partnership agreement signed between the partners. While the above definition mentions voluntary association, Oakie Williams (1998, P21) quoted the American Heritage Dictionary which defined partnership as:

"a contract entered into by two or more person (companies) which each agree to furnish part of the capital and labor for a business enterprise and by which each shares in some fixed proportions in profits and losses."

These definitions reinforce Peter Herriot (2002, P86) view point on partnership that it has a long standing business denotation; he then defined partnership as, "having three features of the dictionary definition which are association, joint venture interest and participation".

Apart from business meaning, the term has also a legal aspect as defined by David Minars (2003, P7) who picked the definition given by The Uniform Partnership Act (UPA), which is the law virtually in all US states, the statute governing general partnerships in the state of New York since 1919 (Jeffrey A. Helewitz (2001, P39) which defined Partnership as, " an association of two or more persons to carry on as co-owners a business for profit". Partnerships are either general partnerships or limited partnership. On the same note the BambooWeb Dictionary, 2005 stated that, "a partnership comprises a contractual agreement between individuals and or corporations which share profit and losses. It resembles a sole proprietorship, but it has multiple members, each called a partner".

Partnership can have general partners and limited partners (also known as silent partners). General partners retain liability for all of the debts and obligations of the partnership. Limited partners, on the other hand, retain liability only for the amounts they have specifically agreed to contribute to the partnership pursuant to the partnership agreement. The Web states what partnership comprises of, and what it does not constitutes, but does not say what it is. On the other side the Web states that in the common law, "a partnership is a type of business entity in which partners share with each other the profits or losses of the business undertaking in which they have all invested". It says in the civic law the partnership is a nominate contract between individuals who, in a spirit of cooperation, agree to carry on a enterprise, contribute to it, by combining property, knowledge or activities and share its profit, partners may have a partnership agreement, or declaration of partnership and in some jurisdictions such agreements may be registered and available for public inspection. This meaning is seconded by KeepMedia, (February 2005), who stated that, " a partnership is a business with more than one owner that has not filed papers with the state to become a corporation of limited liability company". Therefore there are two basic partnerships -general partnership and limited partnership. On similar lines Legal term websites stated that, " a partnership exists where there is a voluntary association of two or more persons for the purpose of doing business as a partnership, for profit".

The above authors bring to the surface the other key meaning of partnership, i.e. voluntary association with or without contractual agreement for business and profit making and that partnership has a legal aspect too.

Cathy Okrent (2001, P120) broadened the definition and included both relationship and business as well as social in her reasoning and concluded that partnership, "is an undertaking of two or more persons to carry on, as co-owners, a business or other enterprise for profit; an agreement between or among two or more persons to put their money, labor, and skill into commerce or business, and to divide the profit in agreed upon proportions". This sounds long but it takes care of what partnership contains, it may be formed by entities as well as individuals and corporations. Cathy's idea is strengthened by the Partnership Act 1980 quoted by David Chappel et al (2000, P52) which combines business and relationship and stated that, "Partnerships is the relationship which subsists between two or more persons carrying on business in common with a view to profit".

The definition and meaning of partnership given by the above authors point to key ingredients of partnership as being a relationship, a voluntary association of working together either by formal or informal agreement between two or more parties i.e. partners, could be individual or organizations. It is a special relationship where people or organizations combine resources to carry out a specific set of activities and objectives. Partnership has benefits which are shared; they could be in terms of profit or social. Another element that comes from various definitions is that a relationship may be a legal one in that case it has a contractual obligations between the two entities, this is a business type of Partnership where there is sharing of profit and loss when it occurs.

Based on the above meaning it is concluded here that Partnership is a voluntary association of two or more individuals or organizations, for the purpose of supporting each other, for the benefit of both parties. This association may have a formal or informal agreement, with a joint commitment on a long or short term interaction and has jointly agreed purpose and values.

3.1.2 Types of Partnerships

There are many types of partnerships; here Akintola et al (2002 P 3) said that, "partnerships come in all sizes and types which makes it difficult to group them in a consistent fashion". Barbara Weltman in the complete idiots Guide to starting a home business edited by Cathy Okrent (2001, P76) stated that, "nearly 20% of partnership business in network marketing is a husband -wife teams". Apart from business partnership there is social partnership between women and men in the form of marriage. Other partnerships exist between employees and employers, customers and stakeholders, University-Corporate and Government, Community-University, Family Business Partnership.

David Chappell et al (2000, P52) stated that, “the latest, admittedly over ten years old statistics suggests that; nearly 40% of architectural practices are carried on in the form of partnerships”. People can also be partners in a personal relationship. These partnerships do not necessarily have legal status, but they may have it, such as with a marriage, civil union or domestic partner agreement. One type of partnership recognized by Marvin Snider (2001, P17) is Professional Partnership which is a partnership where partners operate primarily in parallel on individual cases rather than collaboratively on a single objective such as a particular product or service. Marvin Snider (2001, P18-19) also recognized partnership types such as “Collateral Partnership” which is a partnership with a professional service providers, such as lawyers and accountants, and others as dictated by special needs. They are not involved in ownership, nor do they have any financial responsibility or accountability. They share the goal of helping the business to succeed. They function in advisory role capacity within limits of their respective professional ethics. On the same note he goes on to mention the Collateral Partnership with Customers that Customers indirectly participate in formulating the concept of the company’s product through market research, focus groups and other groups. Such partners share the goal of providing a product that meets consumer needs.

Other types of partnership identified in the literature are; Product partnership which is collaboration in the interest of attaining a common objective of provision of product. Others types are;

- Family Limited Partnership
- Social Partnership
- Partnership between Voluntary sector and Governments,
- Non Governmental and Non Governmental Organizations.
- School-Business partnership
- Anglo-American strategic relations
- Subordinate and Boss,
- Partnership between Business and NGO sector
- Between Public sector, Commercial sector and NGO sector

Traditionally Business and NGO sector were not partnering as Sandra Waddock et al (2003, P58) said, “the business and NGO sectors have been traditionally adversaries and have only been working together in partnership relatively recently”. This was emphasized by Uwe Schneidewind (2000) quoted by Sandra (2003, P57) who argues in terms for Endearment that, “business -NGO alliances can create new forms of power to change social, economic and cultural ‘structures’ that shape our choices and actions”.

Partnership exists now between Researchers and participants as Roger Bibace, et al (1999, P78), stated that, "the nature of partnership in the domain of research is characterized by reciprocity and complementality between researcher and participant. This kind of partnership has its principle aim of a partnership to research, to move toward symmetry regarding an opportunity for both partners to ask questions, to have one's own questions answered, and to provide feedback to one's partner". Another form of partnership is between schools and higher education institutions, where Yeomans R. (1994, P125) said, "there's the student, the class teacher and the mentor all the time, it is a three way thing and a three partnership that works".

Haughton (1999, P61) on studies on various partnership models gave some types of local partnership as;

- Between Private sector firms, Local governance and Employees Trade Unions,
- Between public sector and private sector-known as public private partnerships
- Between Public Service providers, Service Users, and Citizens Communities and Community groups,
- Between employers trade unions, local governance and service users,
- Between public service users, private sectors firms, citizens communities and community groups.

All these relationships are voluntary in nature and participation. Varying in the number of partners, Marvin Snider (2001, P 22) observed that "the greater the number of partners, the more difficult will be the politics in managing the relationship and in making decisions".

Example of many partners given by Roger E. Hamlin (1996, P82) quoting (Gilderblom et al. 1994) was the housing Partnership, Inc., in July 1990 formed by The Bingham fellows, this was private and nonprofit partnership among local governments, individual civic leaders, and major corporations. It was assembled to coordinate the affordable housing effort in metropolitan Louisville. The focus was on establishing home ownership, which was seen as the key to economic stability. Fang Zhao (2003, P105) recognized E-partnerships where business partners transact and communicate with each other mainly through electronic technologies, he said "E-partnerships" are no longer a gimmick. Technology, particularly web-based resources and systems, are indispensable for the e-partnerships and virtual organizations. Fang Zhao (2003, P107) defined "e-partnership (theoretically) refers to partnership relying on electronic (information) technologies to communicate and interact among partners". In practice, the term e-partnership is mostly associated with e-commerce or e-business partnerships.

On conclusion therefore, there are many forms, types and models of partnerships. Using Ian Finlay et al (1999, P20) also quoting John Fairley (1996 a) who agreed that "within the overall complexity different types of partnership are to be found at different levels, and one institution may find itself in a range of partnership relations". This review guides me to state that partnerships types range from business to family and broadly, I see three types or categories as; Social Partnerships (e.g. Marriage, professional, security, peace,) Business Partnerships (for profits e.g. limited, general, product) and Mixed Partnerships.

3.1.3 Partnership between public, private and voluntary sector.

In this section the focus is on one type or form of partnership, i.e. between public and private, generally termed as public private partnership. There are many types and methods of carrying out Public Private Partnership as mentioned by Lyons and Hamlin 1991:55 quoted also by Osborne (2000, P10) that, "indeed, it has been suggested that there is an infinite range of partnership activities as the methods of carrying out such Private-public Partnerships are limited only by the imagination, and economic development offices are becoming increasingly innovative in their use of the concept". Public as well as private come together because they need and complement each other. Richard C. Hula (2000, P65) pointed out that "Governments and Non-profit can accomplish more if they work together".

The Public private partnership brings public and private sectors together in long term-partnerships for mutual benefits. Akintola et al (2002, P3) quoting Keating (1998) was of the view that "the concept of public private partnership in the United States and Europe has existed for centuries, but has become prominent in recent decades in local economic development". But what are public private partnerships and why do they have to partner?

Akintola Akintoye et al (2002, P 3) and (Savitch, 1998) both noted that there is a considerable range in partnerships, from those dominated by the private sector to those dominated by the public sector. Akintola A., et al (2002, P3) continued to say that the most important Public Private Partnership since 1990 have been in the sectors of education, health and transportation. Some public private partnerships are more prevalent in some nations than others; according to him the number and types of public private and partnerships are overwhelming, making the definition of public private partnership difficult.

The definition he gave was from The National Council for Public Private Partnership of USA (Norment 2000) which defined public Private Partnership along similar lines with its UK counterpart, and the Canadian council for Public Private Partnership (1980). While the USA/UK uses the term as contractual arrangement between the public sector agency and a for profit private sector concern whereby resources and risks are shared for the purpose of delivery of a public service or development of public infrastructure. The Canadian one uses a cooperative venture between the public and private sector, built on expertise for each partner; the best meets clearly defined public needs through the appropriate allocations of resources, risks, and rewards. Of importance, and a difference the Canadian council does not consider a contracting out arrangement as a true public private partnership.

The United Nations organization PPPUE defines Public Private Partnership broadly to include informal dialogue between government officials and local community based organizations to long term concession arrangements with private business, but not privatizations. Academic and industrial participants in Public Private Partnership projects still regard the concept of public private partnership as being ambiguous. Some have argued that public private partnership includes a wide range of cooperation between the public sector and the private sector. Bennet and Krebs (1991) noted that partnerships are part of local economic development, while Colin (1998) argued that they are part of municipal development.

Harding (1990, P110) set out a definition of Private Public partnership as, "any action which relies on the agreement of actors in the public and private sectors and which also contributes in some way to improving the urban economy and the quality of life".

While this definition talks of action relying on agreement, Bailey (1994) working definition of public private partnership in urban regeneration is on mobilization of a coalition of interest drawn from more than one sector in order to prepare and oversee an agreed strategy for regeneration of a defined area (Bailey 1994, P293).

On the existence and popularity of public private partnership, Roger E. Hamlin (1996, P168) said that, "the term public private partnerships has been popular since 1980, defined broadly, it describes an innovative set of activities in which the public interest and private investment return are mutually pursued by a variety of mixed , collaborative entities. In reality the partnership is more a process than an organizational structure".

While there are a number of definitions and meaning Stephen Osborne (2000, P30) cautioned that, "care must be taken when trying to generalize about partnerships, they are of such a diverse forms and natures that generalization may be treated with caution". Although there is no unified definition of public private partnership all definitions have common features or characteristics. What Akintola Akintoye (2002, P5) said lead Peters (1998) to identify five general defining features of public-private partnerships as follows:

- Firstly a public private partnership involves two or more actors, at least one of which is a public and another one from the private business sector. This view is not shared by several practitioners (Tarantello and Seymour, (1998) suggested that partnerships between non-profit organizations and local should be also counted as Public Private Partnership. Here very often, more actors are involved and more complex relationships exist (Peters 1998). This is seconded by Acevedo (2000) quoted by Akintola (2002, P18) who described a public private partnership program in Brazil which involved a professional training program for low income young people, which was created through a partnership of the public sector, private sector, and non governmental organizations.
- Secondly, in a public private partnership, each participant is a principal, i.e. each of the participants is capable of bargaining on its own behalf, rather than having to refer back to other sources of authority.
- Thirdly the public private partnership establishes an enduring and stable relationship among actors. In a public private partnership there is a continuous relations, the parameters of which are negotiated among members from the outset (Middleton, 2000)
- Fourthly a public private partnership each of the participant brings something to the partnerships (Collin 1998, Peters 1980)
- Finally, a public private partnership implies that there is some shared responsibility for outcomes or activities (Collin, 1998: HM Treasury 2000).

3.2. Value of Partnerships

3.2.1 Benefits and advantages of partnership

Partnership includes joint decision making of partners, investments of both sides in terms of time and resources, there is a commitment to a shared purpose that no partner could do alone. And successful public-private partnerships enable both parties to do what they do best to achieve a common goal. In the end, it is as much about open honest communication as it is about money. Akintola Akintoye et al (2002, P3) views were that, " it is generally recognized that a public private partnership program offers a long term, sustainable approach to improving social infrastructure, enhancing the value of public assets and making better use of tax payer's money".

As the Public sector works with the private sector each has benefits to contribute i.e. the public sectors brings legal, political, and large scale service provision advantages not available to private sector working alone. While as Roger Hamlin (1996, P37) opined that, "the private sector brings the investment in labor, capital and know how sought by the government". The partnership activities and process involves interactions and relationship building between the public, private and intermediate -sector players. Are public private partnerships always necessary? Roger (1997, P173) in his prescriptive conclusions said, "it should be understood that public private partnerships are most appropriately used as tools for perfecting private markets". They need not be employed in instances where either the public or the private sector can achieve the goal more efficiently, effectively, and equitably. Akintola (2002, P7) enumerated the benefits of Public Private Partnership provided by the Nova Scotia Governments (NS, 2000), as follows:-

- Enhance government capacity to develop integrated solutions
- Facilitate creative and innovative approaches
- Reduce the cost to implement projects
- Reduce time to implement the project
- Transfer certain risks to the private project partners

The emerging relevance of partnership across the globe was given by Sheila Riddell et al (2003 P, 488) when she noted that, "from the World Bank and the International Monetary Fund, and the Standing Conference of Local and Regional Authorities of Europe, through to Voluntary and Local Community sector associations, partnerships are firmly on the agenda in the second half of the 1990s, along with community participation and community development". The Scottish Government as quoted by Sheilla et al (2003, P525) said that, "Partnership between public, private and voluntary sector agencies, individual service users and communities, is seen as the way of promoting social capital and lies at the heart of many recent educational initiatives not only in UK, but also, in other European Countries , the USA and Australia. Partnership has also been the source of creative and innovations". According to Richard Gilliespie (1997, P9-10) on the Euro- Mediterranean Partnership, "partnership brought innovations in three areas i.e. political and security, Social-Cultural and Human affairs".

As to why the concept of partnership is increasingly being introduced into the policies and programs of the European Union and member states, Haughton (1999, P48) on social partnership in the EU believed that, "the process of European Economic integration, propelled by the creation of the single market, is associated with a new impetus to economic growth, but also with the emergence of new patterns of unemployment, poverty and social exclusion as economic and other changes impact in different ways on regions, localities and neighborhoods". It is against this background, with its implications for social cohesion and inclusion, that the concept is being introduced.

On postmodern corporate partnership value William M.Wallace (1998, P7) posed, "Let us cut the chase. The solution is partnership between the stockholders and the employees". Partnership imparts the behavior motives needed to achieve sustained or durable flexibility. It is the only format that does so because it is organic rather than mechanistic. It focuses on the whole, not the parts. Partners are members of firm, they are not just hired hands, and on synopsis it is said that a partnership between employees and stockholders would lead to more productive work by relating pay to corporate performance and encouraging more flexible and cooperative team work.

CARE, stated that, "we partner to achieve our organizational vision and mission". CARE in its effort of fighting poverty in her work believes that organizations must work together to overcome poverty.

By partnership partners can accomplish more of what they are already doing and can handle challenges better than if they were not in partnership. Wilcox D (2004, P1) brings out the benefits of partnerships and opportunities as follows:-

- Making one plus one equal more than two – sharing ideas and resources towards common goals.
- Gaining access to the skills of others.
- Mutual support to maintain enthusiasm and commitment.
- Learning from seeing things differently, through others' eyes.
- Ability to secure funding that requires partnership working.
- Opportunities to reach a wider audience.

The Council for Public Private Partnership said that successful partnership can lead to happy life. Tomas M Koontz et al (2004, P42-43)in collaborative environment management found that, "the partnership developed a culture of good faith participation in which agencies and communities actively listened and engaged in problem solving rather than taking positions or assigning blame". Similarly Tomas M. (2004, P52) added that, "partnership was able to address new issues as they evolved in importance, rather than remain limited to a narrow set of mandated issues".

In e- e-partnerships, Fhang Zhao (2003, P108) mentioned that, " The e-partnerships offer the opportunity of consolidating resources of all partners and organizational flexibility, as other forms of inter -organizational partnerships and alliances do. In education Kelvin Jones et al (1996, P27) opined that, "the current thinking encourages the teachers and other professionals to respond to learning and behavior difficulties through greater partnership with pupils".

On potential advantages of partnerships by Ronald W McQuadid in the book edited by Stephen (2000, P19-21), identified three main areas as resources, effectiveness and legitimacy.

On resources among other areas he discussed that partnerships between key actors are essential in order to tackle the various causes as well as symptoms of the problems of the local economy.

Also formal or informal joint working and partnerships are important mechanisms to achieve complementality and avoid wasteful duplication of efforts.

Partnership allows pooling of resources so that larger projects or more aspects of a project can be tackled than is possible for an individual agency. Partnerships may bring different types of resources such as information and expertise not available in an organization. In general partnership may enable the partners to gain the benefits of economies of scale (e.g. in terms of finance, marketing, administration or production). Regarding efficiency and effectiveness of partnership Ronald W. expressed his opinions that, "partnership can greatly increase an individual organizations' effectiveness and efficiency, especially through improved coordination between (and within) organizations, hence creating synergy between various bodies and reducing wasteful duplication. Therefore, both greater output and cost savings might be achieved". Partnership improves effectiveness through creating stability, building local confidence and minimizing risk for partners and potential investors, and may be important mechanisms for building local capacity for action and control by the local community and other actors. On legitimacy Osborne S. noted that, "partnership may sometimes be used by government to bring in their supporters to influence local policies". The creation and sharing of risks, rewards and incentives towards creating and participating in partnerships apply in varying degrees to different actors.

Todd Swanstrom et al (2000, P18-19) on rethinking the Partnership model of Government -Non-profit relation agreed with Lester M. Salamon (1987) who also built on Weisbrod's work, and argued that, "non-profit and government work in partnership by compensating for each other's weaknesses; government has the much greater resources while nonprofit can provide greater service flexibility".

3.2.2 Challenges and disadvantages of partnerships

While there are benefits of partnerships there are also challenges as Educe ltd and GFA Consulting said that, "when public and private sectors come together there is often a clash of cultures, to nobody's satisfaction". The experiences can be uncomfortable, and sometimes it seems as though people live in separate worlds." On potential disadvantages, Ronald Mcquad (2000, P22-25) pools them as related to resources costs i.e. staff time in discussions and making agreements and in delays to decisions as a result of consultant with partners . He continued to say that problem of the partnership lacking momentum as each actor relies on the others to push activity forwards, resulting in none doing so. Conversely the partnership may draw resources from other mainstream services or confuse the services in the minds of users, so reducing their effectiveness (i.e. there may be a significant opportunity cost).

Regarding differences in philosophies among partners, Ronald was of the view that, "there may be a problem of combining public and private management practices and philosophies within one partnership organization, or a partnership without clear contract (Bryson and Roering 1987)". One example is in the area of ethos or stricter ethics of the public sector (e.g. in the interpretation of conflict of interest etc) or in the way aims and objectives are set.

Marvin (2001, P21-22) identified partnership disadvantages as of coping with a difference, where difference in a point view becomes a liability, when inability to reach consensus leads to unresolved conflict that often gets expressed in shifting priorities from the joint venture to personal interest. Potential for limiting creativity may be disadvantages, where difference between partners in what constitutes creativity is a potential source of problems. Regarding business partnership; sharing of profits may not inspire warm feeling when the partners believe that greater profit could be made without the partnership.

Problems develop when profits are not shared equally, even when they are done so by agreement. A potential problem with multiple partners is the possibility that destructive alliances may develop among them. The most destructive of these alliances may develop in a three way partnership. Marvin concluded that, "three way relationships are unstable because they readily split into a pair and a spare". Equally there are disadvantages on the business kind of partnership, this is further more contributed by David Minars (2003, P8) who said that, "members are subject to unlimited personal liability for all the liabilities of the business and death of a partner terminates the partnership, which can cause difficulties in the continued operation of the business". Barbara Durr (2000, P8) on key lessons learned from CARE's partnership experiences gave lessons on a partnership with a Zanzibar government agency for a conservation and development project that they experienced some tense moments because of lack of regular meetings to resolve a variety of minor conflicts.

3.3 Partnership Characteristics and Principles

3.3.1 Introduction

Can every partnership succeed? If yes are there specific features that indicate the successful partnership? Wilcox D(2004, P2) gave factors for success regarded as characteristics of a successful partnership emerging from surveys of partnerships and workshops assembling practitioners involved in creating and running partnerships. These characteristics are:

- Agreement that a partnership is necessary.
- Respect and trust between different interests.
- The leadership of a respected individual or individuals.
- Commitment of key interests developed through a clear and open process.
- The development of a shared vision of what might be achieved.
- Time to build the partnership.
- Shared mandates or agendas.
- The development of compatible ways of working, and flexibility.
- Good communication, perhaps aided by a facilitator.
- Collaborative decision-making, with a commitment to achieving consensus.
- Effective organizational management

Marvin Snider (2001, P24) observed that there are desirable qualities in partnerships, some of which include integrity, where he said, "integrity is the foundation of any relationship; it invites trust that is critical to an effective collaboration". Accountability to self is a major contributor characteristic to a successful partnership. Patience and commitment are also regarded as essential to any business effort in building partnership. Marvin Snider (2001, P31) picked values, beliefs, and goals as qualities and according to him, "they are like links in a chain". Emphasizing on the goals he said, "the strengths of the chain is no stronger than its weakest link". A partnership can have compatibility of values and beliefs and all other resources necessary for success but encounter major problems if the partners do not pursue the same goal. Stephen P. Osborne (2000, P87) said, "successful partnerships are not easy to achieve, he supports Marvin that; creating synergy requires partners to trust each other".

Despite this observation Stephen (2000, P29) made a conclusion that, "overall some key aspects of successful partnership include: clarity of each organization's own objectives and that of the partnership, agreement on the operation of the partnership.

Stuckey et al in Part one of Trilogy (2002, P19), proposed that CARE's approach to partnerships need to be guided by common guiding **principles**, which he narrated as follows:-

- Weave a fabric of sustainability
- Knowledge interdependent
- Build trust
- Find shared vision, goals values and interests
- Honor the range of resources
- Generate a culture of mutual support and respect for differences
- Find opportunities for creative synergy
- Commit to mutual accountability
- Address relationship difficulties as they occur

While Stuckey called these principles, Wilcox D. (2004, P5) in his short guide to partnership, called some of those as key issues and challenges to partnership, which were identified in workshops. These are; accountability, added value, confidence, control, delivery, expectations, learning, ownership, participation, power, representation, resources, structure, timescale, trust and values. Binagwa et al (2003, P30) in facilitating partnership called some of these as **qualities** of good partnerships, which are mutual respect, trust, transparency, shared vision/understanding, common goals, clear roles and responsibilities, accountability. So are they principles, characteristics, key issues/challenges or qualities or all or none?

Procter P. (1978, P869), defined a principle as a general truth or belief that is used as a base for reasoning or action, or for development of further ideas, another definition given is that a principle is a rule used to guide for action, habit based on some fixed belief. While he had about five definitions one of those too was that a principle is a force of mind which influences or directs one's activities or according to what is supposed or reasoned to be true (though not proved). Issue is defined by the same Procter P. (1978, P593) as an important point, he also defined quality (Procter 1978, P902) as something typical of a person or material, a degree of goodness. The New Partnership for Africa's Development (NEPAD) which is a vision and strategic framework for Africa Renewal, also pointed out its principles of partnership for example;

- Good governance as a basic requirement for peace, security and sustainable political and social economic development
- Africa ownership and leadership as well as broad and deep participation by all sectors of society,

- Partnership between and amongst Africa peoples'
- Forging a new international partnership that changes the unequal relationship between Africa and the developed world; and
- Ensuring that all Partnerships with NEPAD are linked to the Millennium Development Goals and other agreed development goals and targets.

These NEPAD principles unfortunately repeat partnership as a principle of partnership, this is mis-representation of principles.

Looking at what has been given as principles, as issues, characteristics and as qualities of partnership one is inclined to say it is all mixed, some areas sound as principles, some as issues while others as qualities of Partnership. Partnership is therefore a composite of various aspects which I will collectively call "**Elements of Partnership**". Element is defined as a quality that can be noticed, or observed, when you consider partnership these elements must exist in order for the partnership to be successful. I identify the following seven elements as: accountability, trust, participation, transparency and mutual respect and values, shared goals, roles and responsibilities.

3.3.2 Elements of Partnerships

3.3.2.1 Accountability

James Cutt et al (2000, P1) commented that, "accountability is a fashionable word as we enter, the new millennium and is often used as an overarching concept covering the institutions, techniques and language of performance measurement, reporting and evaluation in public organizations and private non-profit organizations".

As a concept he continued to say it has a rich history -from Athenian democracy through biblical injunction to the evolution of modern democratic institutions but its essence has always been and remains "the obligations to render an account for a responsibility that has been conferred". Groups or companies even individuals enter into a special relationship when they are in partnership; this relationship commits them to fulfill certain roles and functions. In what form does accountability manifest itself then?

James Cutt et al (2000, P2-5) opined accountability as the way in which parties fulfill their obligations during and at the end of the relationship and will manifest themselves as information in plans, budgets and performance reports and associated evaluations over the course of and at the end of partnership. James Cutt, went on to discuss that, "accountability in any relationship, by obligation or choice, for control or other forms of decision, formally or informally reported, verified or unverified -in short or within the core and the extended model- is defined in terms of communication of information about conduct and performance relevant to the purposes of the programme or organization that is served by the accountability relationship".

Accountability is relevant and important to all organizations and their business (projects). It applies to commercial activities, public as well as private for profit and non profit, it cuts across many fields and is not unique to partnership.

Accountability is about performance for instance in media, Denis McQuail (2003, P190) who quoted Hodges (1986, P14) agreed that, "the issue of accountability is as follows, how might society calls on journalists to account for their performance of the responsibility given to them". So accountability is about performance and responsibilities.

Partners need to consider the impact of the actions before actions are taken. Partnership involves resources such as funds and equipment. Accountability involves accounting for how the funds and equipment have been spent and utilized as per plan and budget. Depending on the sources of funds, partners are accountable to funding agencies, stakeholders, employees, beneficiaries and legal authority. Partners have to be accountable to each other and to self as, Marvin Snider (2001, P24) affirmed this by noting that, "accountability to self is a major contributor characteristic to a successful partnership".

Non Governmental Organizations are accountable to donors and Government through contracting and regulatory mechanism, and to users of their services, while the Government is accountable to people as well. Non Governmental Organizations find themselves devoting increasing amounts of time and resources to being accountable to donors.

Stuckey et al (2001, P20) believed that, "Partnership involves shared ownership, risks, benefits, and responsibility for outcomes". He was of the opinion that, "one of the great stumbling blocks is fear of being held accountable for the mistakes of others". This implies that accountability in partnership involves being accountable even to the actions of other partner. He also stated that, "accountability requires an appropriate degree of shared governance" i.e. shared voice in decision making process.

In exercising accountability partners are held responsible for decisions, actions and their consequences. Even for NGOs there has been a move towards recognizing multiple stakeholders, and many innovative efforts to be more accountable to the grassroots. In situation like that partnership agreement will improve accountability since it states accountabilities.

Participants in a workshop at the Development Trusts Association annual conference in 1995 concluded that, "accountability is much wider than the need to account for the use of resources. It requires a need to be seen to listen and respond to local issues and concerns, to be open and receptive to ideas and criticism". On what can one do in partnership to promote accountability? Sam Lloyd (2001, P26) summed it up by stating that, "take responsibility for your half of the relationship equation and improve your skills". On maximum accountability assurance, Sam Lloyd (2001, P89) emphasized that, "the level of trust and mutual respect in the relationship helps to assure maximum accountability from each person involved.

3.3.2.2 Trust

The second element of partnership is trust. Partnership is built on trust without which, partnership cannot last, it is the base for partnership although it may take time to evolve and develop. Trust is a firm belief in partners as they work together. Trust is to believe in the honest and worth of someone or something. As partners work together they discover their commonalities, they socialize, share ideas, opinions and diversities.

The relationship between accountability and trust, is emphasized by Ronald Sims (1998, P10) who said that accountability results are ensured depending on the extent to which employees have the trust. Stephen O. (2000, P15) opined that the underlying basis for the partnership, may be a high level of trust, as in the view of partnership as a marriage which develops over time but is underpinned by trust and mutual belief in the positive gains for both partner and creating synergy which is important for partnership. Stephen said, "it requires partners to trust each other, being open and honest in their promises and agreements builds trust". Trust grows as partners communicate timely and openly, cooperate and honor their commitment. In building trust partners need to be informal sometimes and get familiar to each other as they work together. Vicky White, (2001, P 31) emphasized on the role of trust to partnership, that, "trust is the glue which holds partnership together". Quoting Barners and Prior 1996, trust can be thought as having six components:

- *Acceptance* of the validity of the other's experience, knowledge and interpretations
- *Confidence* that the other has the capacity to make appropriate judgments about how to act in varying circumstances.
- *Respect* for the role of the other as an active contributor to the relationship
- *Honesty* towards the other in a willingness to share all relevant information about the relationship.
- *Reciprocity of duty*, recognizing that each partners has their own goals which they will want to pursue through the relationship.

Can trust be developed? Yes Robert Putnam (1993a) quoted also by Richard Hula (2000, P12) said, "trust can be developed through repeated interaction of individuals involved in long term relationships".

This was demonstrated by CARE in its partnership guide (2002, P5) on building trust, where the following were regarded as key ingredients of trust;

- Be clear on what the idea of partnership means to each organization.
- Make the expectations of each organization for the partnership explicit.
- Honestly discuss differences in power, resources, and influence.
- Reach a common vision for the partnership.
- Follow through on commitments in a timely fashion.

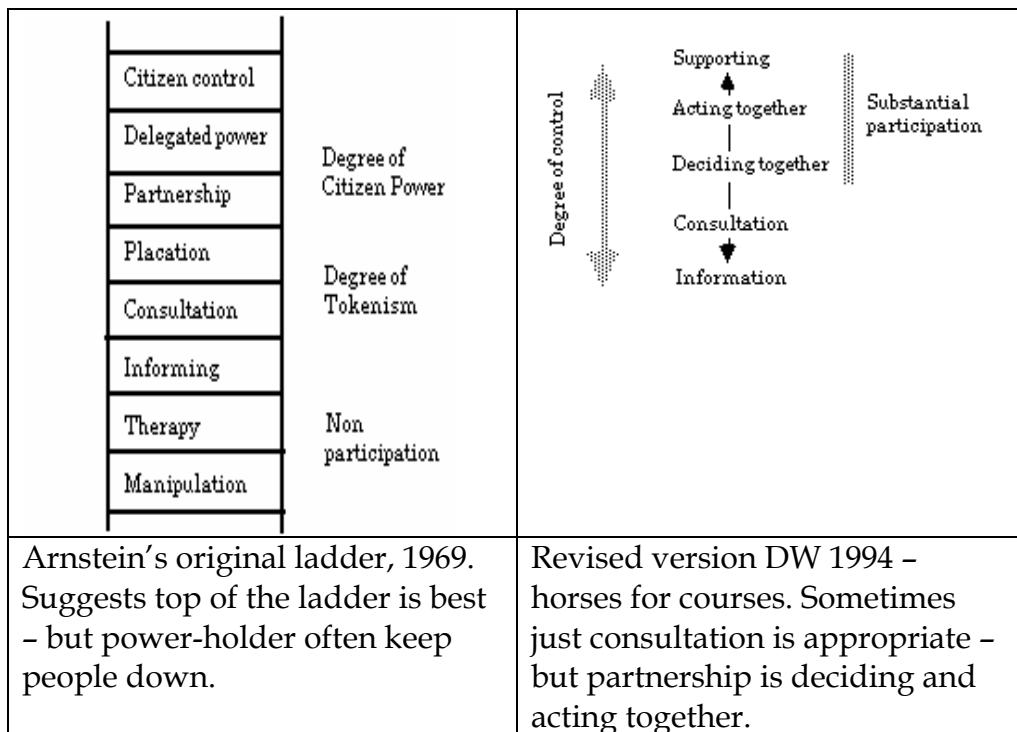
3.3.2.3 Participation

Relationship is a two way process, that is strengthened by partners participating in making joint decision, agreeing on key issues, planning and monitoring together whatever task or project that is being undertaken by the partners. As a form of partnership, participation implies the realization of solutions that would not otherwise have been possible (Peter Shubeler 1996, P24). Active involvement of partners in evaluating, sharing progress, results strengthens participation. For instance Carol A. Mullein et al (1999, P19) when reporting their experience in partnership, said, "we came together as partnership support group, seeking new relationships for pursuing alternative research avenues as well as better organizational structures within which to learn". Demonstrating on how they did partnership Carol reported on participation that, "for example at the beginning teachers did not just listen attentively to experienced professors' stories and suggestions, but actively shaped the entire process. And their own stories were similarly heard by professors who expressed a keen interest. We blended together as a single organism shedding the many layers of clothing that artificially separate teachers and professor, guides and travelers".

Being a process of consulting individuals or team, organization to get their opinion or input, participation takes time but it is valuable in partnership. As Peter Schubeler (1996, P6) said, "Participatory approaches require time, resources, organizational procedures, and skills and these factors need to be made available where appropriate".

On the ladder of participation, in 1969 Sherry Arnstein, writing about citizen involvement in planning in the US, described an eight-step ladder of participation. The steps relate to how much control people have in relation to the main power holders. Wilcox altered this to five stances, and suggested that partnership occurs at the levels of deciding and acting together. See figure 3.1 by Wilcox below adapted from Partnership guide.

Figure 3.1 Participation ladder



Regarding participation in business partnership, Duane R. Milano et al (1996, P106), confirmed that, "all partners have participation of income in the partnership. Losses and income are both distributed according to the partnership agreement. If the agreement is silent to the level of participation, then all partners share equally". Participation therefore cuts across all forms and types of partnership whether it is social, business or mixed.

Participation does not just happen automatically, in some circumstances participation has to be encouraged, for instance Gerald B .H. Solomon (1998, P145) on the NATO enlargement Debate to support this process, proposed that “we strongly encourage the active participation by aspiring members in the Euro -Atlantic Partnership Council and the Partnership for peace, which will further deepen their political and military involvement in the work of Alliance”. Catherine Gwin (1994-2000, P 115) too gave one of the key feature of the move towards more effective partnership as, “ increasing the participation of the borrower country governments , civil society, and the private sector in IDA program design, implementation, and monitoring”.

Participation needs to be seen and demonstrated in partnership, according to the observation made by Tomas M. Koontz et al (2004 P37-38), was that, “ members of the Appleagate Partnership said that participants had a strong sense that open participation was key to their efforts, and they worked hard to be inclusive”. The partnership held weekly meetings, alternating between day meetings. Participation was open, and the group agreed that all who attended a meeting could sit at a table, regardless of which they were, what they believed, or where they lived as long as they were willing to consider active management on public lands. Barbara Durr (2000, P11) writing a report on lessons learnt from partnerships said, CARE Bolivia for example worked with both local government and local communities to improve responsiveness of municipalities for service. CARE found that one of the keys for success was allying the municipal government with community stakeholders and encouraging participation by all stakeholders”.

3.3.2.4 Transparency

In the public exercise of power, transparency means the extent to which decision-making is made, it follows processes that are clearly understood and broadly accepted. The “rule of law,” in which the exercise of power is clearly defined, not only confers legitimacy on the processes and decisions, it also provides for an element of predictability in the exercise of power. As one of the elements of partnership; transparency is related to how partners make decision jointly and whether decision follow procedures laid down and agreed by both partners. It is openly discussing matters that would otherwise be regarded as concealed; transparency is to know what actions to put open that require both partners. Being transparent to each other would include; sharing of financial reports and how expenses were incurred and appraisal were done. It is putting open matters of mutual interest clear for partners.

Barbara Durr (2000, P10) gave CARE's experiences in partnership with various governments on transparency, good communication builds trust and good working relations. She observed that, "in Mali, CARE Mali staff were careful to build relationships of openness, respect and trust, and partners appreciated this". In West Bank/Gaza, partners attended the workshop on the value added of partnerships and follow up meetings were also held. Many partners expressed satisfaction with working with CARE because they felt they are treated respectively.

Barbara Durr (2000, P10) on good working relations with partners, she reported that CARE and its partner appreciated frank discussions of problems. In Tanzania for example in education projects partners held meetings in a participatory manner on how to implement main recommendations of the report. Barbara Durr (2000, P15) continued to report that, "transparency is not a one way street". CARE expected partners to be financially transparent on project funds, but often CARE did not act with the same transparency when it came to explaining CARE financial systems, policies and procedures. However, in Mali this situation was different CARE's procedures and systems were clear to partners.

3.3.2.5 Values

Values consider deep human needs and requirements; they have a moral and uplifting quality and important both to an individual member and partnership. Values are important to successful partnership element. Champy J. (1995, P77), said that values are the link between emotion and behavior, the connection between what we feel and what we do. Values instruct our feeling so that we don't always have to pause and think before we act on them. Partnership is built on shared values, these bind the partners together. Murray D, (1997, P44) who defined values as sustained and deeply held preferences for a model of acting being and achieving. He said values help to identify areas with organization which need attention. Values help to create unity, in the partnerships and will create integrity, and partners will work for satisfying the customers or other stakeholders. Armstrong M. (1992, P 54/100) defined values as, "beliefs about what is regarded as important to the organization with regard to how it conducts its affairs". He said, "successful companies' are value driven" and I would also say successful partnership is value driven. Apparently values are sometimes hidden and may be difficult to express and surface, since they deal with feeling. If values are unclear to partners, they may be unable to reach consensus and agreement. And in business partnership Marvin Snider (2001, P15) posit that potential for conflict arises if the partners have a different values on how profits should be used.

3.3.2.6 Shared vision and goals

Partnership depends on developing a shared vision, and some ownership of the ideas which are to be put into practice. In other literature goals are termed as aims or sometimes mission. Goals are a written description of what the partners are trying to achieve or what they wish to achieve. In some circles the word purpose is preferred, this is what Stephen Osborne (2000, P14) called, "one of the characteristics in the form of a question of what is the partnership seeking to do?" He gave an example as the purpose of partnership may be to gain extra resources for an area, project or organization. This may be in a form of a statement which is a summary in a passage or few sentences of the partnership intention, aims and objectives, which may be followed by statements of how to realize the purpose. Very often also the objectives are methods by which they may do that, the relation of goals and objectives is demonstrated by this statement by Gerald Solomon (1998, P146) on bilateral partnership agreements between NATO and its partner countries he observed that, "as we look to the future of the Alliance, progress towards these objectives will be important for our overall goal of a free, prosperous and undivided Europe at peace". In the prescriptive conclusion Roger E. Hamlin (1996, P172-173) recommended that, "the pursuit of mutual goals must lie at the heart of partnership". On the role of goals he continued to say that, "in a good partnership, the principals must be collaborators-they must contribute to group goals while striving to meet their own needs".

On the value of goals Sandra Waddock (2003, P109), Long and Arnold (1995) seem to agree that, "goals to achieve socially responsible ends are the driving force for partnership. And those goals are the glue that binds together partners with different missions". Translating goals to strategy and then to action are crucial links in the life of a successful partnership. At the initiation phase of partnership partners need to define a viable and inspirational vision, while at the closure evaluate results against goals.

Very often each group within the partners may have different goals but for the partnership to grow, shared and common goals are very critical. For instance John I Goodlad, (1995, P147) said, "the Schools and Universities are very different entities. They differ in purpose, function, structure, clientele, reward system, rules and regulations, ambiance, ethos. "The vision of the partnership evolved around the need for excellent teachers for disadvantaged inner-city schools". This shared context influenced the goals and activities pursued by the partners.

This idea does not seem to always work smoothly, as Julia M. Wondolleck (2000, P80) put it, "while shared goals and interests seem to be an obvious reason for collaborative work, it is not always obvious that goals are shared". Groups or agencies that have not interacted or that have relationships based on disagreements may simply not understand that they share goals, yet perceiving common goals is critical as a starting point in a problem -solving process.

Goals guide the partners as they plan their milestones, as they develop agendas for their regular meeting. As they measure progress and monitors results, goals keep the partners focused, on what their aim is. Clarity of common goals will improve trust, since each partner will be clear on what needs to be achieved. Regarding the value of goals, Christopher Early (2002, P113) gave the mechanism on which the importance of goals as shared goals provide motivational basis for avoiding social loafing through the enhancement of a common identity. He quoted Early that; goals provide cognitive anchor for an individual's efficacy expectations (Early & Erez, 1991). A team's (partnership) focus and mission is easily clarified with a strongly held set of goals. Team goals provide direction as well as being motivational. The act of creating shared goals is itself motivating and it enhances individual team members' attachment to the team and its objectives (Bandura, 1997).

Thomas R. Chibucos (1999, P 31) citing experience of a University -corporate - government partnership committed to 'raising the bar' of standards for quality child care, said, " thus a true partnership was necessary and the success of this partnership depended on the development of shared goals". On formulation of goals in a participative manner Christopher Early et al (2002, P113) said, "a goal is more likely to be accepted when it is perceived to be under a persons control than when it is perceived as externally imposed". On the role of participation in goal setting, participation enables the participants to have control over the decision, and therefore, it enhances the level of goal -commitment.

On success factors related to goals, Sandra Waddock et al (2003, P110), gave four areas as;

- Viable goals need to be jointly defined
- Effective goals must be realistic
- Clear work plans need to be established that are based on agreed principles
- Strategies that match the particular objectives of the partnership are needed.
- Action that can be planned held accountable and evaluated in order to determine success must take place.

There are problems when goals are lacking or unclear, Stephen (2000, P 220) echoing on this problem, said, "that a lack of clear aims or goals is often cited as a major cause of the failure of partnerships".

Many partnerships have agreed broad aims but their detailed goals may be unclear or partners may have differing understanding of what the goals mean. This can rapidly lead to misunderstanding, lack of coordination, and possible conflict between partners. This could be accentuated if some partners had undeclared agendas and were deliberately seeking to gain advantages over the other partners or seeking to achieve their own organization goals, without supporting or reciprocating the efforts of their partners. Lack of clarity of goals and the means of achieving them may increase the likelihood or perceptions of other partners having a 'hidden agenda'. Frustration in partnership does not arise solely from lack of shared vision and objectives, but also from how partners manage the partnership and how they behave towards another as seen under values.

3.3.2.7 Roles and responsibilities

Clarifying roles and responsibilities of partners is important in partnership. Sharing of benefits as well as risks which may occur in partnership is well taken if partners have a joint planning and decision making where responsibilities are agreed upon formally or informally, this can be well addressed as partners draw up a partnership agreement. Barbara Weltman (2000, P78) cautioned, "remember partnership is like a marriage. When things go well formalities do not matter. When things go bad, many couples wished they had a prenuptial agreement to decide what happens when they split up". A partnership agreement might cover who gets paid what, who is responsible for doing what, and what happens if one of you walks out. Also what will each partner put into the partnership if it is a business partnership. On partnership agreement Keep Media (February 2005) stated "that if you and your partners don't spell out your rights and responsibilities in a written partnership agreement, you'll be ill -equipped to settle conflicts when they arise, and minor misunderstanding may erupt into full-blown disputes". In addition, without a written agreement saying otherwise, "your state's laws will control many aspects of your business".

A partnership agreement allows you to structure your relationship with your partners in a way that suits your business. When partners come together, they assume certain responsibilities and obligations. They therefore need to know who is responsible for what and therefore has to answer for that area.

Roger E. Hamlin (1996, P172), on his fifth prescriptive conclusions pointed out that, "the role of each partner in a successful intersectoral collaboration should be clearly defined". Role assignments should reflect each partner's skills, resources and overall ability to help the partnership achieve its goals. If partners are permitted to carry out roles that are natural to them, they are more likely to do so effectively. Planning, roles and responsibilities of the various players in both the public and voluntary sectors if not clear this will be the source of conflict.

Clarifying functions and making commitments for implementing the tasks and develop mechanism to hold each other mutually accountable will make the partnership achieve its purpose. Peters (1998) quoted by Akintola Akintoye (2002, P5) in identifying general defining features of partnership said, "finally a partnership implies that there is some shared responsibility for outcomes or activities (Collin, 1998; HM Treasury, 2000)"

In clarifying roles, mechanism for resource utilization needs to be clear, since in partnership each partner brings difference set of resources. What is known and practiced in Tanzania, is that; Central government's role is to design policy, the regional level translates the policy and Local Governments operationalizes it, i.e. implements policy. The local government is expected to monitor and supervise Non Governmental Organizations (NGOs) and for-profit service providers, and these NGOs and for-profit service providers are required to be aware of whether or not their activities are in line with government policies. Whether these roles and responsibilities are clear or well defined and applied accordingly remains unknown.

Stephen (2000, P15-18) called this process of clarifying roles and responsibility as part of fifth dimension of partnership, where he said, "this involves who does what, including who provides resources and who controls them. Partners may agree to coordinate or alter the priorities of the partners' existing services or, at another extreme, they may operate through a stand alone unit".

The latter will usually require formal agreement. This also relates with the second dimension of who is involved i.e. the key actors, who may include agencies such as government and voluntary sector bodies. He proposed a continuum for considering the key actors and their relationship in partnerships as a formal structure of partnership, which may range from formal legally binding contracts, to unenforceable public agreements to general agreements to cooperate.

3.4 Partnership Building

3.4.1 Introduction

The diversity of partnerships and their objectives makes it impossible to describe any single pattern, or even a criterion for success. Yet there are certain features that recur with remarkable frequency across a variety of projects. Perhaps the most important general feature is that partnerships evolve with time, rather than being executed in a single stage according to unchanging criteria and objectives. According to Donald Hirsch (1992, P17), “a partnership is a moving picture and not a still photograph”. This view is shared by James Wearmouth et al (2002, P28) who said “true partnership is a process rather than a destination. Like inclusion, it is a journey undertaken as an expression of certain values and principles” If partnership is a process then there is a process of establishing partnership, this one I call partnership building.

Building partnership is basically building relationships, which can occur between individuals, groups, associations and organizations by coming together formally or informally through networking or meetings. The centre line of partnership building is gaining commitment and trust. A number of events taking place may be the starter. Partnerships evolve over time, they involve change, seeing things from other peoples’ view, respecting into other peoples ways of doing things and changing your own. This can be threatening, but can also be enormously creative. It can be also painful, but it can also be fun. Roger E. Hamlin(1996, P172), said that, “the partnership is not the completed project, itself or one time negotiated deal among strange bedfellows, but the total vehicle for making that project happen”. This suggests that attention must be paid to the general way in which the process is approached or structures, who the partners are, how they interact, what they bring to the partnership, and how they know when they have succeeded (or failed, as the case may be)”. Emphasizing on partnership being a process, Roger Hamlin (1996, P14) noted that, “partnership process involves all interactions between public, private and intermediate –sector actors, including establishing structures and using those structures to achieve mutual benefit”.

Either way building partnership takes time which is why creating partnerships should be seen as process, not a structural fix.

The process of building partnership has to be done carefully, otherwise the partnership may be a failed one. Partnership being process is seconded by Bernard Lane et al (2004, P131) who observed that, "partnerships and collaborative arrangements are dynamic rather than static phenomena, evolving dynamically in response to a host of internal and external forces". Building partnership does not necessarily mean it will always be successful, trust comes as a process, sharing aspiration, fulfilling agreements and agreed goals may be a challenge as noted already. At times building partnership fails as buildings fall at the time of construction. Wilcox D. (2004) in Building effective local partnership gave characteristics of failed attempts of building partnership as follows:-

- A history of conflict among key interests.
- One partner manipulates or dominates.
- Lack of clear purpose.
- Unrealistic goals.
- Differences of philosophy and ways of working.
- Lack of communication.
- Unequal and unacceptable balance of power and control.
- Key interests missing from the partnership.
- Hidden agendas.
- Financial and time commitments outweigh the potential benefits.

Partnerships in community based programming in local governments has been tried by various local and international organizations in Tanzania with varied results. CARE International in Tanzania for example, has since 1994 adopted partnership programming in areas of education, health, environment and conservation. Similarly, Family Health International (FHI) had earlier piloted similar approaches in implementing HIV/AIDS interventions in Tanzania through the "NGO Cluster" network with regional and district local governments' leaderships. CARE and its partners (Binagwa F.A et al (2004, P8) picked a number of lessons while facilitating collaboration between the local governments and non governmental organizations as follows;

- Memorandum Of Understanding (MoU) that clearly stipulates the roles and responsibilities of the district council leadership and voluntary sector agencies including a management framework enhances successful implementation of program activities.
- Successful utilization of MoU requires commitment, time and patience between the partners

- Harmonization of the financial management policies and procedures among the partners levels the ground for effective and transparent utilization of the available funds for implementation of the program
- Working through partners takes longer for the program to achieve expected results but ensures establishment of the program sustainability structures in the process.
- Leadership commitment from both partners is an integral part of partnership, and sustainability for community based programming.
- Effective partnership development requires investment in capacity building of the key actors for partners.
- Transparency, effective communication builds trust and good working relations among the partners consequently strengthening partnership in program implementation.
- Harmonizing management systems and procedures is quite challenging but can be easily carried out through a joint review among the key players as a reflection of the partnership initiative.

Durr B. (2003, P9) through the assessment of Partnership by CARE in Costa Rica, Mali, Nepal, picked similar lessons that, “ building partnership needs therefore to take into consideration agreements, clarity of roles, harmonization of policies, procedures and systems, time factor, leadership commitment, communication and coordination. As for communication, coordination, cooperation and collaboration, the following are critical in building partnership.

3.4.2 Stages of Partnership Building

Four stages of building partnerships are explored here,

3.4.2.1 Stage 1- Getting started

Donald Hirsch (1992, P17) opined that, “Nowhere is the inspiration and commitment of individuals more important than at the very beginning of the partnership process, when somebody has an idea and has to persuade others to cooperate”.

Building Partnership would require potential partners to begin to *talk to each other* about their interest in creating a partnership. This process would take them through identifying areas of collaboration, opportunities of partnering, constraints and challenges. Then potential partners obtain support and commitment for the partnership. This process may be through formal consultations, workshops, meetings or seminars around common issues. For example the roll back Malaria- WHO (2002, P7) which is a global partnership founded by governments of malaria afflicted countries, the WHO, UNDP, the UN Children fund and World Bank, said that, "an essential first is to create a national ITN task force with representation from all partners including relevant government agencies, multilateral agencies, NGOs, the private sector and research organizations". At this stage potential partners are likely to experience barriers in communication which may hinder their understanding to the degree that does not harmonize at all with the meaning intended by the potential partners. This may lead to communication break down. For instance the partners' difference in perception, as they come together for the first time, their difference in experience, cultural background, values, education nationality.

Bias may be another potential area at this stage of communication; it is likely that potential partners may reject some ideas without properly considering the issue since trust is still being built. This stage can be compared to the Initiation phase in the Long-Arnold Matrix of Partnership success factors. i.e. Phases of the Long -Arnold partnership life cycle quoted by Sandra Waddock (2003, P108) which is **initiation** phase, where he said, "initiation of a partnership entails including stakeholders that can bring relevant competences to bear on the task at hand, create credibility for the partnership process and communicate with the public at large". Participants with authority to deliver their institutions are an important part of the process.

Maintaining flexibility during this stage is helpful, as activities will become more defined in the subsequent execution phase (Long and Arnold 1995). He gave characteristics of the initiation phase as follows:

- Partnership opportunity needs to be defined
- Participants should be identified
- The basis for working together must be formed.
- The agenda needs to be created

Since stage one involves mainly communicating between partners this may also be regarded as communication stage.

3.4.2.2 Stage 2-Undestanding each other

Following general understanding on common issues, potential partners reach an understanding to assist each other. Upon reaching the understanding to tap into each other potentials, resources and potential partners then agree to assist each other since they see a need. This would require every partner to promote successful outcome by practicing partnership behaviors, such as;

- Being open to new ways of doing things, new ideas and new influences.
- Encouraging open, transparent and real dialogue.
- Seeking to understand your potential partners' aspirations, position, motivations, values, constraints and culture.
- Supporting potential partners and show that you value their contributions, and their inputs.
- Being prepared to make and accept changes.
- It takes time to build relationships and trust –but moments to undermine them.

3.4.2.3 Stage 3- Agreeing on coordination

This stage is when potential partners start combining their resources; clarify their roles and responsibilities in their partnership. This is a process of bringing together partners, through a permanent or temporary structure, groups or teams in partnership building. If there is no effective coordination, then the following may occur; the available scarce resources will not be put into full utilization, because there may be competition of key players within the partners.

Segregation of duties may not be clear and this may lead to confusion as to who is responsible for what? Who does what, when and how? It is also possible that, duplication of efforts may occur or reinventing the wheel, when in fact partners are supposed to synergize. The challenge may be on how to keep the motivation of partners in fulfilling their task and maximizing the available resources. Since not all members can afford day to day hands on partnership duties, especially areas like; reporting, calling meetings, documenting and follow up resolutions. Therefore coordination mechanism needs to be set by the partners. It may be a small task team, which deals with coordinating partnership activities. The coordinating body will then facilitates joint planning, networking and monitoring partnership work. Clear terms of reference are required and preferably coordination by consensus.

Ian Finlay (1999, P16) proposed the practical suggestions of the process, which I consider to be relevant at this stage of partnership building, i.e.

- Strategic mapping of partners at different levels.
- Identifying circles of influence-drivers, moderators, blockers.
- Conducting research and analysis with the general public.
- Identifying and tackling differences upfront.
- Having a procedure for dealing with new issues that arise.
- Conducting actions research.

3.4.2.4 Stage 4- Collaboration

I see this as a final step, i.e. a collaboration phase, Gray (1989, P11) defined collaboration, “as a process of joint decision making among key stakeholders of a problem domain about the future of that domain”. This is a stage whereby potential partners, who started communicating, formed a coordination body work together or sign agreement and implement it. Partners develop a shared plan, partners are clear on roles and responsibilities for both sides, agree on modalities of working together, discuss on the planning cycle, the role of governance and leadership and finally develop also a monitoring plan. They focus on the agreed plan, adhere to the agreed principles and conduct by increasing the level of communication, promote full involvement of both parties and have a fair decision making process. Stage four can be related to Long-Arnold Partnership life cycle stage of execution which means translating the goals of the initiation phase into action.

It involves listening to and respecting partners, which can be difficult owing to diverse institutional cultures and values. This becomes all the more important as stakeholders have to adapt to the inevitable changes in a living partnership (Long and Arnold 1995). He goes on to give characteristics of the execution phase as follows;

- Ground rules need to be established and observed
- Disputes must be resolved
- Sufficient financing should be secured
- Timetables need to be followed
- Individuals' interests and relationship building must be developed.

Bill Atweh et al (1998, P157), on collaboration picked lessons from Ian Macpherson and others who gave their lessons about Collaborative Inquiry as follows:

- Collaboration is not easy and sustaining collaboration is even more difficult.
- Expectations of the different partners may not always be shared in terms of the substantive and the procedural elements of a collaborative investigation.
- Levels of collaboration within each set of partners and between both sets of partners need to be clarified and reconstructed to address changing situations.
- Accountability and issues of intellectual property issues need to be considered up-front in order to avoid tensions and debates which could damage partnerships.

Gray (1989, P11) again identified five characteristics critical to the collaborative process: (1) stakeholders are interdependent; (2) solutions emerge by dealing constructively with differences; (3) joint ownership of decisions is involved; (4) stakeholders assume collective responsibility for the future direction of the domain; and (5) collaboration is an emergent process.

3.4.2.5 Stage 5-Monitoring partnership performance

Perhaps this is not a typical stage, because it is a stage that has to be done repeatedly at agreed intervals i.e. monitoring partnership performance. Monitoring partnership performance is critical to see if partnership is showing results and is effective, partners need to set a mechanism of monitoring partnership building.

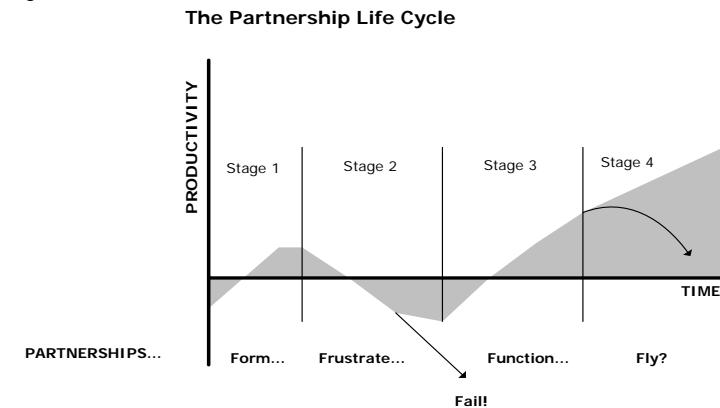
Parts of this stage have similarities with what Long-Arnold considered to be a closure and renewal stage Sandra Waddock et al (2003, P109). This phase entails sharing success and credit for partnership activities as part of the relationship - building process. The level of sharing relates to the level of work and sacrifice contributed. Publicity of partnership documents plays an important role in this regard. In addition, learning from the evaluation of results in relation to goals is essential to the continuation of a partnership.

Characteristics of the closure/renewal phase given by Sandra are as follows:

- Written agreements should be produced
- Actions and policies must be implemented
- Partnership activities need to continue

The very nature of partnerships means that partners need to work at partnership continually. Partnership like team, it forms, grows, matures and sometime fails. EDute ltd & GFA consulting has developed Partnership Life Cycle as follows;

Figure 3.2



Source : EDute ltd & GFA

As regards to stage of forming and frustration, these can be related to stage one and two. The functioning and flying stages by EDute Ltd and GFA are comparable to stages 3 and 4. EDute Ltd and GFA gave characteristics of each stage as follows;

a. Forming

- common cause, arising from shared interests, opportunities, threats
- early enthusiasm: new challenge, new relationships
- exploring what's needed, what's possible
- nature of commitments unclear

b. Frustration

- partners feel "in a fog"
- disputes or tension over priorities and methods
- individuals questioning purpose of the partnership/reasons for being there
- hidden agendas influencing what partners do
- doubts about what each other brings to the party
- partners competing for credit and control

c. Functioning

- renewed vision and focus
- progress through joint project teams
- partners talk in terms of “we” not “you”
- clear roles and responsibilities
- full accountability to each other for actions

d. Flying

- successful achievement of partnership goals
- shared leadership
- partners changing what they do and how they do it to achieve partnership objectives
- trust and mutual respect
- partnership priorities are central to partner activities

3.5 Factors hindering partnership growth

While building of partnership goes through several stages, this process is not linear, and is without challenges, below are factors that may hinder partnership growth;

- i. If partners do not adhere to the agreed upon rules and principles for partner interaction, behavior and productivity.
- ii. If there is no clear and fair decision making process, plans and sharing of information. This requires effective leadership, “champion”, skilled staff and facilitation.
- iii. When partners do not focus on the agreed plans so as to empower the communities and involve them as much as possible.
- iv. If partners do not promote and maintain full involvement. Lack of culture of respect and encouragement by all partners.
- v. When partners do not work consciously to increase the level of communication regularly with collaboration as the ultimate goal.
- vi. When partners do not undertake a feasible scope of activities, by starting small and gradually grow.
- vii. Partners are not patient and persistent in implementing activities even when obstacles arise.

Some of the above factors can also be related to the failing stage of the partnership cycle stages given by EDute Ltd & GFA with the following characteristics;

- disengagement
- lack of commitment
- recurrent tensions
- breakdown or frittering away of relationships

Lack of communication is singled out as another factor in hindering partnership growth. Partners need to nurture their partnership through active listening, questioning, feedback, paraphrasing, summarization, and reinforcement, effective use of verbal and non verbal, explaining and self disclosures as they interact regularly. Sanddra Waddock (2003, P108) quoting Long-Arnold said, "effective communication is key to sustaining peaceful relationships between partners".

Partners need to involve all partners in setting the partnership agenda every time they meet, foster a sense of energy and excitement about the work of the partnership. In some situation they may need external facilitator, who would ensure effective flow of communication within the partners, encourages group analysis, provokes people to think critically and motivates them for action, the facilitation is not necessary a content expert nor a lecturer but helps the partners to interact with each other or gain new information and build upon their experience depending on the agenda.

This would give the opportunity to partners to innovate, run partnership meetings so as to increase participation and create opportunities to learn from one another. As the partnership goes through various cycles i.e. forming, frustration, function, flying and failing the role of the facilitator becomes critical to partners.

3.6 Performing partnerships

3.6.1 Successful partnerships

People ultimately are key to successful partnership; they play a vital role and influence the chances of success. Long and Arnold on categories of success factors said, “strip away the theory and rhetoric; the concept of partnership is all about people from different background working together on a common goal. While it is Institutions that will expend credibility and resources in a partnership it is the people that make up those institution that will or won’t make it work”.

Long -Arnold (Sandra Waddock 2003, P109) gave success factors related to people as follows;

- Commitment to issues involved in partnership is needed.
- Commitment to establishing relationship necessary to ensure the partnerships success is needed.
- Participants must be invested with the authority to make decisions.
- Participants should be as partnership champions within their organization

In summary Sanddra Wddock (2003, P106) quoting Long-Arnold (1995) put it well in order to achieve success, “partners with the same interest join together, involve all with a relative stake, communicate effectively concerning partner interests, build trust, forge mutually agreeable goals, invest in building the relationship, respect partner’s’ needs and interests, share partnership success, evaluate results against goals and alternatives, and then consider sustaining progress by institutionalizing arrangements”.

3.6.2 High performing partnerships

Although the aim of partnership is to achieve more than individuals potential partners can achieve on their own, success in partnership is not often easily secured, because of the need to build relationships, transparency, respect, communication and trust between partners and manage their different perspectives and agendas. Certain features of high performing partnership have been identified by Green well and Co and Studies digital Media Ltd as follows;

- i. **Purpose and leadership:** Partners share a common vision and purpose, understood and accepted as important throughout each partner's organization. Most successful partnerships depend on strong leadership from the top by an irrational committed individual.
- ii. **Outcomes and customer focus:** Partners always focus on resulting and satisfying the needs and expectations of customers.
- iii. **Culture and Communications:** Promote "can do" values and effective communications at all levels within the partnership and within partners organizations.
- iv. **Learning and Innovation:** Partners continually seek improvements in activities and ways of working, leaning from each other and from elsewhere.
- v. **Management for partnership performance:** Partners put in place necessary management practices and resources, and manage changes needed to achieve partnership goals.

In addressing the high performing partnerships it is worth to briefly mention what Fhang Zhao edited by Dianne Waddell (2003, P115) called **total quality partnership**. This author maintained that a total quality partnership approach holds the key to success. He regarded team work and collaboration as the primary methodology for effective partnership. The components of total quality partnership were given as:-

- The highest levels of integrity, honest trust, and openness between business partners are essential ingredients of a total quality partnership.
- Mutual respect, mutual trust, and mutual benefit of all partners are important successful factors.
- Total quality partnership offers each individual and participating organization the opportunity to participate, contribute and develop a sense of ownership.
- Total quality partnership involves continuous and measurable improvement at all levels of a participating organization.
- Total quality partnership requires consistent and precise performance to high standards in all areas of the participating organizations (Aggarwal& Zairi, 1998; Rounthwaite& Shell, 1995; Hellard, 1995.

3.7 Partnership between NGOs/Local Government Authorities

3.7.1 Non governmental organizations

3.7.1.1 Definition and meaning

What are the Non Governmental Organizations? Non Governmental Organizations are generally understood to be not for profit making organizations and as the acronym stands they are non governmental, formed with primary focus to deal with social as well as economic activities. There are many definitions and explanation on what they are, what they do and why they are formed. "The World Bank has defined NGOs as "private organizations that pursue activities to relieve suffering, promote the interests of the poor and protect the environment or undertake community development." (Brown and Korten, (1989, P2) citing World Bank "Operational Manual Statement: Collaboration with Nongovernmental Organizations", No 5.30, 1988). Sandra Waddock et al (2003, P106) cited Jem Bendell (2000) who defined NGOs as "organizations whose stated purpose is the promotion of social goals rather than the achievement or protection of economic power in the market place or political power through the electoral process". These definitions do not take into account that some NGOs are established and run by individuals who have their personal interests and not necessarily promoting the interests of the poor. While it is true that these are not for profit making and distributing profits to the founders and owners, they are still meant to pay salaries and administration costs of the founder's offices.

By the above definition no wonder then that, Paul and Israel (1991) pointed out that though legally required to channel its own funds through governments, the World Bank, has been encouraging recipient governments and other official donors to make greater use of NGOs on the continent because government institutions are 'relatively weak there'. There is the "The structural-operational definition Salamon and Robinson suggestions included organizations that are formal, private, non business, self-governing, and voluntary, and they grouped these under the heading non-profit sector."(Anheier, 1995).

Hudson (1995) when writing about non-profit organizations in the UK stated that, "Not-for-profit organizations exist everywhere because of a human quality that brings people together to provide services for themselves and to campaign against abuse of people and environment".

People want health, welfare, and educational, humanitarian, environmental and cultural services to improve the world we live in. They expect organisations that provide them to be 'not-for-profit' and also 'not-in-the-public sector'.

While there are various explanations on who are NGOs, each researcher may then use the term loosely and define what NGOs mean. In this study, the Tanzanian NGO policy definition in the document section 5.1 item (viii) which states that, "An NGO is a voluntary grouping of individuals or organizations which is autonomous and not for profit sharing; organized locally at the grass root level, nationally or internationally for the purpose of enhancing the legitimate economic, social and or/ cultural development or lobbying or advocating on issues of public interest or interest of a group of individuals or organizations."

My experience working with over 230 organizations falling under the term Voluntary Sector Organizations (Non Governmental Organizations, Faith Based Organizations and Community Based Organizations) is that these are formed, run, developed or terminated only through free and voluntary acts of individuals and associations: they are managed and controlled by members, trustees or directors independent of the Government but within the framework of liberties and constraints provided for in the laws.

3.7.1.2 Non Governmental Organization's role

As noted on the background chapter; Section 9 of the National policy on Non-Governmental Organizations of November 2001 of the United Republic of Tanzania, on Government -NGO Partnership, section 11.2 of the same policy document it is stated that, "the Government and other stakeholders recognize the fact that at this point of our development process, NGOs are partners in development and that an enabling environment be put in place for them to operate and thrive". The statement put forward acknowledged that the government cannot do development alone and identified Non-Governmental Organizations as partners already in the process, making a promise to create conducive environment for Non-Governmental Organizations to operate.

This emphasizes that the Government needs the Non-Governmental Organizations. This gives room then to the Government to deal with policymaking, security, regulation and justice, so that the actual provision of social services is done by not for profit Non-Governmental Organizations.

However, this does not mean that the NGOs replace the state by either setting up parallel structure or substituting for state services, but they can act to fill certain kinds of 'gaps', working, for example, with groups 'ignored or by-passed by large state development schemes' (Oxfam, 1985). Non-Governmental Organizations have a comparative advantage in being close to or originating from the communities and grassroots level, where they develop sometimes creative activities and approaches which the government can then learn from, adopt and replicate on a larger scale.

This points to that the NGOs perform interventions by filling the gaps where the Government cannot fill. Cannon (1996) when reflecting on the case of Non-Governmental Organizations involvement in health in Uganda proposed that four types of gap exist: i) where there are no government services; ii) where there is a lack of medical personnel; iii) where there are problems in the financial management of health programmes and iv) in the promotion of community based health care. While this is the area they do well, the government would benefit by partnering with the Non-Governmental Organizations, where the Government would benefit from one of the 'special' characteristics commonly attributed to Non-Governmental Organizations of innovation. This characteristic is related to other qualities, such as small organizational size and close involvement at the 'grassroots'.

Clark (1991) pointed out that, many Non-Governmental Organizations may not be innovative with ideas but rather give preference to applying well-tested approaches to new constituencies, the assumption of a capacity to innovate is fundamental to the discourse justifying NGO action. Since local NGOs and Community Based Organizations are usually better placed to reach a wider section of the poor especially in remoter areas, which the government or donors may find difficult to reach, application of well tested approach would contribute greatly to development.

According to Mbilinyi (1996), Non-Governmental Organizations and community organizations have a potentially transformative role to play in deepening the civil society, providing space for women, youth, the poor, and other disadvantaged groups to organize themselves around their own concerns and challenges to the status quo.

Compared to political parties that are part of the official apparatus, NGOs are organizations and institutions within which people can organize on their own behalf. NGOs are regarded as "schools of democracy". If the local government reform program aims at empowering the people in managing their development then partnering with NGO is the way forward.

3.7.1.3 Non Governmental Organizations in Tanzania

But who are the Non-Governmental Organizations in the Tanzanian context? The 2000 Directory from the Vice Presidents' Office estimates that the number of Non-Governmental Organizations has been increasing from a mere 200 in the early 1990s, to 800 in 1995 and currently, there are over 2,700 registered Non-Governmental Organizations. According to the directory, most of them are concentrated in urban centers and Dar es Salaam. For instance Dar es Salaam is home to 1,301 Non-Governmental Organizations, which is almost half of all the Non-Governmental Organizations. Although this number has increased remarkably in the last few years the growth is not constant, year after year and the distribution of Non-Governmental Organizations relative to the population of the different regions is not uniform. In other parts of the country the number is higher per population compared to another. For instance in Shinyanga with 7.66% of the population has 0.73% of the Non-Governmental Organizations; where as in Dar-es-Salaam with 7.33% of the population has 45% of the Non-Governmental Organizations (The 2000 Directory from the Vice Presidents' Office).

The factors behind the increase of the Non-Governmental Organizations is attributed to donors channeling increasing amount of development assistance through them, because of the perceived bureaucratic inefficiency and poor financial management practices of public institutions.

Tanzania has embarked on poverty alleviation process and Non-Governmental Organizations have an important role to play in the issues of poverty alleviation, environmental sustainability, population, equity and gender roles, which have not been adequately addressed by government organizations. At the local level NGOs have increased in number because they have been established as vehicles to receive northern-based NGO assistance, as extensions of international NGOs' involvement in developing countries. With the HIV/ AIDS pandemic local initiatives in responding to the problem has made the NGOs formed to increase.

Hakikazi Catalyst (Sept 2002) on Tanzania Civil Society towards a map extracting for the National Policy on NGOs (Nov 2001) reinforce that the term NGO will be applied to organizations which posses the following defining characteristics:

	Area	Characteristics
1	Organization	This means an established or permanent institution. This is demonstrated by a degree of organizational structure i.e. regular meetings and rules of procedures
2	Voluntary	These are bodies that are formed freely, willingly, spontaneously by individuals, groups of people or organizations with an element of voluntary participation
3	Self governing	Non Governmental Organizations have their own internal procedures for governance but nonetheless operate within the laws of society as a whole
4	Not-for-profit sharing	Non Governmental Organizations are not-for-profit sharing organizations. Profit and/or benefits accrued are not for personal or private gain by members or leaders
5	Non-political	Non Governmental Organizations are organizations that do not seek political power or campaign for any political party
6	Objectives	This requires that the organizations are not self servicing: they aim to improve the circumstances and prospects of a particular group, or act on concerns and issues which are detrimental to the well being, circumstance or prospects of people or society as a whole
7	Founders	NGOs can be formed either by individuals or organizations

All that being said Ian Smille et al (2003, P20) gave a challenge that, “we thought the Non Governmental Organization were innovative, quick to reach their target groups, and successful in implementing participatory development programs. We now live with the evaluations which show that NGOs:-

- Often do not reach the poorest
- Are too often unaccountable to their target groups and other stakeholders
- Are not always efficient, effective, flexible or innovative”

NGOs have trouble proving that policy changes can be attributed to their efforts. NGOs are coming under closer scrutiny, and facing lower levels of public trust, than they used to. They face increasing pressures from donors to meet standards, carry out audits and give evidence of efficiency, and cost effectiveness.

Non Governmental Organizations will need to be clear about their mandate and whom they are accountable to. It is on this, premises too that partnership with the Government will improve their accountability.

3.7.2 Local Government Authorities

3.7.2.1 Governments in the Unitary Government

The United Republic of Tanzania is a sovereign state which consists of the whole of Tanzania mainland and the whole of Tanzania Zanzibar and includes the territorial waters. Article 6, of the constitution of the United Republic of Tanzania stipulates that, “the Government as applied in the Tanzanian context includes the Government of the United Republic, The Revolutionary Government of Zanzibar, Local Government Authorities and any person who exercise power or authority on behalf of either Government. By constitution therefore, Local Governments are governments within the Unitary government of the United Republic of Tanzania and thus constituting governments within the constitutional and legislative framework set nationally by the government. The Governance structure in mainland Tanzania has historically been divided into rural and urban areas. The term LGA when applied to rural areas, means a district council, township authority or a village Council or Kitongoji (no English translation). When applied to Urban areas it means “a Town council”, “a Municipal Council” and, “a City Council” or “a Mtaa”(No English translation). Chapter 2 has the details.

3.7.2.2 Purpose of Local Government Authority

As noted in chapter 2, Article 146 sets out the purpose of having Local Government Authorities, which is to transfer authority to the people. In the spirit of this provision Local Government Authorities, including village councils, have been given the right and power to participate and to involve the people in the planning and implementation of development programmes within their respective areas of jurisdiction. Each local government authority in conformity with the provision of the law is required to perform the following basic functions;

- To perform functions of local government stipulated in various laws;
- To ensure enforcement of law and public safety of the people; and
- To consolidate democracy within its area and to apply it to accelerate development of the people.

The district, after the National and regional level is the third most important level of governance. It is at this level that local governments are constituted. The Government of Tanzania is in the process of reforming the local government system for Tanzania (Mainland). The overarching goal of reforms is reduction in the proportion of Tanzanians living in poverty through improved quality, access and equitable delivery of public services -particularly to the poor-provided through reformed, autonomous, local government authorities.

The main strategy which has been chosen to bring about the required reforms is decentralization through devolution of power, functions and resources from the central government and from higher levels of local to local government to lower levels of government. Section of both the local Government (district authorities) Act no. 7 of 1982 and the local Government (Urban authorities) Act No. 8 requires the Minister responsible for Local Government to specifically endeavor to ensure local government authorities are strong and effective institutions that are more autonomous in arranging their own affairs and that they operate in more transparent and democratic manner.

On accountability the minister has to ensure that local government authorities are accountable to the people and are generally so facilitated to improve their capacities towards being stronger and effective in delivering services to the people and endeavour to ensure that there are adequate financial resources for various sectors or aspects of local government so as to ensure effective and efficient development of the local government system. On participation, the vision for local government in Tanzania, May 29-31, 1996, was summarized and elaborated in Local Government Reform agenda 1996-2000 that was endorsed in November 1996.

It was stated that one main LGA function was to facilitate peoples' participation in deciding on matters affecting their lives, in planning and executing their development programmes and foster partnership with civic groups. As the basis for justifying their autonomy Local government authorities need to be transparent and accountable to the people. While these factors are yet to be seen in Tanzania, Roger L Kemp (2003, P92) said that, " thinking the Local governments are the most logical agents of service delivery because they are 'closer to the people' is not a logical response to the societal issues. For instance in United States communities must confront the Local Governments". What happened in Indonesia for example (Catherin Gwin, 2002, P115), the Bank helped to establish a governance partnership involving civil society, the government, the private sectors, and the development partners.

3.7.3 Partnership between LGA and Non Governmental Organisations

Maria E. Letona (1999, P227) on towards a Partnership Model of the contractual relationship between the State Government and Community agencies said, “there are two models, Business and Partnership model, where it is said that, Partnership model focus is on accountability and responsiveness fused into one concept”. She continued to say that, “ultimately the partnership is to serve the client in the community”. As a strategy this is to encourage and support comprehensive and integrated service delivery system. Maria (1999, P1) said that, “providing health and human services through a decentralized network of nonprofit organization carries the potential of program innovation, variety, responsiveness, and flexibility”.

Public and Non Governmental organization partnership is not an entirely new phenomenon, however, its modus operandi in Tanzania is still on its nascent stage as noted in chapter 1. Promotion of partnership with civic groups was stated but its modalities were not elaborated.

Public and Non Governmental kind of partnership happens in Brazil as put forward by Akintola Akintoye (2002, P18)/ Acevedo (2000) who described a public and private partnership program in Brazil which involved a professional training program for low income young people, which was created through a partnership of the public sector, private sector and NGO organizations. This kind of partnership is in line with The Commonwealth (State) or Massachusetts which defined partnership as, “a collaboration among business, non profit organizations and governments in which risks, resources and skills are shared in projects that benefit each partner as well as the community’ (Stratton 1989).

To understand the current situation of NGO-Government partnership in Tanzania, it is important to glance at the path taken by the Health Sector Reform Program. The first Strategic Health Plan (1964) developed three years after independence and reviewed after Arusha Declaration (1967) placed more emphasis on the role of the government as the sole provider of health services, where as the private sector was greatly discouraged and restricted as it was seen to undermine the efforts to make health services equitable. At that period an equitable geographical distribution of health service infrastructure was to a great extent achieved. However, because of the economic problems of the 1980s and other structural factors the Government of Tanzania was unable to meet the recurrent expenditure for these services. To address the problems the Ministry of Health revised strategies to improve quality of health services and increase equity in accessibility and utilization.

According to 'The Health Sector Reform Program of Work' (1999-2002), the private sector including NGOs provides 40% of the health care delivery points in the country. The document acknowledges the important role that the private and voluntary agencies play in health care. However, there is little government support and poor linkages to the private sector.

The Public Private Mix strategy number 7 of the Ministry of Health aimed at addressing these issues by fostering linkages to the private sector, promoting partnerships between the public and private provision of health services. In the process the Ministry of Health developed Modules for training the Local Government Health Management Team on promoting partnership in the Local Government Authorities areas. Whether the training promoted partnership between the NGOs and the LGA at least in the health sector was not known.

The NGO statement on governance by the consultative Group meeting, Dar-es-Salaam, 2-5 December 2003 stated that, " the development of Non Governmental Organizations law should also be participatory drawing from full and meaningful involvement of civil society across the country. The consultative group statement continued to say that none of Non Governmental Organizations recommendations on the amended bill were considered. It also mentioned that, we are committed to mutual respect and genuine open dialogue with the Government on Non Governmental Organizations matters, and among other aspects hope that this process will lead to rectification of the problematic provisions of the proposed law". The statement concluded that, " Non Governmental Organizations' community in Tanzania is prepared to play its part, and we look forward to cooperating with the government towards achieving truly democratic institutions, culture and practice in our country". This process is going on, for instance Barbara Durr (2000, P11) said, "in Tanzania, CARE has just undertaken a major urban development program in cooperation with the Dar-es-Salaam Local Government in which also community participation was key".

Clark (1991) referred to the Non Governmental Organizations, as strengtheners of civil society, deriving legitimacy both from their social base and their potential through influence with government to become agents of change. With the local government reform process taking place in Tanzania, this role of the NGOs through partnership with the Government would facilitate and enlighten the people's voice in development. This view is challenged by Koebel (1998, P8) quoted by Hula (2003, P83) who stressed that, in the United States, partnership between governments and the non-profits, "has never been integrated into a sustaining ideology". In Tanzania the situation is not clear.

Andrew Fenton (2004, P43) quoting Stairs (1998, P42) opined that, "the Non Governmental Organizations do what the interest groups have always done, and governments respond to them accordingly". While partnership is meant to complement partners strengths and weaknesses some time this may not be so, for instance Barbara Durr (2000, P13), said that, "in Tanzania for example a conservation project in Zanzibar that originally started as a partnership with local government expanded to include a new local Non Governmental Organizations. The Non Governmental Organizations was a vastly unequal partner at the same table as the government agency and CARE, a situation that created tension and had the potential for souring the project's relationship with the communities".

In recent years Stephen Magesa et al (2002, P6) noted that, "close collaboration among the public, private and NGO sectors advocated around the issue of demand creation and increased supply and use of Insecticide Treated Nets (ITN)". This was for the National scaling up for Insecticide Nets in Tanzania towards a strategic framework where Partners developed a partnership, i.e. the Public sector was represented by the Ministry of Health and dealt with National generic demand creation, the Commercial sector dealt with product development and brand specific demand creation, while the NGOs dealt with local demand creation. Also the public sector, focused on the consumer protection, policy and regularity issues, as well as generic demand creation in order to create an Insecticide Treated Net (ITN) enabling environment. Where as NGOs' role focused on more local, grassroots demand creation and support to specific niche supply. While the commercial sector role focused on supply and distribution further product development, brand specific demand creation. And Research community; assisted with product development, implementation and market research. All partners had the objectives to demand creation and increased supply of ITN. This study will find out the relationship, accountability, trust, roles and responsibility, shared goals and partnership building process between the Non-Governmental Organizations and the Local Government Authorities.

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CHAPTER FOUR RESEARCH METHODOLOGY

4.1 Introduction

Several conceptual models designed to serve as a basis for a systematic approach to research have been proposed. Rummel and Ballaine (1963) drawing upon suggestions made by J.L Kelly in 1932 and J. Dewey in 1933 quoted by K. Howard sharp and John A Sharp (1983, P13), proposed a model with six steps which are a felt need, the problem, the hypothesis, collection of data, concluding brief, and general value of conclusion. This chapter is on step three i.e. collection of data. In order to achieve this step research methodology namely research design and data analysis is required, that deals with the process utilized in the collection, storage and analysis of data for the research. In practice these are closely interlinked-at least in principle, since the design determine the data and what can be done with it, where the end purpose of data analysis are the major determinants of the research designs Howard and Sharp (1983). In this chapter therefore of this research the focus is on procedures and processes, methodologies and approaches adopted in the data collection for the research. The chapter also explores the identification of the population to be included in the study, the sample size, sampling methods, validity and data reliability. In this chapter too data sources and methods of organizing, recording and analyzing the data collected for the study are mentioned. Methods are selected because they provide the data required to produce a complete piece of research. Decisions have been made about which methods are best for particular purposes and then data -collecting instruments are designed to do the job (Judith Bell (1999, P100)

4.2. Secondary data

Secondary data is the data collected by others and published in some form that is fairly readable and accessible (Howard and Sharp (1983, P140). These include information produced from past previous studies. In this secondary data collection, a review of literature in reports, national surveys, handbooks, journals and magazine materials from the websites are the secondary source of information that enabled me to review and obtain the background information. This contributes other people's views and experiences in relation to the problem.

4.3. Primary data

The primary data was collected using the questionnaire combining quantitative and qualitative features. The choice was based on the nature of the study. The questionnaire was distributed to respondents across the local government's senior employees, and Non Government Organizations senior representatives. The self administered questionnaire was formulated with 111 questions i.e. 57 for LGA and 54 for NGO respondents. It was based on the hypotheses and the literature search from textbooks, newspapers, magazines, seminar papers, journals, management and panel reports. Part of it was from my previous observations of 12 years experience, three of which I worked in 30 Local Government Authorities in Tanzania, where I facilitated working relationship between the local governments' authorities and 230 Non Governmental Organizations and civil society organizations.

Although this experience was considered, care was taken to avoid bias since the study covered 114 registered local governments. Regarding reliability i.e., the extent to which a test or procedure produces similar results under constant conditions on all occasions Judith Bell (2000, P103), questionnaire developed had multiple choice questions with ratings as well as open ended ones where the respondents provided a brief explanation and opinion, because this was also qualitative survey. On multiple choice questions the respondent indicated the appropriate choice by using V sign from various options provided and beside it there were ratings. On validity which tells us whether an item measures or describes what it is supposed to describe, questions were given to colleagues to check whether if they used this research instrument were likely to get the same responses.

4.4. Sampling methods

4.4.1 Sample size

The United Republic of Tanzania government includes the Government of the United Republic, The Revolutionary Government of Zanzibar and 114 registered Local Government Authorities. The focus of this study was on the Local Government Authorities (LGA) in Tanzania Mainland regions. Unfortunately the number of NGOs operating in those Local Government Authorities was unknown.

Sampling frame was prepared as follows; the first stage units were the five zones of the Association of Local Authorities of Tanzania's (ALAT). In each zone there are a number of regions. Tanzania Mainland has 21 regions and each has a number of Local Government Authorities ranging from 3-8. Using stratified sampling method with ALAT zones, a list of all regions was made for each zone and from each zone one region was selected through simple random sampling. A sample is defined as random by Barker J.P (1976, P 40) as, "if every individual in the population being sampled has an equal likelihood of being included". Based on practical considerations, from zones two extra regions were chosen randomly to make 7 regions.

The following regions were chosen; Kilimanjaro from Northern zone-, Pwani and Mtwara regions from Coast zone, Kigoma from Central zone, Kagera from Lake zone, Iringa and Rukwa regions from Southern zone. All councils in the chosen regions were included in the study making a total of 37 LGAs, 7 being Urban and 30 Rural. A sample of 7 regions out of 21 regions and 37 out of 114 Local Government Authorities was considered appropriate for the purpose of this study. All Local Government Authorities are governed by the same Central government policies with similar political influence. They were formed by the same acts as given in chapter two of this study. Similarly the officers in the study have similar job descriptions and functions, because LGA have similar structure and composition (*as shown in annex 1*).

These reasons underscore the point that for studying in such situation where units, with uniform characteristics of interest, the sample size to be used is not a critical factor; any sample size considered reasonable and obtainable was adequate. Peil, M. (1995:35) quoted by other researchers pointed out that, "if a group is truly homogeneous, a large sample is unnecessary (one or two people could provide as much information as 500)."'

4.4.2 Target Population

The target population included key employees of the local government authorities (also regarded as Council) and NGOs, these were decisions makers on issues related to partnership. Five people were chosen per council making about 185 persons for the study. This was regarded as systematic sampling because employees representing their LGA and NGOs were chosen by virtue of their positions. These were:

- All Council directors, in the chosen local government authorities, in their absence those acting on their behalf.
- All Council community development coordinators
- Council planning officers or those acting on their behalf in their absence
- 2 Non governmental Organizations' representatives or senior members from the Civil Society Organizations

4.4.3 Research instrument

The research was a descriptive one; mainly qualitative with quantitative elements, it used the questionnaire as the basic research instrument, which was a collection of questions, put together to measure or test the hypotheses formulated. The questionnaire consisted questions seeking respondents' opinion and perception on various areas of the subject of the study. Two questionnaires with similar questions but framed slightly different were designed, one for LGA respondents and another one for NGO respondents. The questionnaires had five parts. Part A was introducing the researcher, since this was a self administered questionnaire, respondents needed to know the source of the questionnaire.

Part B sought information on the background of the respondents, i.e. age, sex, education, profession and duration of their employment in their respective Local Government Authorities and Non Governmental Organizations. The Local Government Reform program taking place in the country as described in chapter two, was also considered, so questions on whether the LGA was in the reform program or not was put in the questionnaire.

Part C focused on getting respondents' perceptions on the relationship existing between LGA/NGOs, questions were set to respond to specific objective no. 2 in chapter 1. Eight questions were set to address presence or absence of memorandum of understanding, joint resource mobilization, supervision of projects, satisfaction of participation and quality of relationship.

Part D of the instrument was on trust and transparency; it had ten questions, dealing with specific objective no. v. These covered sharing of financial information, providing feedback, willingness of LGA to delegate activities and resources to NGOs, satisfaction level of trust and transparency.

Coordination mechanism was under Part E, which addressed specific objective no. iii. This part had nine questions, which aimed at getting respondents' perceptions on presence of a coordinating body; type, formation and structure of coordinating body. It also covered roles and responsibilities of LGA/NGOs.

Part F had questions addressing Accountability focusing on specific objectives nos. v and iv. It covered issues related to proper use of finances and other resources by LGA/NGOs, reporting resources use to the stakeholders, making audit results public as an indicator of accountability and satisfaction on accountability.

Part G, addressed specific objectives i, iv, vi, vii. This part was on partnership understanding, it had questions related to; knowledge of partnership by LGA/NGOs, whether LGA/NGOs have policies or guidelines for partnership, challenges and lessons faced by LGA/NGOs, satisfaction level of respect between LGA/NGOs. Factors which prevent partnership growth and opinion on how to improve partnership between LGA and Non Governmental organizations were also in part G.

Most questions were structured with options for choices or ratings to ease responses, collation and analysis. The Likert Scale of Measurement approach was used to examine the data collected through the questionnaires. i.e. over 75% of the questions, scores were attached to each possible response. Likert type's scales which are often used in studies of attitudes are raw scored based on graded alternatives responses to each of a series of questions. (J.H Abramson1979, P93) (*Please see annex 3 and 4 the questionnaire for LGA/NGOs*)

4.4.4 Piloting the questionnaire

I had an opportunity to facilitate an orientation workshop; where over 40 National Facilitators from different background were attending. The orientation workshop was meant to give them skills to provide supportive supervision to the councils AIDS Multisectoral AIDS committees. The questionnaire was pre-tested with few members. A good number of these participants had been with NGOs and some had worked in the Local government Authorities.

Few questions put to them as they read and filled the questionnaire are reproduced here:

- How long did it take you to complete?
- Were the instructions clear?
- Were any of the questions unclear or ambiguous? If so, will you say which and why?
- Did you object to answering any of the questions?
- In your opinion, has any major topic been omitted?
- Was the lay out of the questionnaire clear / attractive?
- Any comments?

Responses from the above questions which related to duration, clarity or ambiguity, lay out and opinions were fed back into the questionnaire.

4.5 Data Collection

Administering the questionnaire with structured questions was done by the National Facilitators working in the sampled LGA, they hand carried them to the target audience. The national facilitators were doing the follow up and conducting technical support to the Council Multisectoral AIDS Committees in the whole country. They issued the questionnaire which was a self administered as noted already to the respondents named above. From pre-testing it was estimated that filling of the questionnaire was about 35-45 minutes to complete. Respondents handed the questionnaires back to the national facilitators. In turn the National Facilitators returned them back for data recording, interpretation and analysis. This approach was adopted because the researcher took the opportunity of being a facilitator of the National Trainers in that particular scope of their work.

4.6 Data analysis and presentation

Following data collection, data entry was done by the data entrants' assistants. Frequency of variables were done and tables used using absolute figures and comparative percentages using 'EPI info' program for analysis, (this is a word processing data base and statistics program for public health which was developed by CDC-USA and WHO). Microsoft Excel was used to draw up histograms, pie charts and Venn diagram which were used to facilitate analysis. These figures and tables were structured in line with the specific objectives and issues being tested. These supported the conclusions and assisted in the formulation of recommendations.

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CHAPTER 5 RESULTS PRESENTATION AND ANALYSIS

5.1 Survey tools

5.1.1 Introduction

Results presentation and data analysis in this chapter is on the data and information collected from the Local Government Authorities (LGA) and Non Governmental Organizations' (NGOs) respondents via self administered questionnaire. It is the measure of respondents' opinion on quality of relationship, coordination mechanism between LGA and NGOs and their partnership understanding. Respondents' perceptions and satisfaction level to the various elements of partnership is also measured. The partnership elements presented cover; trust and transparency, respect, clarity of roles and responsibilities, planning together, participation and accountability. Most questions were similar for Local Government Authorities (57 questions) and Non Governmental Organizations (54 questions) but phrased differently. Therefore some of the results are presented and analyzed as a combined source, until and when a comparison between LGA/NGOs is desirable and appropriate. The presentation firstly is on the background and respondents' biodata, and then testing is done on the hypotheses, and finally on other responses related to relationship, trust, transparency, coordination mechanism, accountability and partnership understanding.

5.1.2 Questionnaires distribution

Table 5.1 *Questionnaires distributed and returned*

QUESTIONNAIRE	LOCAL GOVERNMENT AUTHORITIES		NON GOVERNMENT ORGANIZATIONS		TOTAL	
	Number	Percent	Number	Percent	Number	Percent
Returned	77	69.4	48	64.9	125	67.6
Not returned	34	30.6	26	35.1	60	32.4
TOTAL	111	100	74	100	185	100

Source: Data processing-responses to question number 1 of the LGA questionnaire and number 1 of NGO questionnaire

Comments

Table 5.1 shows that out of the total 185 questionnaires distributed to the sampled 37 Councils, 125 questionnaires were returned; this represents 67.6%. 60 questionnaires were not returned, which represents 32.4%. The return rate difference between LGA and NGOs i.e. LGA-69.4% and NGOs-64.9% is not significant.

The possible explanation as to why some questionnaires were not returned is that; questionnaires were self administered and hand carried by National facilitators who were on official business in districts meeting with Council Multisectoral AIDS committees. It was reported that some of the respondents were busy preparing for the National as well as local elections campaigns for Councilors, Members of Parliament and Union Presidency. Given that respondents' functions are similar across the councils, the returned questionnaires are adequate for the purpose of this study.

5.2. Respondents' biodata

Results presented in this section cover; age and sex distribution of respondents, education background as well as their profession. Respondents' working duration with their current LGA and NGO is also presented.

5.2.1 Age distribution

Table 5.2 Age distribution in completed years

AGE IN YEARS	NUMBER	PERCENTAGE
<35	10	10.8
35-54	68	73.1
55+	15	16.1
TOTAL	93	100

93 out of 125 respondents filled in their age

Source: Responses to question number 3 of the LGA and number 3 of NGO questionnaires

Comments

Table 5.2 shows that 73.1% of the respondents who provided their age in completed years fall between 35-54 years, 10.8% are below 35 years and 16.1% are above 55 years. LGA' employees in such positions are expected to be in these ranges of years, since the retirement age in Tanzania is 55 years voluntary and compulsory retirement age is 60 years. The total number is less than the total number of respondents because, other respondents did not indicate their ages.

5.2.2 Sex distribution

Table 5.3 Sex distribution of respondents

SEX	NUMBER	PERCENT
Male	99	79.2
Female	26	20.8
TOTAL	125	100

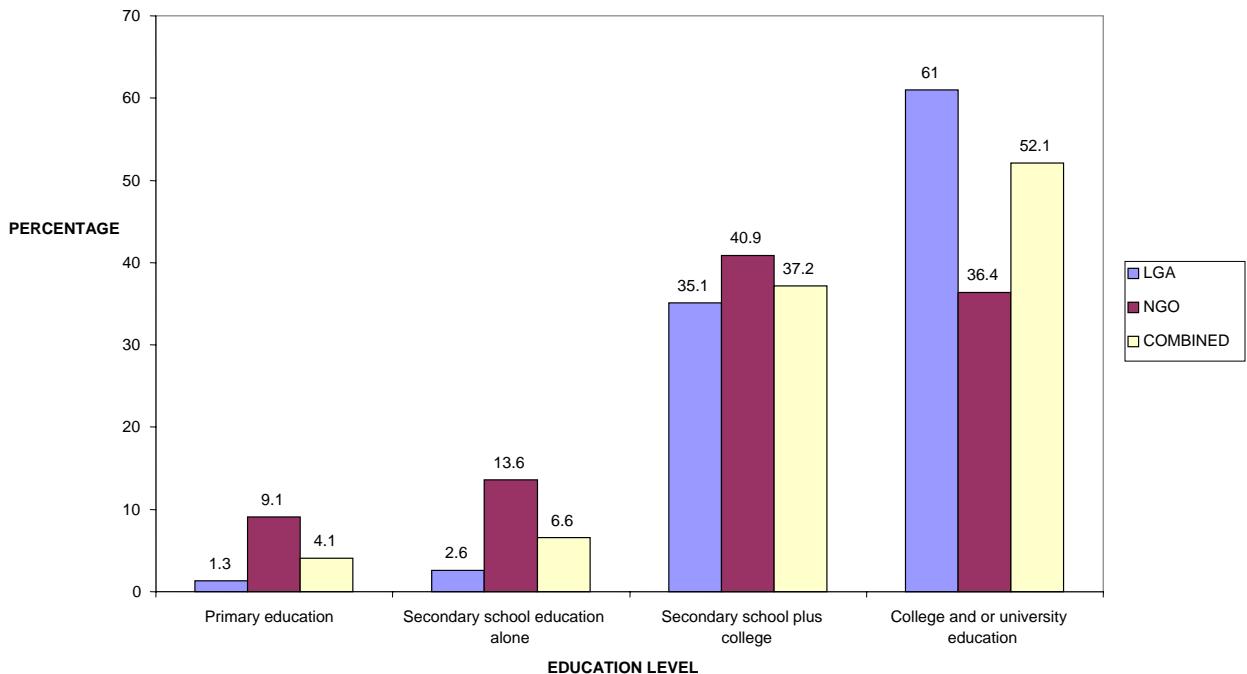
Source: Responses to question number 4 of the LGA and number 4 of NGO questionnaires

Comments

Table 5.3 shows that 79.2% of all respondents are male and 20.8% are female respondents. Senior positions in LGA and NGOs are held by men according to this data. This is not exception in Tanzania, for instance the Government is planning to increase the number of members of Parliament who are women to 30%. The census data of Tanzania, however, shows than women are more than men.

5.2.3 Educational background

Figure 5.1 LGA and NGO Respondents' Education Background



121 out of 125 responded to this question LGA (n =77) and NGO (n=44)
Source: Responses to question number 5 of the LGA and number 5 for NGO
questionnaires

Comments

Figure 5.1 shows that; 61% of LGA and 36.4% of NGO respondents have College and or University education. When LGA/NGO respondents are put together; 52.1% have College and or University education. 40.9% of the NGOs and 35.1% of the LGA respondents have Secondary school plus education. The same figure shows that 1.3% of LGA and 9.1% of NGO respondents have Primary school education. Primary education in Tanzania is regarded as the lowest level; it is not expected to have LGA officials with only primary education. However, depending on who were the NGO founding members, leaders may have only Primary education.

5.2.4 Profession of respondents

Table 5.4 Profession of Local Government Authorities' respondents

PROFESSION-LGA	NUMBER	PERCENT
Health	8	10.5
Agriculture	5	6.6
Planning /economist	26	34.2
Education	4	5.3
Community development	27	35.5
Others	6	7.9
TOTAL	76	100

76 out of 77 responded to this question

Source: Responses to question number 6 of the LGA questionnaires.

Comments

Table 5.4 shows that; Planning and Community Development profession were the majority. Sampled respondents in the study were expected to hold these professions, i.e. Council Directors, Planning Officers and Community Development Coordinators. The official departments in LGA are health, agriculture, Planning and trade, education and Community department and Human resource.

Table 5.5. Profession of Non Governmental Organizations respondents

PROFESSION-NGOs	NUMBER	PERCENT
Health	4	9.4
Agriculture	1	2.3
Economist/Market	7	16.3
Education	4	9.4
Community development	4	9.4
Social welfare	5	11.6
Accounts	7	16.3
Others	10	23.3
TOTAL	43	100

43 out of 48 responded to this question

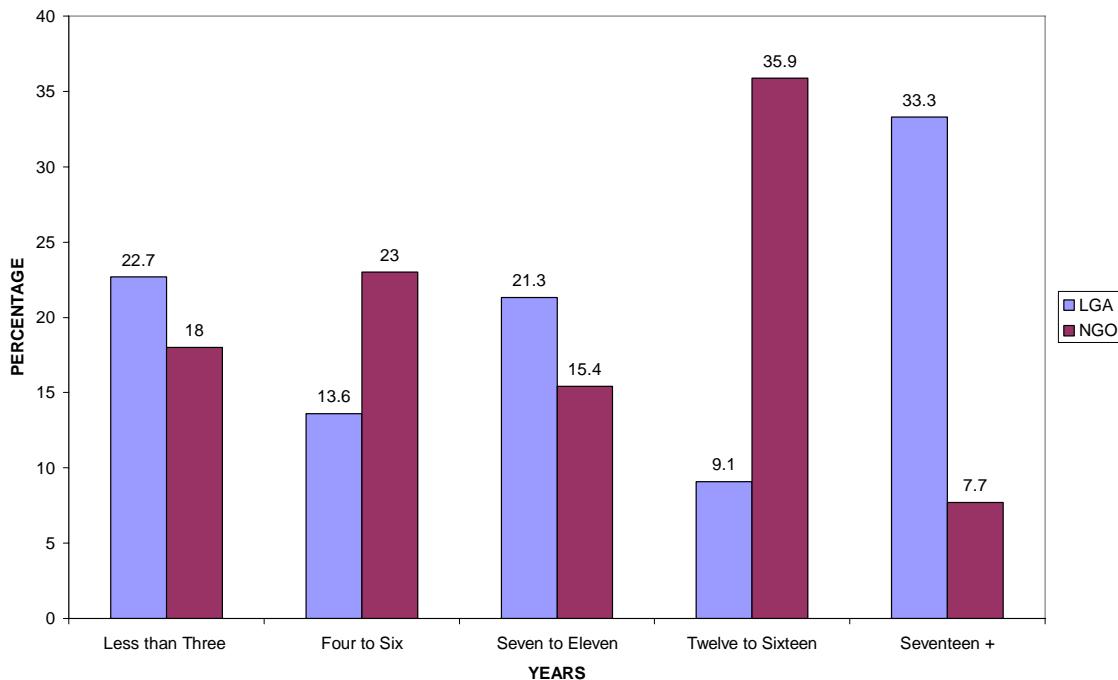
Source: Responses to question number 6 for NGO questionnaire.

Comments

Table 5.5 shows that the profession of NGO respondents is spread in various professions, including health, agriculture, economist, education, community development, social warfare and accounts.

5.2.5 Working duration with current LGA/NGOs

Figure 5.2 Working duration with the current LGA and NGO



105 responded to this out of 125, LGA (n= 66) and NGO (n=39)

Source: Responses to question number 8 of the LGA questionnaires and number 8 for NGO respectively.

Comments

Figure 5.2 shows that 33.3% of LGA respondents have been in employment with current Local Government Authorities for 17 years and above. 7.7% of NGO respondents have been with their NGOs for 17 years and above. 35.9% have worked with NGOs for 12-16 years. There is no limit of stay in a particular council for the senior workers.

5.3. Local Government Reform Program (LGRP)

Section 5.3 results cover the number of Local Government Authorities which are in the Local Government Reform Program, whether they have completed or have not completed all the steps of the process. The section also covers, when and the reason of Non Governmental Organization formation.

5.3.1 Local Government Authorities under the LGRP

Table 5.6. Complete and incomplete Local Government reform program

REFORM PROGRAM	NUMBER	PERCENT
Complete reform Program	5	14.7
Incomplete reform Program	29	85.3
TOTAL	34	100

Source: Responses to question number 9 of the LGA questionnaires

Comments

Table 5.6 shows that; 34 LGA out of the 37 LGA in the study are in the reform program. 85.3% have not completed the program and are at various steps. The completed Local government reform program has about 12 steps, 10 LGA are at step five i.e. developing strategic plan. 14. 7% LGA have completed all the steps.

5.3.2 Formation of Non Governmental Organizations

Table 5.7 Year when Non Governmental Organization was formed

YEAR	FREQUENCY	PERCENT
Up to 1989	9	27.3
1990-1994	3	9.1
1995-1999	8	24.2
2000-2004	13	39.4
2005-till mid year	0	0
TOTAL	33	100

Source: Responses to question number 10 of the LGA questionnaires.

Comments

Table 5.7 shows that; 61.6% indicate that NGOs were formed from 1995 to 2004, an indication that the NGO sector is still young.

Table 5.8 Summary of why NGOs were formed

	REASON WHY NGO WAS FORMED	FREQUENCY	PERCENT
1.	POVERTY ALLEVIATION AND COMMUNITY DEVELOPMENT Entrepreneurship for creating wealth	13	32.5
2.	HIV/AIDS activities on: Prevention and awareness Community education and counseling Impact mitigation	10	25
3.	CHILDREN SUPPORT such as: Orphan care Assisting Vulnerable children Paying school fees for orphans Credit scheme	5	12.5
4.	RELIGIOUS FUNCTIONS such as; To spread the word of God To deal with Moslem affairs	3	7.5
5.	OTHERS Women rights Give health services Refugees support Environmental protection Youth support	9	22.5
	TOTAL	40	100

Source: Responses to question number 9 of the NGO questionnaires

Comments

Table 5.8 shows that NGOs which gave the reason why they were formed; 32.5% were formed to deal with poverty alleviation and community development, 25% to address HIV/ AIDS issues. 12.5% were formed to deal with children support.

5.4 Testing of Hypotheses

In chapter one of this study two hypotheses were stated as follows;

H0 (Null) Partnership building process has not taken place and there are no indicators of effective partnership between the Local Government Authorities and the Non Governmental Organizations.

H1(Alternative) Partnership building process has happened and so coordination mechanism, trust, transparency, clear roles and responsibilities, participation, shared goals, values and accountability are in place.

During the development of the questionnaire, a number of questions in relation to the specific objectives, and the two hypotheses above were developed. Results to these questions are presented below and analyzed for significance test. Since the indicators of partnership are many, only four have been chosen to represent the rest, these are; Coordination mechanism between LGA and NGOs, clarity of roles and responsibilities of LGA and NGOs, trust between LGA and NGOs and planning together representing participation between LGA and NGOs.

The following are some of the specific objectives in chapter 1, (item 4 ii, iii and v) and the questions used for testing:

Specific Objective (4iii):What is the coordination mechanism existing currently between the Local Government Authority and the Non Governmental Organizations?

Question No. 35 LGA and 33 of NGO questionnaires used to assess the above objective was:

How satisfied are you with the coordination mechanism existing in the LGA?

Chi-Square (χ^2) analytical method was used to analyze and test the null and alternative hypotheses. This was done using “EPI info 6” software program. Results of the above question are presented in table 5.9 below.

Table 5.9 Satisfaction level with the coordinating mechanism existing between LGA and NGOs

RATING	NUMBER	PERCENT
POOR/FAIR	44	39.6
SATISFACTORY	39	35.2
GOOD/EXCELLENT	28	25.2
TOTAL	111	100

Chi² 110.28

Degrees of freedom 3

P- value 0.000001

111 out of 125 responded to this question

Source: Responses to question number 35 of the LGA and number 33 for NGO questionnaires

Comments

Table 5.9 shows that the satisfaction level of NGO respondents on coordination mechanism is 39.6% Poor-fair. It is 35% satisfactory and 25.2% good-excellent. When these results are considered from satisfactory to excellent the percentage total is 60. 4%. P-value is well below 0.05. This is significant.

Specific objective (4 v): If partnership is existing, are the elements of partnership i.e. trust, accountability, transparency, values, roles and responsibilities and shared goals evident? (Out of the above elements; trust and clarity of roles and responsibilities are picked).

Question No. 27 LGA and no. 25 NGO questionnaires were used to assess the above objective:

Generally how satisfied are you with the trust between the LGA and the NGOs? Results of the above question are presented in table 5.10 below.

Table 5.10. Satisfaction level with the trust between LGA/NGOs

RATING	NUMBER	PERCENT
POOR/FAIR	44	36
SATISFACTORY	48	39.3
GOOD/EXCELLENT	30	24.7
TOTAL	122	100

Chi $\chi^2 = 121.35$

Degrees of freedom 3

P-value 0.000001

122 out of 125 responded to this question

Source: Responses to question number 27 of the LGA and number 25 for NGO questionnaires

Comments

Table 5.10 shows the perceived satisfaction level of trust between LGA/NGOs is 39.3% satisfactory, 24.7% good-excellent and 36% for poor-fair. When the total results are considered for satisfactory, good and excellent the percent is 63.3%. P- value is below 0.05 this is statistically significant.

Question no. 27 LGA and no. 25 NGOs questionnaires were used to assess the specific objective no. 4 v as: Generally how satisfied are you with clarity of roles and responsibilities for LGA and NGOs. Results of the above question are presented below in table 5.11.

Table 5.11 Satisfaction level on the clarity of the roles and responsibilities between LGA/NGOs

RATING	NUMBER	PERCENT
POOR-FAIR	46	41.4
SATISFACTORY	47	42.3
GOOD-EXCELLENT	18	16.3
TOTAL	111	100

Chi $\chi^2 = 27.94$

Degrees of freedom 3

P-value 0.000004

111 out of 125 responded to this question

Source: Responses to question number 36 of the LGA and number 34 for NGO questionnaires

Comments

Table 5.11 shows the satisfaction level of LGA/NGO respondents on the clarity of roles and responsibilities to be 41.4% for poor-fair. 42.3% satisfactory and 16.3% good-excellent. From satisfactory to excellent makes a total of 58.6%. P-value is below 0.05, this is significant.

Specific objective (4 ii): What are the existing Non Governmental Organizations and Local Government Authorities **relations-quality of relationship?**

Question No. Q13 LGA and Q12 NGO were used to assess the above specific objective: Does the LGA authority invite NGOs during Council planning? Results of the above question are presented below in table 5.12.

Table 5.12 Planning together between LGO/NGOs

ACTIVITY OF PARTICIPATION	NUMBER	PERCENT
Plan Together	44	36.4
Submit Plans	36	29.7
Few Meetings	17	14.1
LGA Does Not Invite NGOs	24	19.8
TOTAL	121	100

Chi $\chi^2 = 241.91$

Degrees of freedom 4

P-value 0.000001

121 out of 125 responded to this question.

Source: Responses to question number 13 of the LGA and number 12 of NGO questionnaire

Comments

Table 5.13 shows that 36.4% of LGA and NGOs plan together and 29.7% NGOs submit plans to the LGA only 19.8% of respondents said LGA do not invite NGOs for planning. P-value is below 0.05.

Decision: Given the tests done above for the four areas, P- value is significantly below 0.05, therefore H0 is rejected in favor of Alternative hypothesis (H1). i.e. Partnership building process between LGA is taking place. It cannot be proved to what extent, however, the following results give the perception of LGA and NGO on various components of the partnership.

5.5 Working Relationship Between LGA/NGOs

Results under section 5.5 are on the working relationship between LGA and NGOs. Results cover; the number of NGOs working in the Council, and working with the LGA, duration of working together between LGA and NGOs, presence or absence of formal working agreement between LGA and NGOs. They also cover participation in intervention identification, joint project supervision, joint resource mobilization between LGA and NGOs as well as planning together. Finally the overall satisfaction of respondents on the quality of working relationship between LGA/NGOs is presented.

5.5.1 Number of NGOs working in the council

Table 5.13 Estimated number of NGOs working in the Council

NGO NUMBER	NUMBER OF RESPONDENTS	PERCENTAGE OF RESPONDENTS
1-20	41	65.1
21-40	12	19
41-60	9	14.3
61-70	1	1.6
TOTAL	63	100

63 out 77 responded to this question

Source: Responses to question number 10 of the LGA questionnaires

Comments

Table 5.13 shows that 65.1% of respondents, estimated that the number of NGOs working with their respective LGA ranges from 1-20, while 19% estimate from 21 to 40 NGOs. This estimate indicates that few NGOs were working in the Council. 4 respondents stated that they do not know. These results point also to lack of adequate data on the number of NGOs working in the council.

5.5.2 LGA working with NGOs

Table 5.14 Responses on working together between LGA/NGOs

RESPONSE	NUMBER OF RESPONSES	PERCENTAGE
Yes	116	92.8
No	4	3.2
Don't Remember	5	4
TOTAL	125	100

Source: Responses to question number 10 of the LGA and number 10 of NGO Questionnaires

Comments

Table 5.14 shows that; 92.8% of 125 respondents agree that they work with each other, while 3.2% responded to no and 4% responded to "do not remember". Working together does not necessarily constitute partnership. It could mean they work in the same district.

5.5.3 Duration of working together between LGA and NGO

Table 5.15 Year when LGA started working with NGOs

YEAR RANGE	FREQUENCY	PERCENT
Up to 1989	3	7.7
1990-1994	5	12.8
1995-1999	9	23.1
2000-2004	22	56.4
2005-till mid year	0	0
TOTAL	39	100

Source: Responses to question number 10 of the LGA questionnaires.

Comments

Table 5.15 shows that 39 out of 77 responded to this question. The results show that; 56.4% show that Local Government Authorities started working with NGOs during the period of 2000-2004, 23.1% from 1995-1999. This point to that LGA working relationship with NGO sector is relatively new. The fact that 39 out of 77 responded to this question challenges the 92.8% in previous question who said they work together.

5.5.4 Formal agreement between LGA/NGOs

Table 5.16 Presence of formal agreement in working relationship

RESPONSE	NUMBER	PERCENTAGE
YES	33	29.2
NO	80	70.8
TOTAL	113	100

113 out of 125 responded to this question

Source: Combined responses to question number 12 of the LGA and number 11 of NGO questionnaires

Comments

Table 5.16 shows that 70.8% of respondents gave a “no” of the presence of formal memorandum of understanding of working relationship. Although LGA and NGOs are working together there is generally no formal agreement, this indicates loose and weak working relationship.

5.5.5 Planning together between LGA/NGOs

Table 5.17 Planning together between LGA/NGOs

ACTIVITY	LGA		NGO	
	NUMBER	PERCENT	NUMBER	PERCENT
Plan Together	31	41.9	13	27.7
Submit Plans	22	29.7	14	29.8
Few Meetings	12	16.2	5	10.6
LGA Does Not Invite NGOs	9	12.2	15	31.9
TOTAL	74	100	47	100

121 out of 125 responded to this question

Source: Responses to question number 13 of the LGA and number 12 of NGO questionnaire

Comments

Table 5.17 shows that 41.9% of LGA said they plan together while 27.7% of NGOs agree with this (χ^2 , $P= 0.487662$). On the same line while 12.2% of LGA said that LGA do not invite NGOs for planning, 31.9% of NGO respondents show that LGA does not invite NGOs for planning (χ^2 , $P=0.465209$). This puts the quality of relationship into question.

5.5.6 Participation in intervention identification

Respondents were asked on how satisfied with participation both LGA/NGOs in the identification of intervention such as health, water, education needs of the community by the council.

Table 5.18 Satisfaction level of Participation

RESPONSE	NUMBER	PERCENT
POOR-FAIR	37	30.5
SATISFACTORY	40	33.1
GOOD-EXCELLENT	44	36.4
TOTAL	121	100

121 out of 125 responded to this question.

Source: Responses to question number 14 of the LGA and number 13 for NGO questionnaires

Comments

Table 5.18 shows that the satisfaction level of participation in identification of interventions between LGA and NGO is regarded to be good-excellent by 36.4% of all respondents. 33.1 % regard it as satisfactory and poor-fair by 30.5%.

5.5.7 Participation in joint resource mobilization

Table 5.19 Satisfaction level of joint resource mobilization

RESPONSE	NUMBER	PERCENT
POOR-FAIR	52	42.3
SATISFACTORY	40	32.5
GOOD-EXCELLENT	31	25.2
TOTAL	123	100

123 out of 125 responded to this question

Source: Responses to question number 15 of the LGA and number 14 of NGO questionnaires

Comments

Table 5.19 shows that the satisfaction level regarding joint resources mobilization is 42.3% for poor-fair, satisfactory 32.5% and good-excellent is 25.2%.

5.5.8 Participation in joint supervision of project/other community and social services

Table 5.20 Satisfaction level of joint supervision

RATING	LGA		NGO		COMBINED	
	Number	Percent	Number	Percent	Number	Percent
POOR-FAIR	36	46.8	29	61.7	65	52.4
SATISFACTORY	29	37.7	7	14.9	36	29.0
GOOD-EXCELLENT	12	15.5	11	23.4	23	18.5
TOTAL	77	100	47	100	124	100

124 out of 125 responded to this question

Source: Responses to question number 16 of the LGA and number 15 for NGO questionnaires

Comments

Table 5.20 shows that the satisfaction level is 52.4% poor-fair, satisfaction level is 29% satisfactory and 18.5% for good-excellent. 61.7% of NGO respondents satisfaction level is poor-fair, while for LGA is 46.8%.

5.5.9 Satisfaction in the overall quality of working relationship between LGA/NGOs

Table 5.21 Satisfaction level of working relationship

RESPONSE	NUMBER	PERCENT
POOR-FAIR	45	36.5
SATISFACTORY	36	29.3
GOOD-EXCELLENT	42	34.2
TOTAL	123	100

123 out of 125 responded to this question

Source: Responses to question number 17 of the LGA and number 16 for NGO questionnaires

Comments

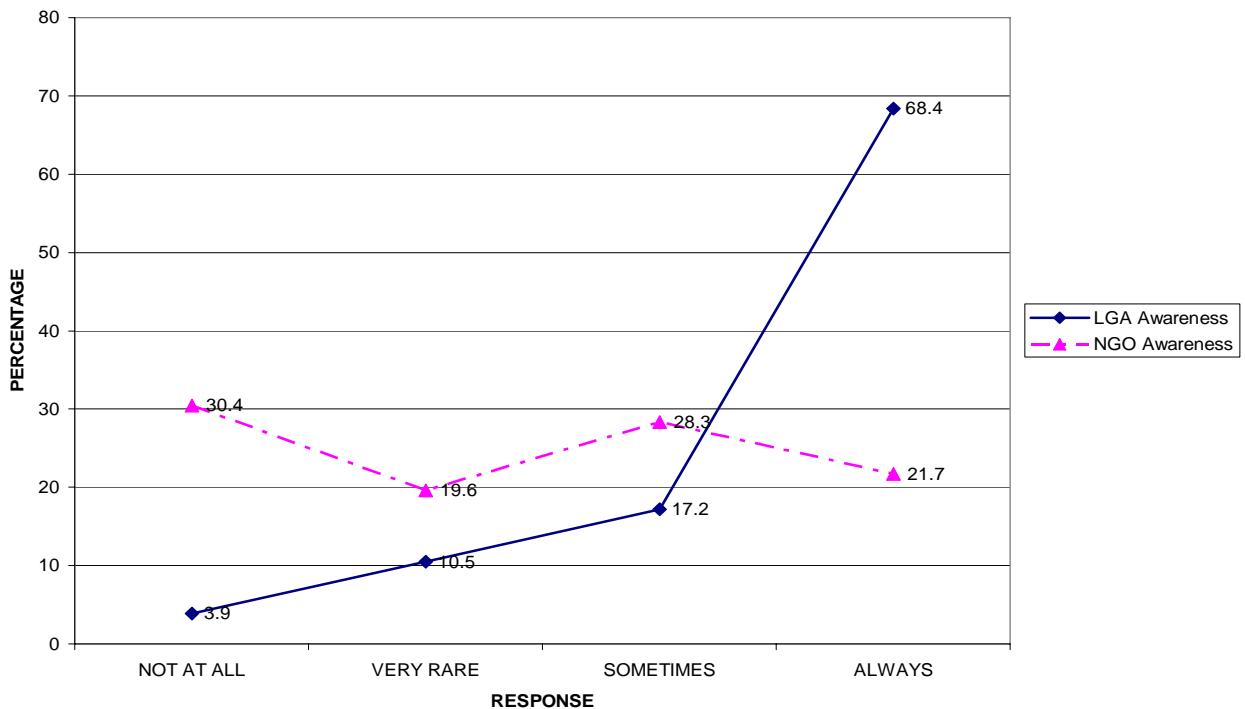
Table 5.21 shows that, the satisfaction level of quality of working relationship between the LGA/NGOs is perceived poor-fair by 36.5% and satisfactory by 29.3% and good-excellent by 34.2%.

5.6 Trust and Transparency

Section 5.6 results are on trust and transparency between LGA and NGOs, as they work and relate to each other. It is on whether LGA makes financial resources and audit results information public, and on whether NGOs submit reports and receive feedback from LGA following report submission. The section is on satisfaction level with the willingness of LGA to delegate resources to the NGO sector, and on satisfaction level of trust and transparency between LGA and NGOs.

5.6.1 LGA making financial information public

Figure 5.3 Awareness of LGA/NGO on making Financial Information Public



122 out of 125 responded to this question (LGA n=76, NGO n=46)

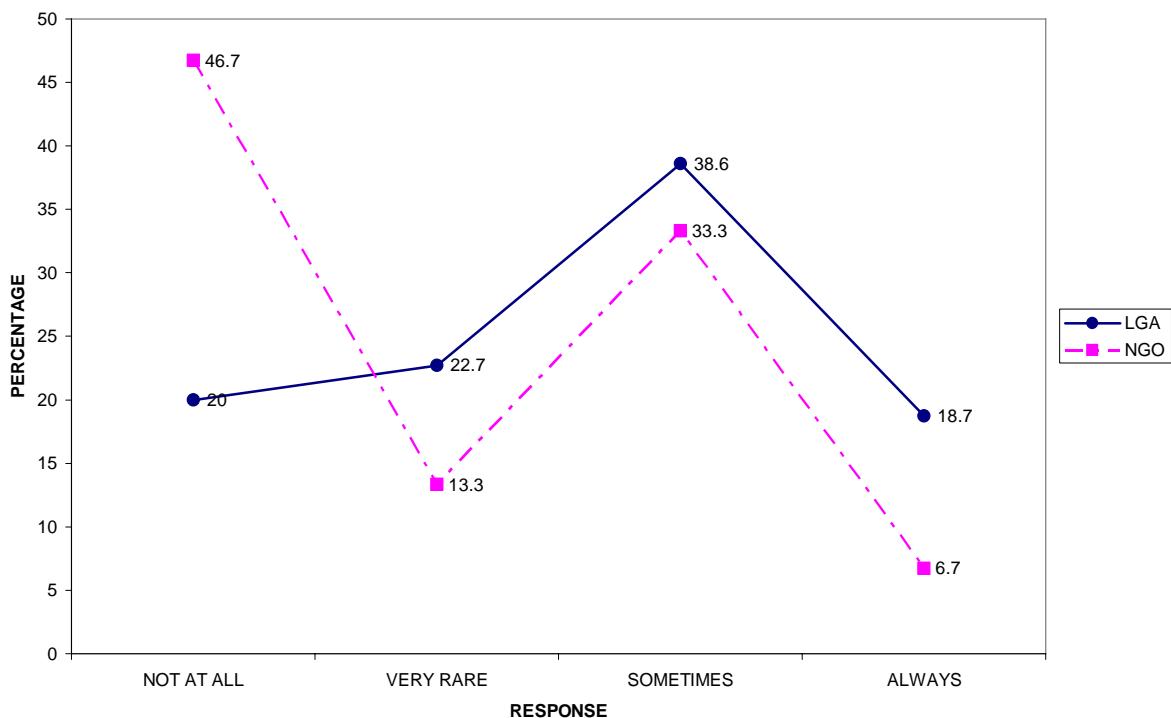
Source: Responses to question number 18 of the LGA and number 17 of NGO questionnaires

Comments

Figure 5.3 shows that 68.4% of LGA respondents said they are always aware that the LGA makes financial information public against 21.7% of NGO respondents. 30.4% NGO respondents said that they are not aware (not at all) while 3.9% of LGA respondents said so. There is quite a difference in the awareness between LGA/NGOs on financial information from the LGA.

5.6.2 NGO/LGA meeting together to discuss financial reports

Figure 5.4 LGA Meeting with NGO to discuss Financial information



120 out of 125 responded to this question (LGA n=75, NGO n=45)

Source: Responses to question number 19 of the LGA and number 18 for NGO questionnaires

Comments

Figure 5.4 shows that 20% of LGA and 46.7% of NGO responded that they do not meet at all. ($\text{Chi}^2 = 2.89$, Degrees of freedom= 1; P value= 0.088). 18.7% of LGA and 6.7% of NGOs responded that they meet always. 38.7% and 33.3% of LGAs and NGO respondents said they meet sometimes ($\text{Chi}^2 = 0.09$, degrees of freedom 1; and P value = 0.763781). 22.7% of LGA and 13.3% of NGOs said they meet rarely. From this result in total about 49.2% said do not meet at all or meet rarely. Meetings are common vehicle to address various issues of working relationship. The percent reflects a challenge in these two sides coming together.

5.6.3 Total annual budget and expenditure

The information on the LGA annual budget was provided by 24 LGA respondents, 7 (23.3%) stated that the annual budget is above 10 billion, and 23 (76.6 %) said it is between 1 billion to 5 billion Tanzanian shillings (1TZ SH is equivalent to 1IUS\$, August 2005). NGOs contribution ranges from 2% to 20% with the average contribution being 3.4%. The LGA have a role to distribute certain amount of funds to Non Governmental Organizations for their community development activities. Twelve LGA responded to this, four stated that LGA distribute 1%-2% to the NGOs, four mentioned 10% and 4 gave a range of 12-19%. In conclusion the LGA distributes from 1%-19% of their annual expenditure to NGOs. On budget versus expenditure, it was mentioned that the budget is high but the expenditure is well below the budget. Reasons are given below.

Reasons given for deviation

- Due to failure of the Central government to issue adequate amount.
- Central government funding is irregular which affects implementation.
- Central government stopped license fee for traders with income below 20 million, this reduced the LGA income.
- Unreliable resources of funds for some Local Government Authorities.
- Partners did not provide promised funds.
- There are now few revenue sources, following the Central government's decision to stop some revenue.

Source: Responses to question number 20 of the LGA questionnaires on LGA budget

5.6.4 NGOs submitting reports to the LGA and LGA receiving report from NGO sector

Table 5.22 Responses on NGOs submitting report and LGA receiving report

RATING	NGO SUBMITTING REPORT TO THE LGA		LGA RECEIVING REPORT FROM NGO SECTOR	
	NUMBER	PERCENT	NUMBER	PERCENT
NOT AT ALL	13	29.5	6	7.8
VERY RARE	5	11.5	26	33.8
SOMETIMES	13	29.5	41	53.2
ALWAYS	13	29.5	4	5.2
TOTAL	44	100	77	100

121 out of 125 responded to this question

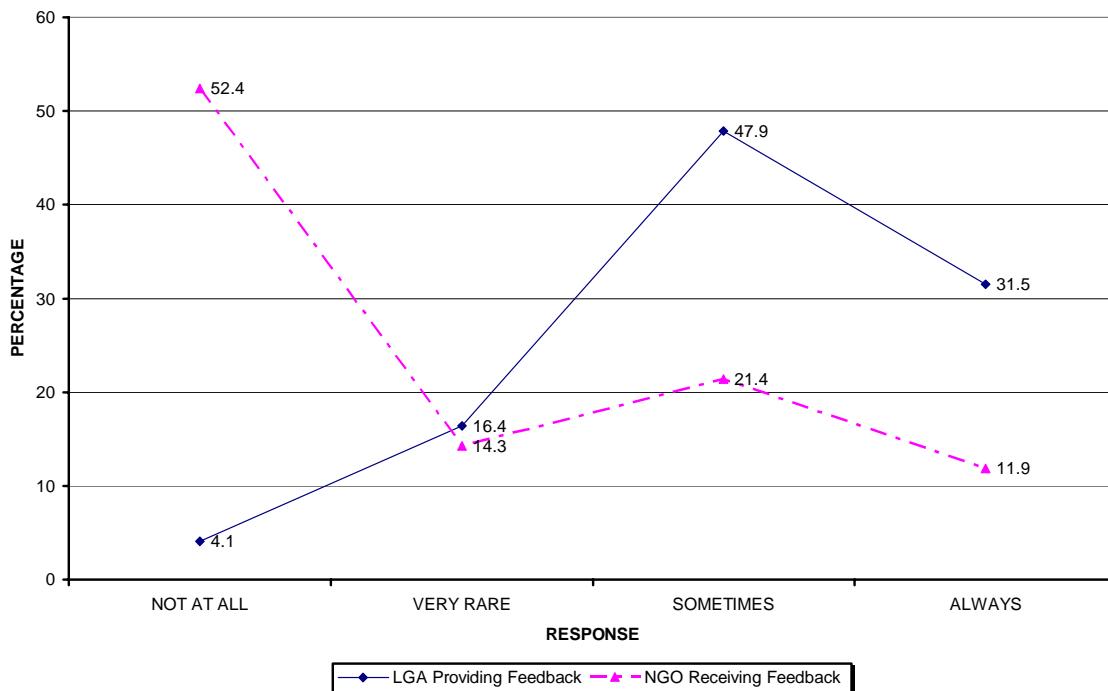
Source: Responses to question number 21 of the LGA and number 19 for NGO questionnaires

Comments

Table 5.22 shows that; 29.5% of NGO respondents stated that they always submit reports to LGA, whereas only 5.2% of LGA respondents said that they receive reports from NGO sector always. 29.5% of NGOs said they sometimes send the reports to LGA, and 53.2% of LGA said sometimes they receive report. 33.8% of LGA said they very rarely receive report. 11.4% of NGOs said rarely do they submit report and 29.5% of NGOs do not submit report at all. These responses from LGA/NGOs show conflict in responses.

5.6.5 NGOs receiving feedback after submitting reports to the LGA and LGA providing feedback

Figure 5.5 LGA Providing Feedback and NGO Receiving Feedback



115 out of 125 responded to this question (LGA n=73, NGO n=42)

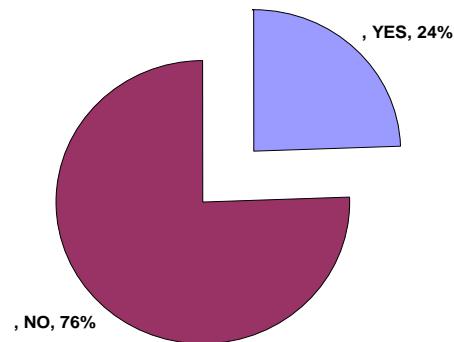
Source: Responses to question number 22 of the LGA and number 20 of NGO questionnaires

Comments

Figure 5.5 shows that while 31.5% of LGA respondents stated that they provide feedback always, 11.9% of NGOs stated that they receive feedback always. 47.9% of LGA stated that, sometimes they provide feedback and 21.4% of NGOs respondents stated that they receive feedback always. 4.1% of LGA said they do not provide feedback, 52.4% of NGOs respondents stated that they do not receive feedback at all. This results reflects a difference in perception on feedback mechanism

5.6.6 NGOs Awareness of basket funding by LGA

Figure 5.6 NGO Awareness on Basket Funding



45 out of 48 responded to this question

Source: Responses to question number 21 of the NGO questionnaire

Comments

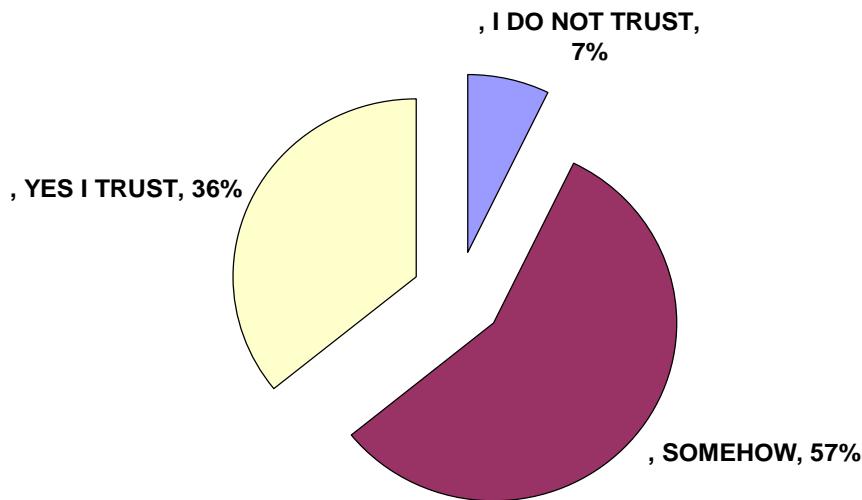
Figure 5.6 shows that; of 45 NGO respondents to this question 11 (24.4%) were aware and 34 (75.6%) were not aware on LGA funding. Those who responded to yes, gave the following explanation on how basket funding is done by LGA

- During joint planning meeting between LGA/NGOs
- Funds flow from Central Government treasure to TACAIDS agents and then to the community
- Through meetings
- Through the LGA notice board

These responses indicate that even those who are aware of basket funding do not understand well how basket funding is done, which may then lead to not requesting the funds from LGA.

5.6.7 LGA trust on what NGOs report regarding funding source and information

Figure 5.7 LGA Trust to NGO Reports



70 out of 77 responded to this question

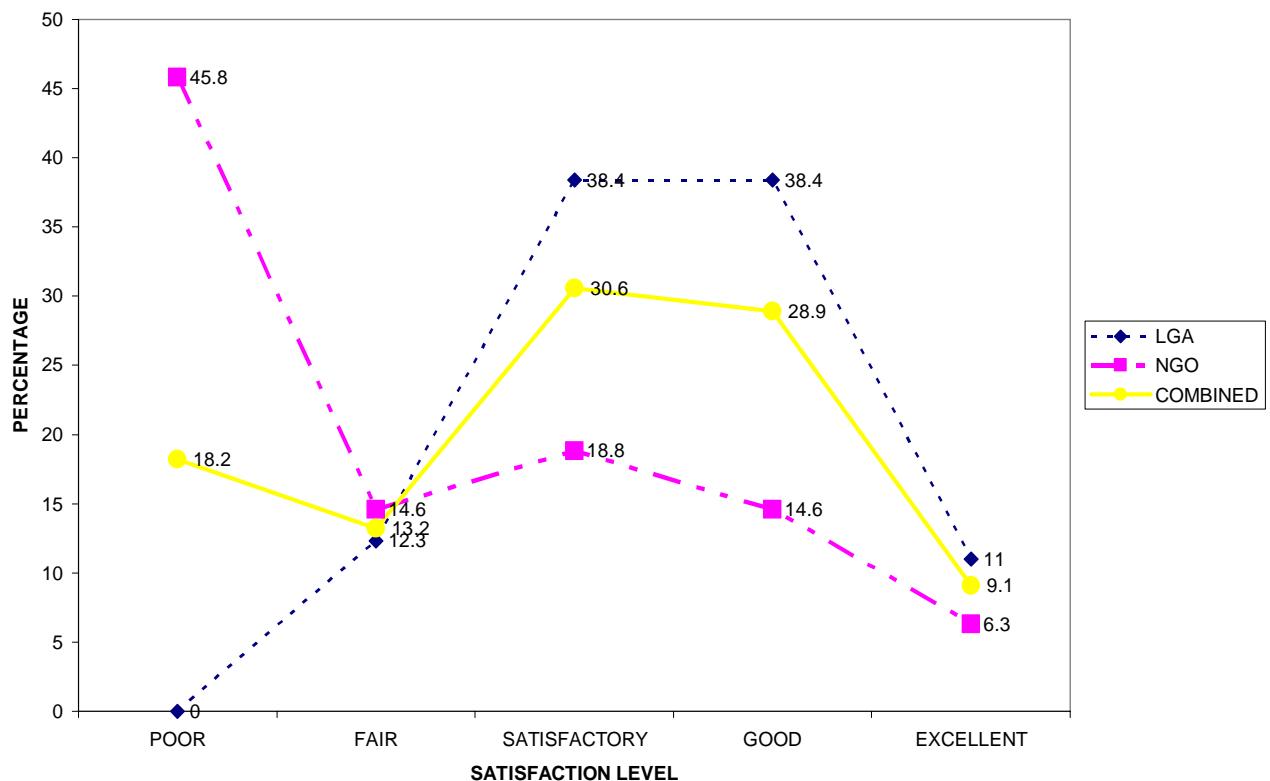
Source: Responses to question number 24 of the LGA questionnaires

Comments

Figure 5.7 shows that out of 70 LGA respondents 40 (57.1%) said they somehow trust what the NGOs report to LGA regarding funding source and other information. 25 (35.7%) trust, while 5 (7.1%) do not trust at all what NGO sector report to them regarding their funding source and other information.

5.6.8 Willingness of the LGA to delegate activities and resources to NGOs sector

Figure 5.8 LGA Willingness to Delegate Activities to NGO Sector



121 out of 125 respondents answered this question (LGA n=73, NGO n=48)

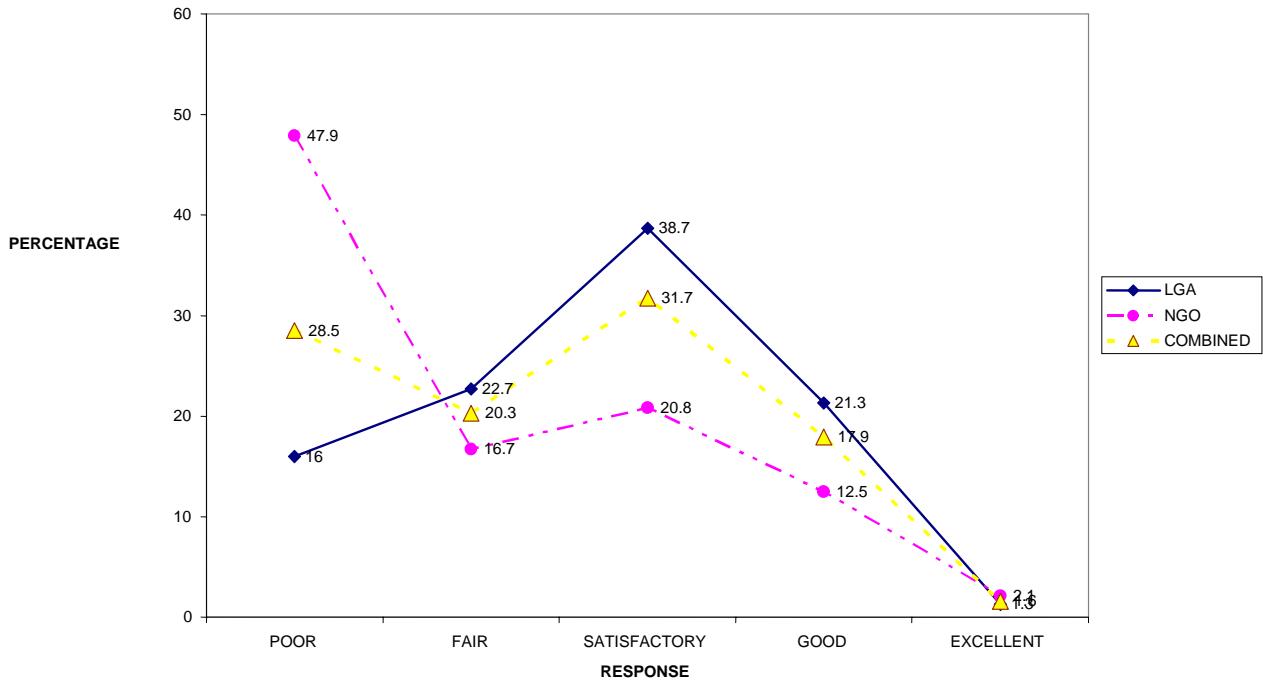
Source: Responses to question number 25 of the LGA and number 22 for NGO questionnaires

Comments

Figure 5.8 shows that 45.8% of NGO satisfaction level on the willingness of LGA to delegate activities to NGO sector is poor, contrary to 0% of LGA and 12.3% fair. The combined response on delegation of activities is 18.2% poor and 13.2% fair and 30.6% satisfactory. It is 28.9% good and 9.1% excellent. This result shows that the NGO sector is not satisfied with LGA willingness to delegate activities and resources to NGO sector.

5.6.9 Satisfaction of transparency between LGA/NGOs

Figure 5.9 Satisfaction of Transparency between the LGA and NGO



123 out of 125 responded to this question (LGA n=75 and NGO n=48)

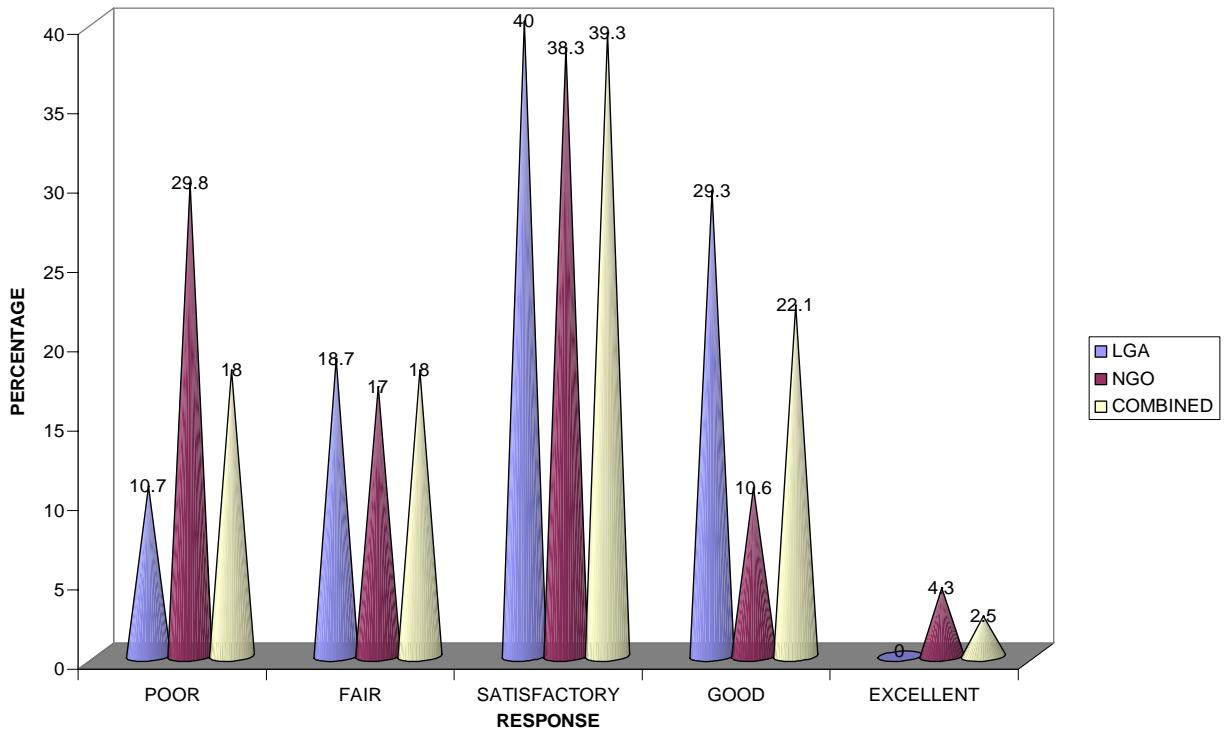
Source: Responses to question number 26 of the LGA and number 24 for NGO questionnaires

Comments

Figure 5.9 shows; the satisfaction level of NGO/LGA transparency is 48.8% poor-fair, 31.7% satisfactory, 19.1% good- excellent. 47.9% of NGO respondents perceive that LGA transparency is poor, while 16% of LGA perceive NGO transparency to be poor ($\chi^2 = 2.08$, P value= 0.149188). Non Governmental Organizations and Local Government Authorities have a different perception on transparency.

5.6.10 Satisfaction of trust between LGA/NGOs

Figure 5.10 Satisfaction level of trust between LGA and NGO



122 out of 125 responded to this question (LGA n=75 and NGO n= 47)

Source: Responses to question number 27 of the LGA and number 25 for NGO questionnaire

Comments

Figure 5.10 shows that; the combined perceived satisfaction level of trust between LGA/NGOs is 36% poor- fair, 24.6 % good-excellent. While NGO satisfaction level is 29.8% poor and that of the LGA is 10.7% poor ($\chi^2 = 0.11$, P value= 0.73649). LGA satisfaction level is 29.3% good and NGOs is 10.6% good. The satisfaction level is 40% satisfactory for LGA and 38.3% for NGOs, at this average satisfaction level LGA and NGOs perception is almost the same.

5.7 Coordinating Mechanism Between LGA/NGOs

Section 5.7 results are on the coordination mechanism which exists between the LGA and NGOs. It covers roles of a coordinating body, its structure, when it was formed and how it was initiated. The section also covers; the frequency of coordinating body meetings and finally the results cover satisfaction level of the respondents on the coordination mechanism, clarity of roles and responsibilities for LGA and NGOs.

5.7.1 Presence or absence of coordinating mechanism

Table 5.23 Presence of coordinating mechanism

RESPONSE	NUMBER	PERCENT
YES	71	61.7
NO	44	38.3
TOTAL	115	100

115 out of 125 respondents responded to this question

Source: Responses to question number 28 of the LGA and number 26 for NGO questionnaires

Comments

Table 5.23 shows that; 61.7% responded yes for the presence of a coordination mechanism and 38.3% responded to absence of coordinating mechanism.

5.7.2 Type of coordinating body

Table 5.24. Coordinating body

TYPE OF COORDINATION MECHANISM	NUMBER	PERCENT
COMMITTEE	56	78.9
TASK FORCE	5	7
OTHERS	10	14.1
TOTAL	71	100

Source: Responses to question number 29 of the LGA and number 27 for NGO questionnaires

Comments

Table 5.24 shows that out of 71 responses; 78.9% mentioned that the coordinating body is a Committee, and 7% a task force. Of the 10 (14.1%) who mentioned others; Cluster committee was mentioned by 3, Council Multisectoral AIDS Committee by 5, HIV/AIDS network by 1, Network by 1. From this result “Committee” is the commonest type of the coordinating body.

5.7.3 Structure of the coordinating body

The common structure given by respondents is; Coordinating body has a Chairperson, a Secretary who is the Council Director, Members are heads of LGA departments. These members are from Health, Education, Agriculture departments. Other members are from Faith Based Organizations as well as Non Governmental Organizations. Those Committees which deal with HIV/AIDS have Council HIV/AIDS coordinator as a members and their chairperson is the Vice Chairperson of the Council.

Source: Responses to question number 31 of the LGA and number 29 for NGO questionnaires

5.7.4 Roles and responsibilities of the coordinating body

Table 5.25 Coordinating body's roles and responsibilities

ROLES/RESPONSIBILITIES	FREQUENCY	PERCENT
PLANNING Related to: Joint decision making in joint activities, Dissemination of innovations to the community	15	23.4
RESOURCES Related to: Mobilization of resources Endorsing the application of funds for Civil Society Organizations to TACAIDS	9	14.1
MONITORING, REPORTING AND EVALUATION Related to: Monitoring, evaluation, and follow up To supervise the work of Civil Society Organizations	18	28.1
COORDINATION Coordinate plans from NGOs to LGA	3	4.7
HIV/AIDS ACTIVITIES (Related to: Conducting HIV/AIDS Situation analysis in councils Supporting orphans and PLWHA Encouraging people to attend VCT Monitoring and evaluation of HIV/AIDS Coordination of HIV/AIDS activities)	14	21.9
NETWORKING, COLLABORATION AND MEETINGS Related to: Organizing meetings Networking and collaboration between NGOs/LGA	3	4.7
OTHERS Related to: Registering all NGOs available in the council Conducting advocacy activities	2	3.1
TOTAL	64	100

Source: Responses to question number 30 of the LGA and number 28 for NGO questionnaires

Comments

Of the 64 responses on the roles of the Coordinating Committee; monitoring, evaluation and planning were the most common (33) roles followed by activities related to HIV/AIDS intervention (14), other roles were related to networking, collaboration, coordination and resource mobilization.

5.7.5 Year when the coordinating body was formed

Table 5.26 Year when the coordinating body was formed

YEAR	NUMBER	PERCENTAGE
Before 1997	3	5
1998-1999	5	8.3
2000-2001	10	16.7
2002-2003	17	28.3
2004-2005	25	41.7
TOTAL	60	100

60 out of 71 respondents who said “yes” to the presence of the coordinating body responded to this.

Source: Responses to question number 32 of the LGA and number 30 for NGO questionnaires

Comments

Table 5.25 shows that; 41.7% of the respondents stated that; Coordinating bodies were formed during 2004-2005, while 28.3% between 2002 and 2003, 16.7% between 2000- 2001 and the rest before 1999. It is concluded here that most of the Coordinating Bodies were formed from 2002, this indicates that the issues related to coordinating partnership between LGA and NGO sector are relatively new.

5.7.6 Process of initiating formation of the coordinating body

Table 5.27 source of Coordinating body initiation

INITIATOR	FREQUENCY	PERCENT
CENTRAL GOVERNMENT DIRECTIVES Through: National AIDS Control Program Tanzania Commission AIDS Presidents Office-Regional Administration/LGA (2)	4	18.2
EXTERNAL FACILITATION OTHER THAN THE CENTRAL GOVERNMENT Through; CARE International Organization Facilitation by the Netherlands program (2) When refugees came, the need to coordinate LGA/NGO came up) 1	4	18.2
REFORM PROGRAM Through : The current Local government reform program Health Sector Reform Program From first stakeholders workshop (step 1) Through strategic management approach (step 5)	4	18.2
INTERNAL- WITHIN THE COUNCIL Through: Forum meeting between Government officials and NGO members (3) Municipal Director/Council HIV/ AIDS Coordinator (3) The meeting between NGOs and LGA (2) Annual general Council meeting (2) NGOs' own initiatives	10	45.4
TOTAL	22	100

Source: Responses to question number 33 of the LGA and number 31 for NGO questionnaires

Comments

Table 5.27 shows that the source of coordinating body formation was mainly (10 out of 22 responses) internally i.e. through Council meetings and initiatives by Council leaders. Other source was the Central Government which included the National commission for AIDS and Presidents' Office- Regional administration and Local government which is actually the mother ministry of all LGA. The reform program which are also driven form the central govern contributed to the formation of the coordinating bodies. External facilitation came also from development partners and International NGOs.

5.7.7 Frequency of meetings of the coordinating body

Table 5.28 Frequency of meetings of coordinating body

FREQUENCY OF MEETINGS	NUMBER	PERCENT
ONCE MONTHLY	5	9.4
ONCE QUARTERLY	38	71.7
ONCE EVERY SIX MONTHS	7	13.2
ONCE ANNUALLY	1	1.9
INFREQUENT	2	3.8
TOTAL	53	100

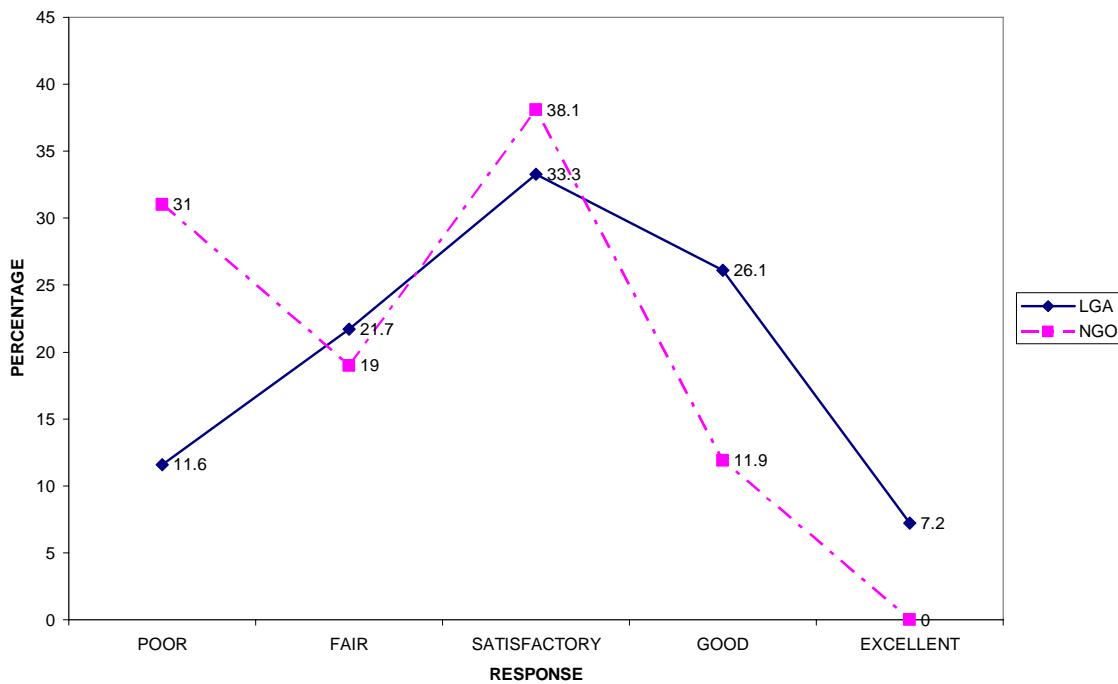
Source: Responses to question number 34 of the LGA and number 32 for NGO questionnaires

Comments

Table 5.28 shows that 71.7% of respondents mentioned that the coordinating body meets once quarterly, 13.2% once every six months, 9.4% once monthly and 1.9% once annually. 3.8% stated infrequent. Infrequent covered responses like; there was no fixed time; no meeting has been held so far, they met whenever there was a need, and others mentioned they meet four times a year.

5.7.8 Satisfaction of coordinating mechanism in the Council

Figure 5.11. Satisfaction with the Coordination Mechanism



111 out of 125 responded to this question (LGA n=69 and NGO n=42)

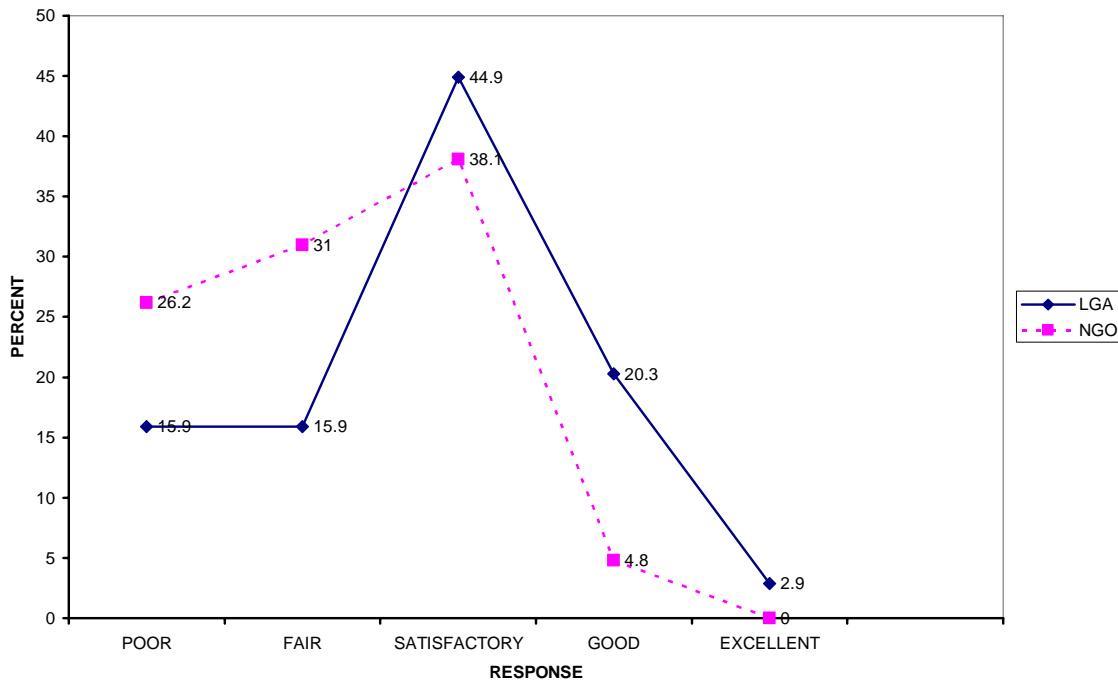
Source: Responses to question number 35 of the LGA and number 33 for NGO questionnaires

Comments

Figure 5.11 shows that the satisfaction level of NGO respondents on coordination mechanism is 50% poor-fair, and for LGA respondents is 33.3%, poor-fair. It is good by 26.1% of LGA and 20.7% of NGO respondents. It is satisfactory by 33.3% by LGA and 38.1% of NGO respondents. None from NGO respondents perceive the coordination mechanism to be excellent it is 7.2% of LGA respondents.

5.7.9 Satisfaction on clarity of roles and responsibilities between LGA/NGOs

Figure 5.12 Satisfaction with Clarity of Roles and Responsibilities



111 out of 125 responded to this question (LGA n=69 and NGO n=42)

Source: Responses to question number 36 of the LGA and number 34 of NGO questionnaire

Comments

Figure 5.12 shows that; the satisfaction level of LGA respondents on the clarity of roles and responsibilities is 31.8%, for poor-fair while it is 57.2% poor-fair for NGO respondents. It is satisfactory for 44.9% of LGA and 38.1% for NGO respondents. No NGO respondents mentioned satisfactory level to be excellent. Because of the sample size this difference may not be significant; however, it suffices to say that the majority of NGO respondents are not satisfied with clarity of roles and responsibilities of LGA and NGOs

5.8 Accountability

This section covers the results on accountability as perceived by both respondents from LGA and NGOs. It covers areas related to; proper use and reporting of financial as well as other resources by NGOs and LGA to the stakeholders, satisfaction level on making audit results public and finally it covers the respondents' perception on the source of poor accountability.

5.8.1 Satisfaction on the proper use of financial as well as other resources by the LGA

Table 5.29 Satisfaction level on the proper use of financial as well as other resources by LGA

RATING	LGA		NGO		COMBINED	
	Number	Percent	Number	Percent	Number	Percent
POOR-FAIR	8	10.9	18	39.1	26	21.7
SATISFACTORY	18	24.3	20	43.5	38	31.7
GOOD-EXCELLENT	48	64.8	8	17.3	56	46.6
TOTAL	74	100	46	100	120	100

120 out of 125 responded to this question

Source: Responses to question number 37 of the LGA and number 35 for NGO questionnaires

Comments

Table 36 shows that; LGA respondents' satisfaction level on the proper use of finances and other resources by LGA to be 64.8% for good-excellent, while this is 17.3% for NGOs respondents. It is 24.3% satisfactory for LGA and 43.5% for NGOs. While it is 39.1% for poor-fair to the NGOs respondents, it is 10.9% for LGA. On combined responses, it is 21.7% good-fair, 31.7% satisfactory and 46.6% good-excellent.

5.8.2 Satisfaction on the proper use of financial as well as other resources by the NGOs

Table 5.30 Satisfaction level on the proper use of financial as well as other resources by Non Governmental organizations

RATING	NUMBER	PERCENT
POOR-FAIR	30	26.4
SATISFACTORY	34	29.8
GOOD-EXCELLENT	50	43.8
TOTAL	114	100

114 out of 125 responded to this question

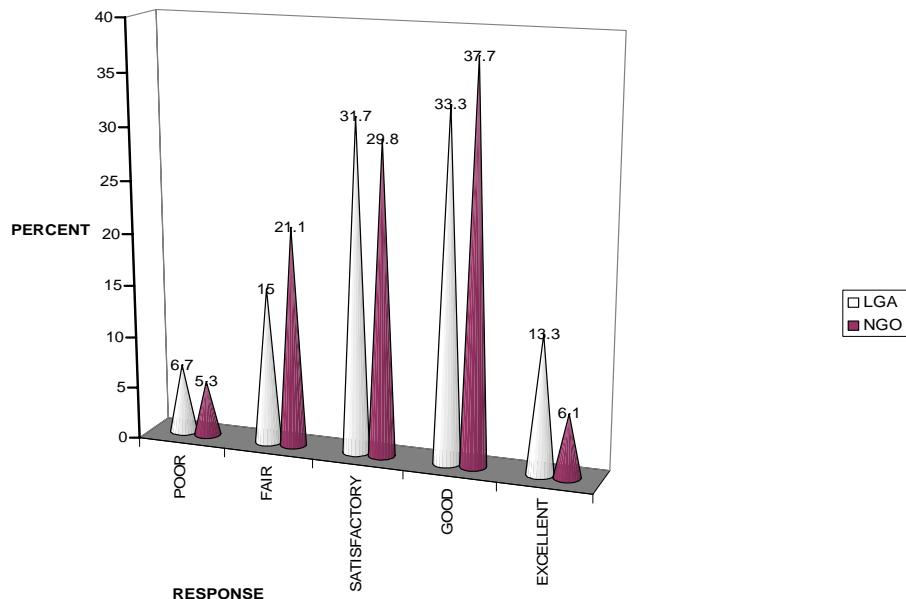
Source: Responses to question number 38 of the LGA and number 36 for NGO questionnaires

Comments

Table 5.30 shows that the satisfaction level from both LGA/NGO respondents on the proper use of financial resources and other resources by NGOs is 26.4% for poor-fair, 29.8% satisfactory, and 43.8% for good- excellent.

5.8.3 Satisfaction level for LGA/NGOs use of resources from both perspective

Figure 5.13 Satisfaction Level of Proper use of Resources



Source: Questions number 37 and 38, of the LGA and number 36 and 37 for NGO questionnaires

Comments

Figure 5.13 shows that the combined responses on the satisfaction level regarding the use of resources by NGOs as well as LGA is satisfactory 31.7% for LGA and 29.8% for NGOs, while it is 33.3% good for LGA and 37.7% for NGOs.

5.8.4 Satisfaction on the NGOs accountability (reporting proper use of resources) to the community and other stakeholders?

Table 5.31.satisfaction level on the NGO accountability (reporting proper use of resources) to the community and other stakeholders

RESPONSE	NUMBER	PERCENT
POOR	40	35.4
SATISFACTORY	41	36.3
GOOD-EXCELLENT	32	28.3
TOTAL	113	100

113 out of 125 responded to this question (LGA n=70 and NGO n=43)

Source: Responses to question number 40 of the LGA and number 37 for NGO questionnaires

Comments

Table 5.31 shows that; 35.4% of respondents' satisfaction level on NGOs accountability (reporting proper use of resources) to the community and other stakeholders is poor-fair. 36.3% think it is satisfactory. It 28.8% it is good-excellent.

5.8.5 Satisfaction on LGA accountability i.e. reporting proper use of resources) to the community and other stakeholders by the LGA

Table 5.32 Satisfaction level on the LGA accountability (reporting proper use of resources) to the community and other stakeholders

RESPONSE	NUMBER	PERCENT
POOR-FAIR	29	24.6
SATISFACTORY	38	32.2
GOOD-EXCELLENT	51	43.2
TOTAL	118	100

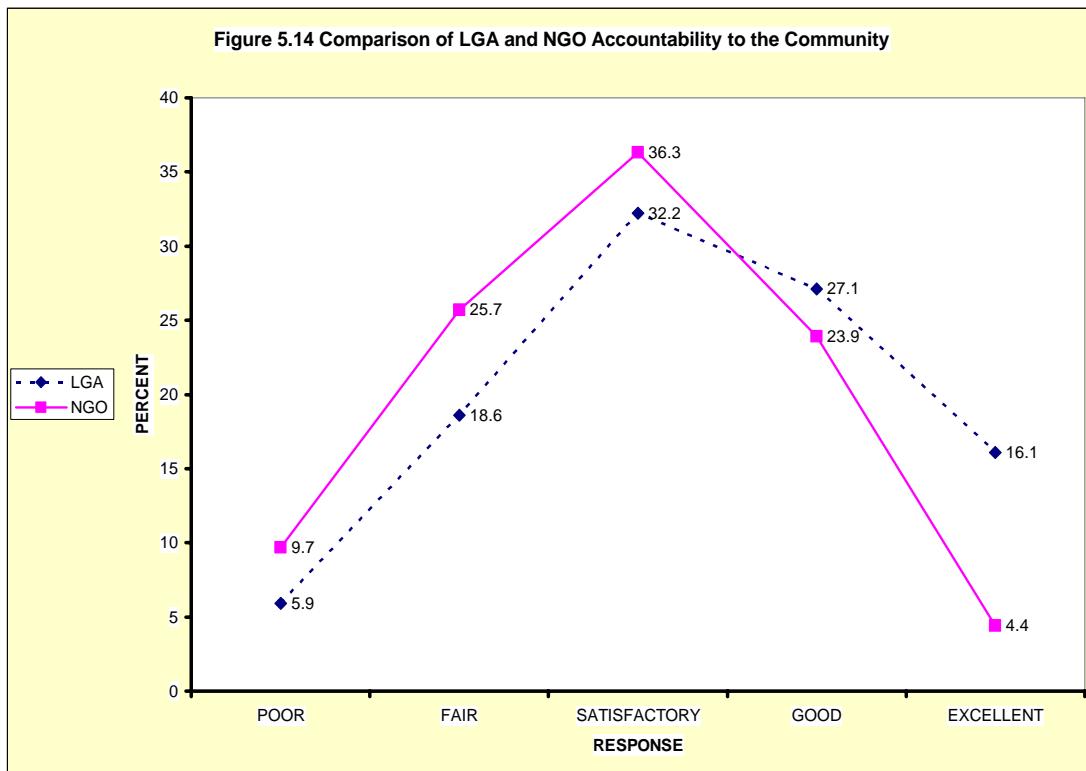
118 out of 125 responded to this question (LGA n=73 and NGO n=45)

Source: Responses to question number 41 of the LGA and number 38 for NGO questionnaires

Comments

Table 5.32 shows that; satisfaction level of LGA accountability i.e. on the LGA reporting to the communities is 24.5% Poor-fair and 32.2% satisfactory. It is 43.2% good.

5.8.6 Comparison of satisfaction level of NGO and LGA accountability

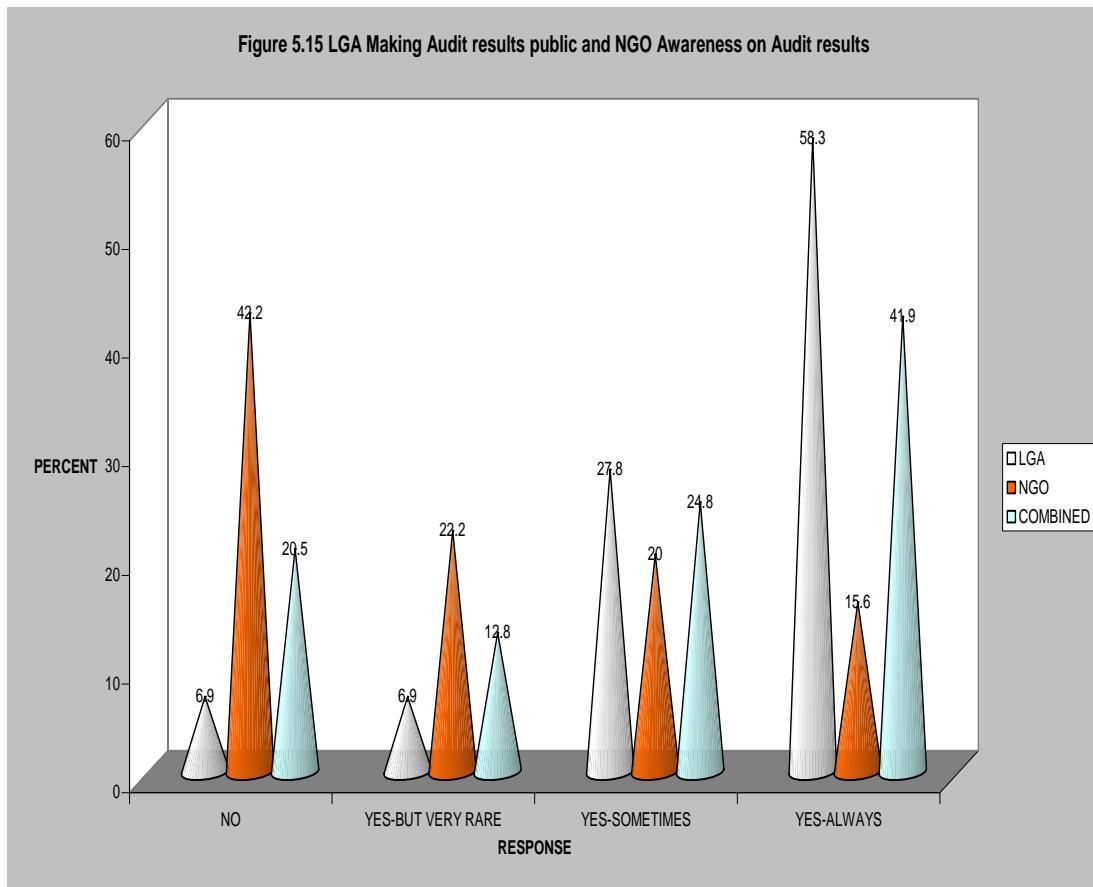


Source: Responses to question number 40 and 41 of the LGA and number 37 and 38 for NGO questionnaires

Comments

Figure 5.14 shows satisfaction level for LGA/NGOs accountability (compared) on reporting to the stakeholders has a similar trend for poor, fair, satisfactory good and it falls for excellent. However, it is excellent for 4.4% for NGOs accountability compared to 16.1% for LGA.

5.8.7 LGA making public audit results to the stakeholders after they are given to the LGA



117 out of 125 responded to this question (LGA n=72 and NGO n=45)

Source: Responses to question number 42 of the LGA and number 39 for NGO questionnaires

Comments

Figure 5.15 shows that 58.3% of LGA respondents stated that LGA make audit results public always, while 15.6% of NGO respondents said so. 27.8% of LGA said sometimes, while 20.0% of NGOs said sometimes. 42.2% and 22.2% said they are not aware and very rare do the LGA make audit results public. When the combined responses are considered then 20.5% of all respondents stated that Audit results are not made public, 12.8% stated very rare, 24.8% sometimes and 41.9% stated always.

5.8.8 Source of poor accountability

Table 5.33 Opinion on source of poor accountability

RESPONSE	LGA/NGOs RESPONSE	
	NUMBER	PERCENT
Bad governance by LGA senior leaders'	16	24.2
Bad governance by NGOs leaders	14	21.2
Dishonest and collusion by LGA	17	25.8
Dishonest and collusion by NGOs	9	13.6
Structure of LGA does not provide room	3	4.5
Policies do not allow	4	6.1
Corruption by NGOs leaders	2	3.0
Corruption by LGA leaders	1	1.5
TOTAL	66	100

66 out of 125 responded to this question

Source: Responses to question number 43 of the LGA and number 40 for NGO questionnaires

Comments

Table 5.33 shows that only 66 respondents responded to this out of 125. In general terms; their responses show that bad governance by senior LGA and NGO leaders (45.4%) is the source of poor accountability. Followed by dishonest and collusion by LGA and NGO leaders (39.4%). Other opinions were that policies do not allow (6.1%).

Other source specified by few respondents include: Lack of reporting guidelines by LGA, no proper reporting system of NGO information to the community and mechanism for NGOs. Previous policies were not clearly stated to these issues of accountability.

5.9 Partnership Understanding

The results in section 5.9 are on; respondents' understanding of partnership, existence of partnership between LGA and NGOs, presence or absence of guidelines and policy on how to build partnership between LGA and source of those guidelines, services done in partnership, frequency of meeting for sharing information, challenges and lessons of partnership, factors which prevent partnership growth between the LGA/NGOs and suggestions made by respondents on how to improve partnership between LGA and NGOs.

5.9.1 LGA being in Partnership with NGOs

Table 5.34 Being in Partnership

RESPONSE	LGA		NGO		COMBINED	
	Number	Percent	Number	Percent	Number	Percent
YES	43	66.2	33	84.6	76	73.1
NO	22	33.8	6	15.4	28	26.9
TOTAL	65	100	39	100	104	100

104 out of 125 responded to this question

Responses to question number 45 of the LGA and number 42 for NGO questionnaires

Comments

Table 5.34 shows that 73.1% of respondents indicated that LGA and NGOs are in partnership and 26.9% are not. While 33.8% of LGA said they are not in partnership, 15.4% of NGO responded too that they are not in partnership with LGA. This difference may reflect a different understanding and interpretation of partnership between LGA and NGOs.

5.9.2 Responses on “What is Partnership”

Table 5.35 Summary of Partnership meaning

MEANING OF PARTNERSHIP	No.	%
Statement carrying or referring to “working together” <ul style="list-style-type: none"> • To work together in order to share ideas and experience • Working together to meet a goal (<i>mentioned 12 times</i>) • Is the system of working together in harmony by abiding to stipulated guidelines and regulations • Working together with Civil Society Organizations in implementing economic/social activities • Working together for the advantage of both parties • Working together between LGA and NGO to serve communities (<i>mentioned 3X</i>) • Working together under a formal or informal written agreement or verbal agreement respectively (<i>mentioned 3 times</i>) 	22	26.8
Statement carrying “relationship between” <ul style="list-style-type: none"> • Is the relationship between partners who believe in each other in making decision and are accountable for what they have decided • Is the relationship between two or more partners to achieve a certain goal (<i>mentioned 9 times</i>) • Is the relationship between one side with another side • Is a relationship or an agreement formal or informal between two or more partners working together to achieve a common goal • Is the relationship between LGA and NGOs working together by sharing, ideas, plans and others issue to meet objectives (<i>mentioned three times</i>) • This is relationship on ideas shared among two or more institutions organizations leading in similar outcome • The relationship or agreement between two or more persons who agree to work together with a common interest (<i>mentioned twice</i>) 	18	21.9
Statement carrying “collaboration and or cooperation” <ul style="list-style-type: none"> • Partnership is a cooperation of one with another for same goal (<i>mentioned twice</i>) • Collaboration between stakeholders who have common activities and goals for the purpose of achieving desired results. • Strategic cooperation between actors with common goal, clear agreement and shared responsibilities. • Is cooperation between two or more parties in fulfilling development objectives, initiates by themselves (<i>mentioned 3 times</i>) • Is the collaboration between two or more parties who share common interest e.g. Vision, Goals etc. • Mutual collaboration between LGA and NGOs (<i>mentioned 4 times</i>) • An association of two or more people /parties for specific objective • Partnership is the collaboration in several activities between the council and NGO depending on what one invites each other for a meeting and reaching the consensus. • Cooperation between LGA and NGOs in providing community services and development initiatives • Is mutual agreement among stakeholders that specifies roles of service for every stakeholders and areas of cooperation 	16	19.5

Statement carrying or referring to or related to "business"	8	9.9
<ul style="list-style-type: none"> • A form of business organization formed, owned and managed by two or more persons who agree to share the profit and losses • Joint ownership of an organization /company • The situation whereby two partners operating together under the agreed guiding rules, laws and responsibilities • Is agreement of a joint venture about something • Is an agreement between two bodies who believe to fulfill a certain task • Is a form of business in which members (partners) carry business cooperatively and capital is shared in agreed ratios • Agreement between two bodies or parties on a certain goal /objectives with a contract or memorandum of understanding • An agreed contract 		
Statement carrying or referring to or meaning "sharing- planning- activities" together	18	21.9
<ul style="list-style-type: none"> • Stakeholders sharing in execution of certain activities based on agreement • Partnership refers to the deliberate decision of two parties to unite / network their efforts in completing the settled / agreed activities by both parties • A state whereby groups/individuals have agreement to undertake certain activities with same goal, vision and objectives • Is a system whereby two or more organizations share resources as well as information to achieve specified objectives (<i>mentioned twice</i>) • Is unity of two or more people to carry out activities so as to reach their objectives • To share scarce resources with LGA and NGOs and other stake holders in implementing specified activities (<i>mentioned 3 times</i>) • Sharing of reports / research results (NGOs and LGA) • Participation in planning, involvement in implementation, monitoring and evaluation together between NGOs and LGA. (<i>mentioned 4 times</i>) • Sharing together with other part for expected result to achieve a certain goal • The state of being together, the situation at which two or more groups of people, organization, bodies and the like join together to reach a common destination • Working together with common mission, vision, goals, objectives and on equal terms of understanding and trust 		
TOTAL	82	100

Source: Responses to question number 44 of the LGA and number 41 for NGO questionnaires

Comments

Table 5.35 shows that; 82 (65.6%) out of 125 responded to this question. This may be a pointer that 43 (34.4%) respondents do not know the meaning of partnership. Of those who responded; 22 (26.8%) provided simple statements meaning to, or referring to "working together" between two parties. 18 (21.9%) gave the meaning of partnership referring to; "relationship between" individual or parties.

16 (19.5%) mentioned in their statement containing or referring to "collaboration or cooperation". 8 (9.9%) of respondents made statements referring to "business like statements". 18 (21.9%) made statement which included or related to "planning". In general terms this shows that for those who provided the meaning of partnership have some understanding of what is partnership.

A possible meaning of partnership would carry the following; "A voluntary association of two or more individuals or organizations, for the purpose of supporting each other and for the benefits of both parties. This association may have a formal or informal agreement, with a joint commitment on a long short-term interaction and has jointly agreed purpose and values. Words that could appear also in the above paragraph could include but not limited to collaboration or working together, relationship between two parties, respect, planning together, common goals, mission, objectives, building trust, presence of coordination mechanism, voluntary association, formal or informal agreement, combining resources, legal and contractual relationship.

5.9.3 Existence of partnership between LGA/NGOs

Table 5.36 Areas common in the LGA/NGO partnership

RESPONSE	NUMBER	PERCENT
VISION/MISSION	17	23
GOALS/OBJECTIVES	14	18.9
RESULTS TO BE ACHIEVED	12	16.2
JOINT PROJECTS	31	41.9
TOTAL	74	100

70 out of 125 responded to this question

Source: Responses to question number 46 of the LGA and number 43 for NGO questionnaires

Comments

Table 5.36 shows that 74 (59.2%) out of 125 responded to this question. 40.8% did not respond, possibly they do not know or are not aware of existence of partnership. 41.9% of those who responded stated that there are joint projects between LGA and NGOs, followed by common vision and mission (23%). Agreement on the results to be achieved together between LGA/NGOs carried 16.2%.

5.9.4 Common partners working within the Council (LGA)

Table 5.37 Common partners mentioned by respondents

PARTNER	NUMBER	PERCENT
Local/International NGOs (such as World Vision, Plan International)	23	34.3
Faith based Institutions/Organisations (such as CARITAS, Lutheran church)	7	10.5
Grassroot/Community based organisations (such as Afya Women group)	19	28.3
Business sector (such as Kagera Sugar Company)	1	1.5
Government Institutions (such as TACAIDS)	10	14.9
United Nations and Embassies (such as UNICEF, Danish Embassy)	7	10.5
TOTAL	67	100

Source: Responses to question number 47 of the LGA and number 43 for NGO Questionnaires

Comments

Table 5.37 shows that; out of 67 mentioned common partners, Local as well as International NGO group forms 34.3%, Faith based institutions and organization form 10.5%, while grassroots and Community Based Organizations form 28.3%, Government institutions form 14.9%. 10.5 % is formed by the International Institutions including Embassies. This indicates that partners are from different background and groups.

5.9.5 Explanation given on the partnership building process between LGA and NGOs

Table 5.38 Initiating partnership building process

INITIATOR OF PARTNERSHIP BUILDING PROCESS	FREQUENCY	PERCENT
CENTRAL GOVERNMENT DIRECTIVES Through: National AIDS Control Program <ul style="list-style-type: none">○ Tanzania Commission for AIDS○ Presidents Office-Regional○ Administration & Local Government (3)	4	18.2
EXTERNAL FACILITATION OTHER THAN THE CENTRAL GOVERNMENT Through: CARE International Organization <ul style="list-style-type: none">○ Facilitation by the Netherlands program (2)○ When refugees came, the need to coordinate LGA/NGOs came up	4	18.2
REFORM PROGRAM Through: Current Local government reform program <ul style="list-style-type: none">○ Health Sector Reform Program○ From first stakeholders workshop (step 1)○ Through strategic management approach (step 5)	4	18.2
INTERNAL i.e. WITHIN THE COUNCIL Through: District coordinating meeting <ul style="list-style-type: none">○ Through forum meeting between LGA officials and NGO members (3)○ Municipal Director/Council HIV/AIDS Coordinator (3)○ Annual general Council meeting (2)○ Initiated by NGOs themselves	10	45.4
TOTAL	22	100

22 Out of 125 responded to this part

Source: Responses to question number 48 of the LGA s and number 45 for NGO Questionnaire

Comments

Table 5.38 shows that only 22 out of 125 responded to this question. Of those who responded to this question 45.4% stated that the process of building partnership between LGA and NGOs was initiated internally within the Council itself, through meetings, between the Local Government Authority and NGOs, by the initiative of LGA leadership that is the Council Director. The local government reform program has also influenced the formation of partnership, equally the central government through its National AIDS control program and AIDS commission. In few instances the partnership building process was initiated at the external facilitation. This situation indicates that there is no common known process of building partnership between LGA and NGOs, but also the process is most likely unknown to those who did not respond i.e. 103 out of 125.

5.9.6 Guidelines and policy on how to build partnership between LGA/NGO

Table 5.39 Presence or absence of partnership guidelines

RESPONSE	NUMBER	PERCENT
YES	42	42.4
NO	48	48.5
DO NOT KNOW	9	9.1
TOTAL	99	100

99 out of 125 responded to this question

Source: Responses to question number 49 of the LGA and number 46 of NGO questionnaires

Comments

Table 5.39 shows that 42.4% of all those who responded stated that guidelines on partnership are present, while 48.5% stated that do not have guidelines and 9.1% said they do not know.

5.9.7 Source of guidelines and or policy on partnership building

Table 5.40 Source of guidelines

SOURCE OF GUIDELINES	NUMBER	PERCENT
Central government	16	35.6
Developed by LGA	4	8.8
Developed by both LGA/NGO	16	35.6
TACAIDS	5	11.1
Other sources	4 (Development partners TACOSODE, ACTION AID CONCERN)	8.9
TOTAL	45	100

Source: Responses to question number 50 of the LGA s and number 47 for NGO Questionnaire

Comments

Table 5.40 shows that 35.6% of source of guidelines is the Central government. Tanzania Commission for AIDS (11.1%) is also part of Central Government. 35.6% of the source of guidelines is that they are developed by both LGA/NGOs, others sources include Development Partners (8.9%).

5.9.8 Challenges and lessons learnt regarding partnership between the LGA/NGOs

Figure 5.16 Challenges and lessons as provided by LGA and NGO respondents

LOCAL GOVERNMENT AUTHORITIES' RESPONSES

Challenges

- No Act for NGOs which requires them to be accountable to LGA.
- There is lack of financial as well as budget transparency from LGA and NGOs in working together to efficiently and avoid duplication of effort.
- There is lack of sense of ownership especially in implementing joint activities.
- Lack of transparency concerning fund and other resources from NGOs.
- Due to lack of effective Partnership between LGA/NGOs there is duplication of activities
- The Civil Society organizations and the LGA do not know their roles and responsibilities very well.
- There is lack of coordination mechanism and team spirit.
- The NGO and LGA have a different mode of operation and objectives.
- Most NGOs have low capacity to be effective partners.

Lessons

- Partnership improves economies of scale and generation of new ideas.
- Partnership is still weak; it requires external facilitation to strengthen it.
- Most NGOs lack resources especially finance /transport to be effective partners.
- NGOs are too independent to Local Governmental Authorities.
- With partnership a lot can be accomplished using limited resources.

NON GOVERNMENTAL ORGANISATIONS' RESPONSES

Challenges

- LGA do not share development plans and resources with NGOs.
- LGA officials do not give opportunities NGOs to uplift the community.
- There is mistrust on the part of Local Government Authorities.
- There is lack of participation on budgets.
- LGA lack transparency and trust.
- Most of NGOs are donor driven, they act according to donor interests, and this does not give enough room for partnership building.
- Local Government Authorities are unwilling to allow NGOs to participate on district plans.

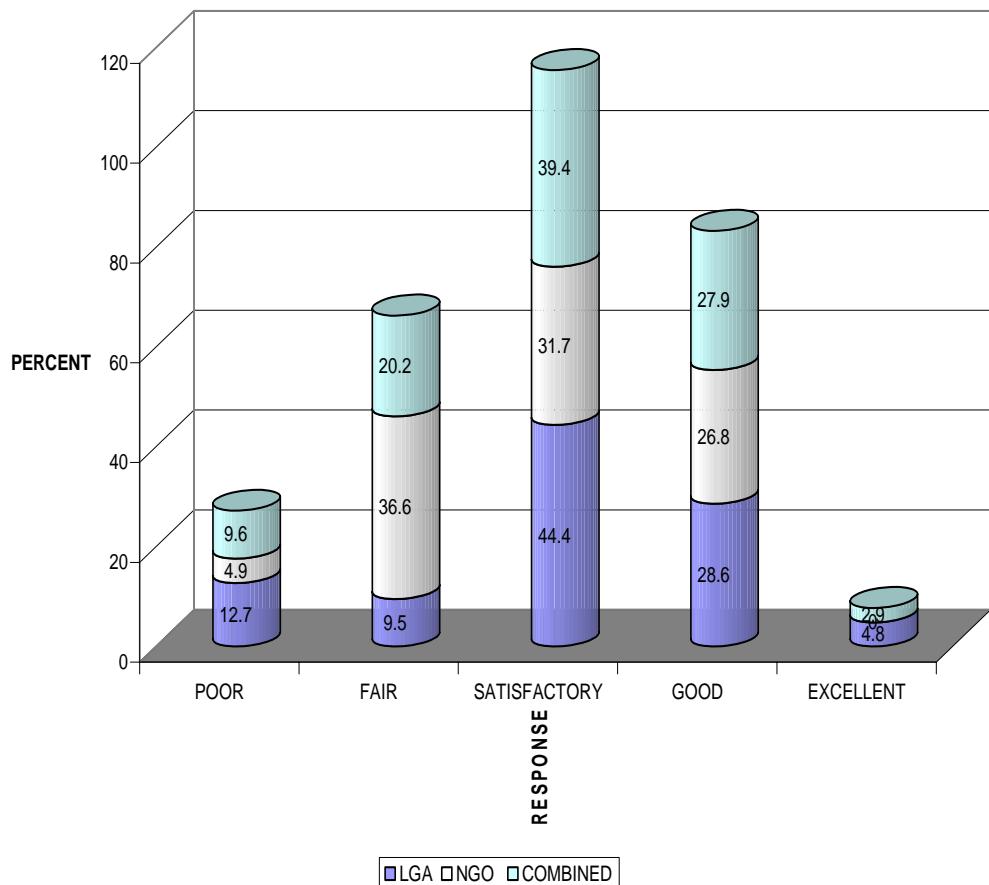
Lessons

- Transparency between two parties is important in building partnership.
- Openness help partners to work together to help the community.
- Building mutual trust and recognition of NGOs and other parties brings comparative advantage.
- In working in partnership there is a room to get new ideas.

Source question 51 of LGA and 48 of NGO questionnaire

5.9.9. Satisfaction level on the respect between LGA/NGOs

Figure 5.17 Satisfaction level of Respect between LGA/NGO



104 out of 125 responded to this question (LGA n= 63 and NGO n= 41)

Source: Responses to question number 52 of the LGA and number 49 for NGO Questionnaires

Comments

Figure 5.17 shows that; 9.6% of respondents perceive that, the respect between LGA/NGOs is poor, 20.2% is fair, 39.4% is satisfactory, 27.9 is good only 2.9% think it is excellent.

5.9.10 Services done in Partnership

Table 5.41 Services which are done in Partnership

SERVICE/ACTIVITIES	NUMBER	PERCENT
HEALTH	14	24.1
EDUCATION	10	17.2
HIV/AIDS INTERVENTIONS (Prevention, Orphans support, Home based care)	16	27.6
WATER AND SANITATION	6	10.4
AGRICULTURE-LIVESTOCK	4	6.9
PLANNING ACTIVITIES (GENERAL)	3	5.2
OTHERS- Mobilization sensation (2), Monitoring (1) Research on disease (2)	5	8.6
TOTAL	58	100

Source: Responses to question number 54 of the LGA and number 51 for NGO questionnaires

Comments

Table 5.41 shows that; of all the services done in collaboration between the LGA and NGOs, 27.6% is HIV/AIDS interventions, followed by health (24.1%), water and sanitation forms 10.4%.

5.9.11 Frequency of meeting for sharing information of the Partnership fora

Table 5.42 Frequency of meetings between LGA and NGOs

FREQUENCY	NUMBER	PERCENT
Once monthly	10	12
Once quarterly	38	45.9
Once every six months	11	13.3
Once annually	4	4.8
Infrequent: (Very rarely, not scheduled, sometimes, four monthly basis, never met and whenever there is a need)	20	24
TOTAL	83	100

83 Out of 125 responded to this question

Source: Responses to question number 55 of the LGA and number 52 for NGO questionnaires

Comments

Table 5. 42 shows that; meetings between LGA and NGOs are mainly on quarterly basis (45.9%), once every six months forms 13.3%, then once monthly forms 12%. Infrequent featured with 24%. These respondents stated that they meet on four monthly basis or their meetings are not scheduled and depends on the need or issues at hand.

5.9.12 Factors which prevent partnership growth between the LGA/NGOs

Table 5.43 Opinion of NGO/LGA respondents on "What Prevents Partnership Between LGA/NGO"

FACTORS WHICH PREVENT PARTNERSHIP GROWTH	Freq	%
Policies and guidelines <ul style="list-style-type: none"> ○ Lack of policies and guidelines on building partnership between LGA and NGOs ○ Ignorance on Country policies / private sector for NGOs ○ Absence of coordination mechanism (2) and clearly defined roles ○ Some NGOs do not know their roles and responsibilities ○ Policies are not clear to NGOs ○ LGA and NGOs have difference operating procedures, which may conflict 	8	14.5
Governance issues <ul style="list-style-type: none"> ○ Dishonest of some LGA leaders ○ Bureaucracy LGA and lack of committed leaders from both sides ○ Inadequate number of meetings between LGA and NGOs ○ Bad governance of some NGOs leaders ○ Inadequate follow up by the Central Government ○ Donors have who fund LGA and NGOs have different interests ○ Lack of willingness from leaders to form Partnership 	7	12.7
Resources <ul style="list-style-type: none"> ○ Lack of financial support (3) ○ Misallocation of fund (LGA) and poor accountability (6) ○ Lack of transport 	10	18.2
Transparency <ul style="list-style-type: none"> ○ Lack of transparency from NGOs (12) ○ Secrecy by LGA on many issues ○ NGO officials are unwilling to reveal their financial information 	14	25.5
Trust and Communication <ul style="list-style-type: none"> ○ Mistrust between NGOs and LGA (6) ○ Lack of commitment and trust among LGA/NGOs (5) ○ No sharing of information between LGA/NGOs ○ Lack of direct communication between NGOs and LGA (2) 	14	25.5
Others <ul style="list-style-type: none"> ○ Lack of seriousness in Partnership building from both sides ○ LGA do not understand that NGOs can fill capacity gaps 	2	3.6
Key: (y) Number in brackets represents frequency		
TOTAL	55	100

Source: Responses to question number 56 of LGA and number 53 for NGO questionnaires

Comments

Table 5.43 shows that; 55 responses were given on factors that prevent Partnership between LGA/NGOs. These factors were related to policies and guidelines (8) governance issues (7) Resources (10), transparency (14) and trust and communication (14). From these responses lack of transparency and mistrust form the main factors (51%), followed by lack of resources and then bad governance related to poor leadership and lack of commitment to partnership.

6.1 Introduction

The specific objectives under this research were meant to find out the quality of working relationship between LGA and NGOs, coordination mechanism, presence or absence of elements of partnership i.e. trust, accountability, transparency, participation, clarity of roles and responsibility. Other areas were to find out; partnership building process between LGA and NGOs, respondents' understanding of partnership, the challenges and lessons learnt on partnership by the LGA and NGOs. As already detailed in chapters four and five, for each specific objective, questions were developed, data collected, analyzed and results presented. This chapter is therefore on discussion of the results. The following sub-titles are used: Working relationship between LGA and NGOs, coordination mechanism, trust and transparency, accountability, Partnership understanding by Local Government Authorities and Non Government Organizations.

6.2 Working relationship between LGA/NGOs

Robinson quoting Clark, (1995, P593) said, "key determinant in the development contribution of NGOs is the relationship between NGOs and the state". Once this relationship is built, then LGA would provide an enabling environment whereby NGOs can initiate and execute projects. In order to understand the relationship between the LGA and NGOs, a specific objective of this study in chapter 1 was stated as follows; "*what are the existing Non Governmental Organizations and Local Government Authorities relations (quality of relationship)?*"

Relationship is manifested through various mechanisms such as planning together, written agreement on working together, joint identification of interventions, and resource mobilization including sharing of resources between LGA and NGOs and joint supervision of projects. Seven research questions were developed in order to understand and measure perception of the respondents on the quality of relationship.

In building partnership people are a key factor and they are responsible for forging relationship at an early phase of partnership, so when asked on whether LGA and NGOs worked together; 92.8% of respondents agreed that they worked together, but as Sandra Waddock et al (2003, P106) said, "partnership field remains fragile", this fragility can be well handled if LGA and NGOs put their efforts in building and promoting quality relationship rather than "just" working together. Catherine J. (2001, P 14) also opined that, "the essence of partnership is a relationship based upon agreement, reflecting mutual responsibilities in furtherance of shared interests". One pointer to quality relationship is the presence of agreement on modalities of working together. 70.8% of respondents said they were not aware of formal memorandum of understanding on working together between LGA/NGOs.

Although results showed that LGA/NGOs plan together, opinions differed, i.e. 41.9% of LGA said they plan together, while 27.7% of NGOs stated that they planned together. The quality of planning together was also questionable since 31.9% of NGOs respondents said LGA did not invite them for planning. Where commonality emerged was on plan, where 30% of LGA/NGOs agreed that NGOs submitted their plans to the LGA. The fact that LGA only invited NGOs to submit plans did not reflect participatory planning, although it was still in line with section 3.1.6 of the poverty reduction (chapter 2 item 2.6.1) where the role of LGA is to coordinate Council plans and NGOs activities.

Building relationship involves open participation, regular meetings, regardless of the status of people or the position they occupy, as long as they believe in collaboration. Satisfaction on joint identification of intervention, supervision and resource sharing were the areas suited to understand the quality of relationship. 30.5% of respondents' satisfaction was poor to fair on joint identification of interventions such as water and health. Although results showed (table 5.9.10) that various services were done in partnership this does not imply joint identification of which services to work together. For instance 42.3% of respondents stated their satisfaction level to joint resources mobilization and sharing was poor-fair. The figure was high up, i.e. 52.4% satisfaction level to joint supervision was poor-fair.

Lack of sharing plans was identified as one of the challenges regarding partnership between LGA/NGOs where NGOs respondents stated that LGA did not share development plans and resources with NGOs, and that LGAs were unwilling to allow NGOs to participate on district plans. And LGA stated that there was lack of sense of ownership especially in implementing joint activities.

James Wearmoth et al (2002, P 28) said that, "close relationship, implies mutual respect, based on a willingness to learn from one another, a sense of common purpose, sharing of information and decision making". Relationship was related to the respect of partners, on satisfaction level on respect between LGA and NGOs, the percentage was 69.2% poor-average and good was 27.9%, one would expect at least good to be 50%.

Sanddra Waddock (2003, P 108) who quoted Long and Arnold said that, "effective communication is key to sustaining peaceful relationship between partners". Respondents said lack of direct communication between LGA/NGOs was a factor hindering partnership relations. Good communication is an important ingredient in quality relationship.

The results on factors which prevent partnership growth indicated that there was minimal sharing of information and lack of direct communication between LGA and NGOs. These points indicated that the quality of working relationship was still low. On average the satisfaction level was 30% poor-fair in many areas related to relationship and on overall satisfaction level of quality of relations was poor-fair by 36.5%. The fact that 60.4% (poor-fair) of NGO respondents stated that LGA were not willing to delegate activities to NGO sector, was another indicator of poor working relationships between LGA/NGOs.

6.3 Coordination mechanism

The research specific objective under coordination mechanism was stated as follows; "What is the coordination mechanism existing currently between the Local Government Authority and the Non Governmental Organizations? To be able to collect information related to coordination, nine questions were developed to find out the presence or absence of coordination mechanism, type of coordinating system, its structure, roles and responsibilities year of its formation and process of initiating it, the frequency of meetings held by the coordinating body and clarity of roles and responsibilities of LGA/NGOs, and the satisfaction level of respondents on coordination mechanism.

Coordination is key in facilitating joint planning, decision making, participation and bringing together LGA/NGOs to effectively achieve partnership goals and objectives. Coordination helps partners clarify their respective functions and minimize duplication of efforts.

One of the lessons learnt by respondents was that, "partnership improved economies of scale and generation of new ideas", despite this lesson, they noted one challenge preventing partnership growth between LGA/NGOs, as, "lack of coordination mechanism and team spirit". Coordination improves team spirit since it brings team members to define what each partner does. Another challenge noted by respondents from LGA was that, "the civil society organizations /LGA did not know their roles and responsibilities very well".

Marvin Snider (2001, P22), said, "the greater the number of partners the more difficult will be the politics in the managing relations and making decision". The study found that 18.8% of responses showed the number of NGOs per council ranged from 21 to 40. If these were in partnership with LGA, certainly managing the relationship would be quite an up hill task hence the need for a coordinating mechanism. Apparently 38.3% of respondents stated that there was no coordination mechanism. How would then LGA/NGOs accomplish the development of joint projects if there was no coordination? Among the factors mentioned which prevented partnership between LGA/NGOs mentioned was, "the absence of clearly defined roles and that LGA/NGOs had different operating procedures which conflicted". This challenge could well be handled if a coordination mechanism existed.

Lack of direct communication between LGA/NGOs was also noted as a factor which prevented partnership growth. With appropriate coordination method, this setback would be prevented. John Goodlad (1995, P15) said that," ultimately the crucial point of coordination are at levels where real work is taking place, with the rest of coordination and structure being in place to support the work".

The structure of the existing coordination mechanism showed that it was the LGA members who held the chairperson and secretary positions and NGOs were only members, this situation reflected that partners were not on equal footing when it came to decision making. On how it was initiated, the results showed that there was no standard way of initiating the coordinating body; few were initiated by the Central Government initiatives, mainly by TACAIDS. On a positive note, however, 45.4% (10 out of 22) of the responses indicated that the initiation was from internally i.e. within the councils by Council Directors and council meetings. This finding signaled a situation whereby the Central government and LGA have not worked out a modality of partnership between public and private. 70% of these coordination bodies were formed between 2002 to the time of study, which showed that the process was relatively new, and in particular if one took into consideration on how governments function.

Stephen P. Osborne (2000, P86) said that, "Synergy can only be achieved if partners are able to manage the open and unspecified nature of the decision making process. Tensions that arise from the interdependency and competing self-interests of the partners have to be solved adequately: they will not disappear by themselves". Among the factors which hindered partnership growth reported by respondents was lack of sharing information, and this is where the role of coordination comes in.

6.4 Trust and transparency

Trust grows, can be improved, nurtured and developed. Richard Hula (2000, P12) said, "trust grows as partners communicate effectively in a transparent manner". LGA/NGOs meet to discuss financial reports not as an obligation but as a component of improving trust and confidence which is one of the six components of trust as put down by Barners and Prior (1996). Results showed that 49.2% of respondents said did not meet at all or rarely did they meet. Understanding why NGOs did not submit reports and why LGA did not provide feedback were beyond the scope of this study, but it suffices to say that 11.4% of NGOs said rarely did they submit reports to LGA. 33.3% of LGA said very rarely did they receive reports from the NGOs.

Lack of direct communication between NGOs and LGA was reflected from 52.4% of NGOs who stated that they did not receive feedback at all after they submitted reports to LGA, an indicator of lack of trust. This was not generalized since 30% of respondents said the frequency of meeting between LGA and NGOs was quarterly and 10% said the frequency was monthly and about the same percentage said six monthly. Meetings facilitate pulling together issues and matters of mutual interest to both LGA and NGOs. Indeed good communication builds trust and working relationship, and trust would grow as LGA and NGOs communicate.

Under the challenges faced by the LGA/NGOs partnership, LGA respondents said there was lack of transparency concerning fund and other resources from NGOs. Unfortunately too NGOs respondents pointed out that LGA lacked transparency and trust, since they stated LGA did not share development plans and resources with NGOs. 76% of NGOs respondents said; they were not aware on basket funding and that there was mistrust on the part of Local government Authorities.

This was indicated in the results where 47.9% of NGOs respondents perceived that LGA transparency was poor and 16% of LGA of respondents perceived NGO transparency as poor. These results were like a pointing finger from both sides, a clear sign of mistrust. LGA making financial information public was used also to measure perception on transparency. Where 68.4% of LGA respondents said they were aware, 30.4% of NGOs said they were not aware. This indicated that the information remained within the LGA circles and did not reach the NGOs adequately.

Almost 50% of the responses on the opinion regarding the factors which prevented partnership growth between the NGOs and LGA were sited as lack of transparency from NGOs, secrecy by LGA on many issues and NGOs officials unwilling to reveal their financial information. Other factors related to transparency were problems of mistrust which were indicated by 57.1% of LGA who stated that 'somehow they trust' and 7.1% did 'not trust' at all what NGOs reported to them regarding their funding sources and other information.

These results indicated also lack of honesty towards each other and willingness to share all relevant information about relationship which is one of the six components of trust as proposed by Vicky White (2001, P31) quoting Prior (1996). The fact that 31.5% of LGA respondents said they provided feedback always while only 11.9% of NGOs said they received feedback always indicated poor communication between LGA/NGOs.

6.5 Accountability

Six questions were formulated so as to measure respondents' perception on accountability i.e. proper use of financial as well as other resources by the LGA and NGOs reporting use of resources to the community and other stakeholders by the LGA/NGOs, awareness and communicating information on public audit results to the stakeholders and finally opinion on the possible source of poor accountability.

James Cutt et al (2000, P2), opined that, "accountability in any relationship, by obligation or choice, for control or other forms of decision, formally or informally reported, verified or unverified in short or within the core and the extended model is defined in terms of communication of information about conduct and performance relevant to the purposes of the program or organization that is served by the accountability relationship". LGA/NGOs respondents pointed out that, "misallocation of funds and poor accountability were the factors which hindered partnership growth." LGA respondents stated too that NGO officials were unwilling to reveal their financial information. The fact that this information came from respondents, there was no reason to believe that accountability was an element not at its best.

Empowerment and poverty reduction source book by World Bank (2002) stated that, "accountability is 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 funds."

As noted in chapter 2 item 2.8.5 the 3rd President of the United republic said, "training is vital and should be intensified to improve LGA officers governance skills so as to deal with poverty and accountability. He also said Councilors should put LGA officers and NGOs to task and residents should put to task their councilors"(my translation). The challenge is how can this happen when the information on the use of funds is not made public? The study results indicated that 24.5% of respondents are not satisfied with the reporting of financial and other resources to the community (public) and other stakeholders by the LGA. On the use of funds and other resources by LGA, satisfaction level was 21.7% poor -fair and 31.7% satisfactory, and regarding NGO use of funds, satisfaction level was 26.4% poor and 29.8% satisfactory.

If people are not supplied with information they cannot therefore hold the LGA /NGOs officials to account for proper use of resource use entrusted to them. Equally lack of key information and data on LGA/NGOs performance would deny people to participate in decision making or influencing decision on issues concerning their development, which is supposed to be spearheaded by LGA and NGOs on behalf of the government. The fact that 42.2% of NGOs respondents were not aware that LGAs made audit results public, there was no reason to believe that even the general public was not also aware.

Accountability is also about relationship between donors, the general public and the media holding NGOs to account, shaping the flow of donations (Clark 1991). A negative view on this type of accountability is that it focuses on whether the funds are going where they are supposed to which simply assumes that the intended purpose is the right purpose (Clark, 1991, P72). Many NGOs find themselves devoting increasing amount of time and resources to being accountable to donors. While some of NGOs did not submit reports to the LGA they easily submitted their reports to donors.

Centre for African Family Studies (CAFS) (2001, P7) said, “accountability is one of the five basic principles of good governance and that accountability for NGOs should be examined on several levels; accountability to donors, employees and to other stakeholders”. The results showed that the major source of poor accountability was attributed to bad governance and dishonest by LGA/NGOs senior leaders. This poses a major setback for the people who expect to be served by the same leaders, unfortunately turned out to be the source of non accountability and yet they are supposed to be custodian of community resources.

6.6 Building Partnership

Understanding and interpretation of what partnership entails was not uniform across LGA and NGO respondents as demonstrated by the results. For instance 15.4% of NGOs respondents stated that they were not in partnership with LGA, while 33.8% of LGA said they were in partnership with NGOs. When asked on what was partnership; 34.4% did not respond at all and those who responded gave simple statements. The general understanding of partnership was superficial.

There was no indication that the initiation of partnership building process was uniform or formalized. While the government wanted to partner with NGOs, it had not put in place or disseminated guidelines and procedures on how LGA could partner with NGOs, it remained to be a process that lacked direction and was dictated by chance. This problem was confirmed by the results where 70.8% of LGA/NGOs stated that they did not have a formal agreement which stipulated various roles and responsibilities. There were no policies on building partnership between LGA/NGOs.

This situation confirmed the problem and the background for this study. Where as the Government recognized the significant role and contributions made by NGOs in the society and considered them as important partners in the development process (NGO policy 2001), yet it had no clear strategy on how to achieve this partnership, except few training guidelines for Council Health Management team on public private partnership mix, which is strategy no. 7 of the health sector reform program.

Only a small percentage, i.e. 10 out of only 22 respondents who attempted the question on the source of partnership initiative stated that partnership building process was initiated internally by the Council directors and NGOs themselves; a condition that depended purely on personal initiatives and leadership capabilities. This is related too to other respondents concerns that; factors which prevented partnership growth, was lack of willingness from leaders to form partnership and lack of seriousness in Partnership building from both sides. This situation was similar to what EDute Ltd and GFA found on the characteristics of failed partnership which included lack of commitment and full involvement promotion from partners.

Roger E. Hamlin (1996, P 172-73) suggested that “the pursuit of mutual goals must lie at the heart of partnership”. 40.8% of all respondents did not respond to whether partnership existed or not between LGA/NGOs as demonstrated by having joint projects, or common results, goals or mission between LGA/NGOs. It is 42% of 70 respondents out of all 125 respondents who said they had vision, common goals, and joint activities mainly in health, education, HIV / AIDS, water and sanitation. Despite joint activities some of the NGOs respondents raised a challenge they faced that, “LGA did not share development plans, in turn LGA respondents said most NGOs had low capacity to be effective partners and LGA/NGOs had different mode of operations and objectives”. These challenges are evidence that, even if some stated that they had joint objectives, it was not a generalized opportunity.

Sanddra Waddock (2003, P109) opined that, “goals to achieve socially responsible ends are the driving force of partnership and those goals are the glue that binds together partners with different mission”. On the role and value of vision, John Godlad (1995, P147) said also that, “schools and Universities were very different entities, which differed in purpose, function, structure, rules and regulation, but yet they developed a vision of the partnership which influenced the goals and activities pursued by the partnership”.

This has not worked well with LGA/NGOs in this study, because only 18.9% of 70 respondents, had joint goals and objectives, a situation seconded by Julia Wondolleck (2000, P80) who said, “ while shared goals and interests, seem to be an obvious reason for collaborative work , it is not always obvious that goals are shared”. Indeed one can say that challenges noted above indicated that LGA/NGOs did not sit down to develop common mission and goals.

The commitment to goals is enhanced if they are set in a participatory manner. This participatory setting of goals was not seen in the study. In fact 20% of LGAs did not invite NGOs for planning and 14% had only few meetings and it was only 36% who planned together. There is no doubt that LGA/NGOs had not reached a satisfactory level of joint planning, one of the indicators of effective partnership.

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CHAPTER 7 CONCLUSION AND RECOMMENDATIONS

7.1 Conclusion

7.1.1 Quality of working relationship

This research set out to establish whether partnership building between LGA and NGOs was taking place or not. There was no evidence from the findings study to conclude that partnership was not taking place, however, it was "limping" i.e. not effective. Various indicators showed that partnership was fragile and it was at an infancy stage. Poor working relationship existed between LGA and NGOs, for instance 70.8% of respondents were not aware of the existence of formal memorandum of understanding. A reflection that decisions made together between LGA/NGOs were not necessarily binding.

The quality of participation and planning together was poor as shown by 31.9% of NGOs who stated that LGAs did not even invite them to plan together. Satisfaction level of joint activities between LGA/NGOs ranging from identification of interventions to resource mobilization and sharing of resources was generally poor, with 52.4% satisfaction level of poor for joint supervision. It is concluded here that the quality of working relationship between LGA/NGOs was poor.

7.1.2 Coordination mechanism

Lack of direct communication between LGA/NGOs was sited as one of the factors hindering partnership growth. Lack of coordination mechanism and team spirit were also mentioned among the challenges facing or preventing partnership growth. Clarity of roles and responsibilities between the LGA/NGOs was poor and unclear to both LGA and NGOs. It is concluded that lack of coordination between the LGA/NGOs was a major set back for partnership growth. This problem hampers segregation of duties; weakens joint planning, decision making, networking and monitoring partnership work.

7.1.3 Transparency and Trust

Most of the NGO respondents were not aware of LGA making financial information public, an indication that transparency was poor. The fact that some LGA respondents mentioned that there was lack of transparency concerning fund and other resources confirmed the concerns raised by NGOs respondents. This situation was noted by 76% of NGOs respondents who stated that they were not aware on “what” was basket funding and how it was managed.

Meetings which are vehicles for building partnership were not used, i.e. 49.2% of respondents stated that they did not meet at all or rarely met together to discuss issues of mutual interest. LGA was not willing to delegate activities which could be done by NGOs; this was a clear sign that mistrust existed. In general terms transparency and trust between LGA and NGOs was poor.

7.1.4 Accountability

There was an element of non accountability arising from poor governance blamed to senior leaders from both LGA and NGOs. Traditionally the issues of governance have tended to fall on Government and political leaders with a focus on corruption, the conclusion here supported by respondents’ opinions is that NGOs leaders were not different; their dishonesty and bad governance was also a source of poor accountability.

7.1.5 Building partnership

Initiation of partnership building was not formalized, and there were neither policies nor guidelines to guide LGA and NGOs in forming partnership. Uncertainty was noted as to whether partnership existed between LGA/NGOs; however, there were few joint services in health and HIV/ AIDS, conducted jointly between LGA/NGOs. There was no formal agreement specifying roles and responsibilities of LGA and NGOs. Initiation was purely on personal initiatives or development partners. And for central government it was mainly TACAIDS. Invitation to plan together was not formalized and in other areas, NGOs were not invited at all.

The conclusion here is that if partnership existed, it was simply “working together” between few LGAs and few NGOs, it was not effective given the factors which hindered partnership growth as mentioned by respondents.

7.2 Recommendations

7.2.1 Suggestions made by respondents on how to improve partnership between LGA/NGOs

In this research respondents were asked to propose and give opinion on how to improve partnership. Since respondents knew their situation better; their opinions are considered below as part of the recommendations. They have been grouped into; policies and guidelines, trust, transparency and accountability; training; planning; networking and collaboration. Please see figure 7.1

Figure 7.1 Opinions on how to improve partnership between NGOs and LGA

Polices and Guidelines
<ul style="list-style-type: none">○ The Central government should develop guidelines and policy to enable LGA/NGOs form effective partnership.○ Central government should take measures and initiative of linking LGA and NGOs○ Challenges which hinder building of partnership should be addressed○ Partnership activities should be under the jurisdiction of LGAs○ Education and awareness on policy related to partnership should be given to LGA/NGOs
Trust, Transparency and Accountability
<ul style="list-style-type: none">○ Both LGA and NGOs must ensure commitment and exercise transparency○ Generally improve transparency among LGA and NGOs○ A policy to enforce transparency should be developed or be made available○ Transparency in financial issues should be improved○ Have techniques to develop teams, improve transparency for stakeholders
Training
<ul style="list-style-type: none">○ Training should be conducted to empower LGA on partnership knowledge○ Provide training on roles / responsibilities of each other (LGA / NGOs)○ Conduct training and create awareness on NGO policy○ Conduct training for both NGOs and LGA on partnership○ Build LGA/NGOs capacity on partnership
Planning
<ul style="list-style-type: none">○ LGA should plan together with NGOs i.e. LGA to allow more NGOs to participate in planning○ Openness and regular meetings to discuss issues of mutual concern need to be done○ Establish a forum for planning together○ Have a joint supervision between LGA and NGOs○ Roles/responsibilities should be clear to both sides including sharing of information reports
Networking and Collaboration
<ul style="list-style-type: none">○ Networking and collaboration between NGOs/LGA should be encouraged○ Strengthen collaboration and coordination○ Strengthen coordination meetings between NGOs and LGA○ Put in place formal memorandum of understanding

Source: Responses to question number 57 of LGA and number 54 for NGO questionnaires

7.2.2 Addition to respondents' opinions

Opinions in section 7.2.1 show that most respondents knew the factors which prevented partnership growth between LGA and NGOs and what needed to be done. The question is; if that was the case why then was partnership not at its best? The following are extra recommendations put forward to promote partnership between LGA/NGOs.

Policy and Leadership

A proactive leader (or a “champion”) skilled in facilitation is required so as to lead a step by step planning process and sharing of information on partnership. A national framework with a clear strategy for promoting partnership building at three levels, i.e. regional, district and community is required. This should be in a form of “a partnership policy”, which could also be incorporated in the existing “NGO policy” on how NGOs should partner with the government. Preferably this can be translated at the regional level and be operationalised at the council level. A partnership building process model at the council level is proposed in item 7.2.3).

Planning and Participation

LGA/NGOs need to have an agreement in the form of memorandum of understanding (MOU) specifying mutual responsibilities, agreed upon rules and principles for partner interaction, modalities of planning together, behavior and productivity. LGA need to share development plans and resources so as to move from the level of just inviting NGOs to submit plans to a participatory planning level.

NGOs need to be active players in planning, through joint needs identification up to the full cycle of planning, i.e. to improve active participatory planning. On the same tone, NGOs as active players need to communicate in a timely manner their operational as well as financial reports to LGA and in turn LGA provide timely feedback. The remarks made by the 3rd President of the United Republic of Tanzania (chapter 2 item 2.8.5) are relevant here that, “LGAs need to recognize NGOs where they are at, what they do and lay down a process of partnership since NGOs were doing a good job especially in the areas of supporting orphans”.

Accountability

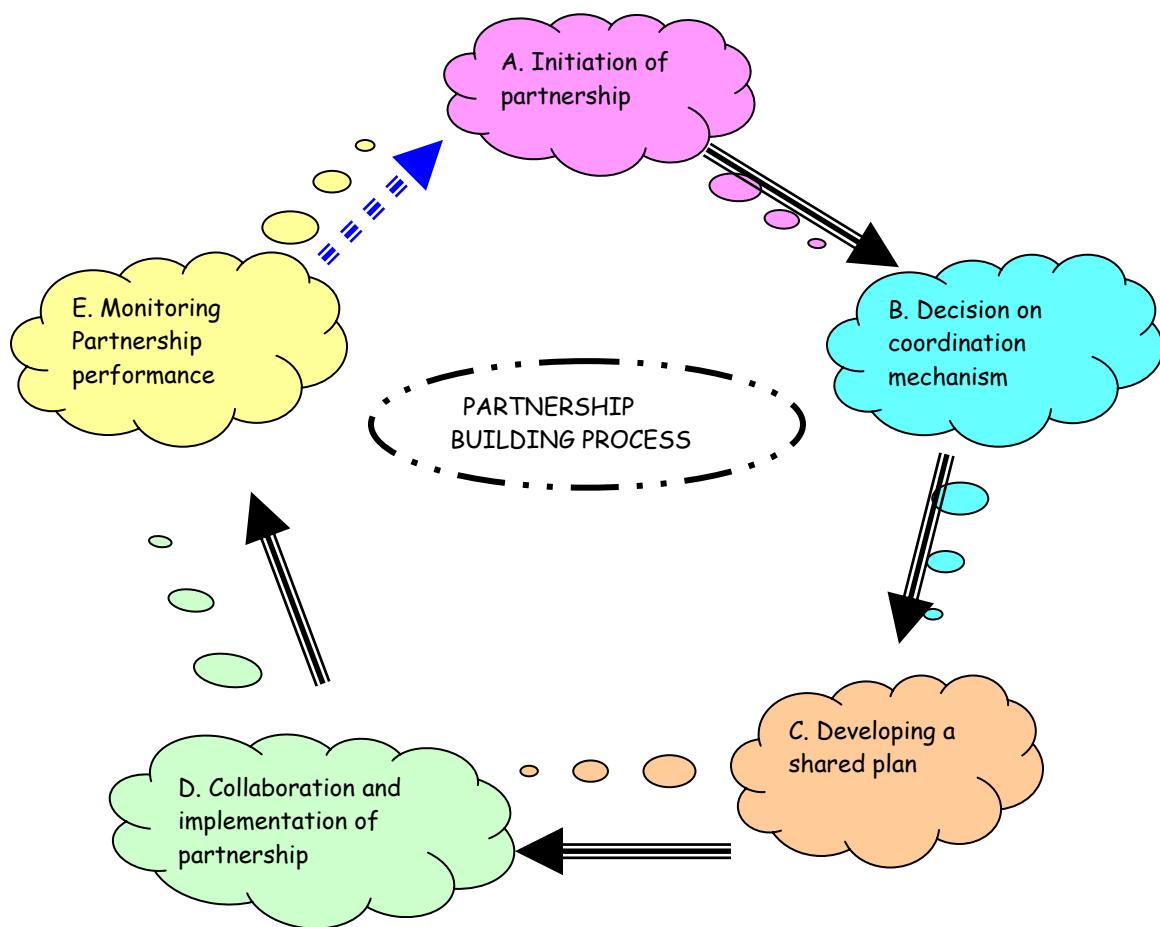
NGO leaders need to be proactive and accountable to the LGA as well as to the people they serve in their respective councils. Service to the citizens and councils should be their priority number one, then to their development partners (donors). Once audited results are made public by the LGA, NGOs should actively take part in disseminating the information to create sense of ownership and mobilize local resources to implement local development plans. As the LGA lead the process of NGO mapping and taking stock of who is doing what and in which part of the council, LGA should lead the process of equal services and resource distribution in order to reduce the possibility of having many NGOs concentrated in one area.

7.2.3 Making financial information public

The duties of the Council Director as the Accounting Officer and Chief Executive Officer of LGA include ensuring that proper financial information exists, securing compliance to financial regulations and procedures by operating departments and directing the work of the internal audit section. Council director was responsible also for keeping the Councilors informed on financial affairs at all times, since his/her role was to ensure proper management of council's expenditures revenues, assets and liabilities. Given the above, the Council Director was the right person to take leadership in ensuring that financial information and audit results were made public beyond councilors only. If the situation dictates the Council Director may consult section 42, 44 and 45 of act no.9 of 1982 /act no 6 of 1999 section 83.

7.3 Recommended model of partnership building

Figure 7.2 Recommended model of building partnership between LGA/NGOs



The LGA and NGOs can build effective partnership by going through a five stage process as follows:-

A. Initiation of partnership

Initiating partnership building process requires LGA and NGOs to come together so as to identify areas of collaboration and concerns, opportunities to take advance of, strengths to build on, challenges to face and to overcome the limiting factors (threats to guard against) which were identified as hindering partnership growth. At this early stage LGA/NGOs need to obtain support and commitment for partnership.

The fact that respondents identified lack of direct communication as a setback to partnership growth, talking directly to one other at this stage promotes understanding of each others' modus operandi.

NGOs vision and objectives can be shared, as well as policies and various LGA acts be elaborated at this point. The LGA leadership is required to take a lead through formal consultations, seminars and or meetings depending on the available resources. External facilitation may be the best option to guide the process. LGA and NGOs need to reach a point of readiness to tap into each other potentials, resources and agree to assist each other. This stage can be incorporated in the Local Government reform program steps. The draft partnership vision, purpose and goals can be set at this point.

B. Decision on coordination mechanism

It is possible that not all members can afford to be available on regular basis to deal with matters of partnership, particularly in areas of reporting, calling meetings, documentation and follow up of resolutions. LGA/NGOs therefore need to work out modalities and a process of bringing LGA/NGOs together whenever the need arises. So this is a stage to decide on coordination structure. Coordination body should preferably be a committee or a task force. The body can also deal with mapping out NGOs and new partners, coordinating operational research, lessons learnt and disseminating them. At this point LGA and NGOs understand each other's procedures and purpose. Issues of roles and responsibilities need to be agreed upon by LGA and NGOs before they are put in the plan, which is the next stage.

C. Developing a shared plan

Developing a joint shared partnership plan to operationalize the vision and purpose is the third stage. LGA and NGOs as potential partners clarify; results to be achieved, activities to be done with various tasks, key mile stones and their time frame, key success factors, roles and responsibilities in their partnership and agree on modalities of working together. They also discuss the joint planning cycle, the role of governance and leadership. At this stage LGA/NGOs put up a monitoring plan with indicators. LGA and NGOs may sign a memorandum of understanding too (if it has not been signed) which specifies responsibilities including behaviors required of partners i.e. code of conduct. This is also the opportunity to lay down foundation for values and accountability modalities.

D. Collaboration and implementation of partnership

This is the actual stage of implementing partnership, i.e. an execution stage of translating the shared plan developed (jointly in C above) into actual actions. LGA and NGOs need to get focused to the agreed plan, adhere to the principles in the agreement through their coordinating body. LGA/NGOs need to promote full involvement of parties and instill a sense of a participatory decision making process. The collaboration stage is a challenging one, since it is here respect and transparency is supposed to be seen (satisfaction level was 30% poor -fair for respect), listening and open communication. This is the time to improve trust, by resolving disputes if any following laid down ground rules in the agreement.

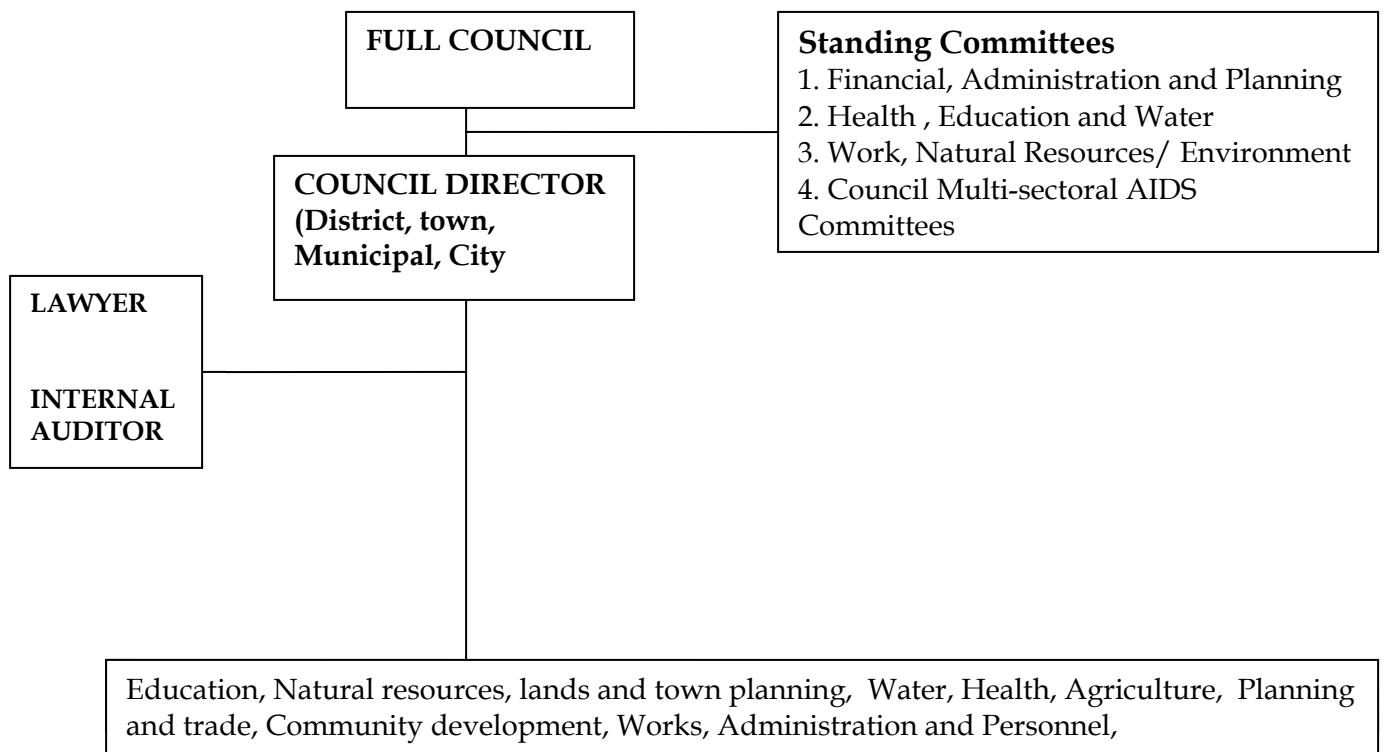
E. Monitoring Partnership performance

Partnership between LGA/NGOs needs to be effective and show results. Planned partnership outputs, outcomes and impact need to be seen and realized. A mechanism therefore to monitor partnership performance is required. On agreed intervals, LGA/NGOs need to revisit their monitoring plan with agreed indicators, share lessons, challenges of building partnership and decide on how to overcome them.

Maintaining a culture of respect, participation and open communication needs to be a continuous process and requires commitment from both sides. LGA/NGOs need to focus on results, always seeking improvement in ways they perform and learn from each other. Whenever there is a change, flexibility is required and managed well so as to achieve partnership goals. Once in a while, external facilitation may be useful to help partners conduct group analysis and take stock of experiences for sharing them with audience external to the council; like the region and the Central Government.

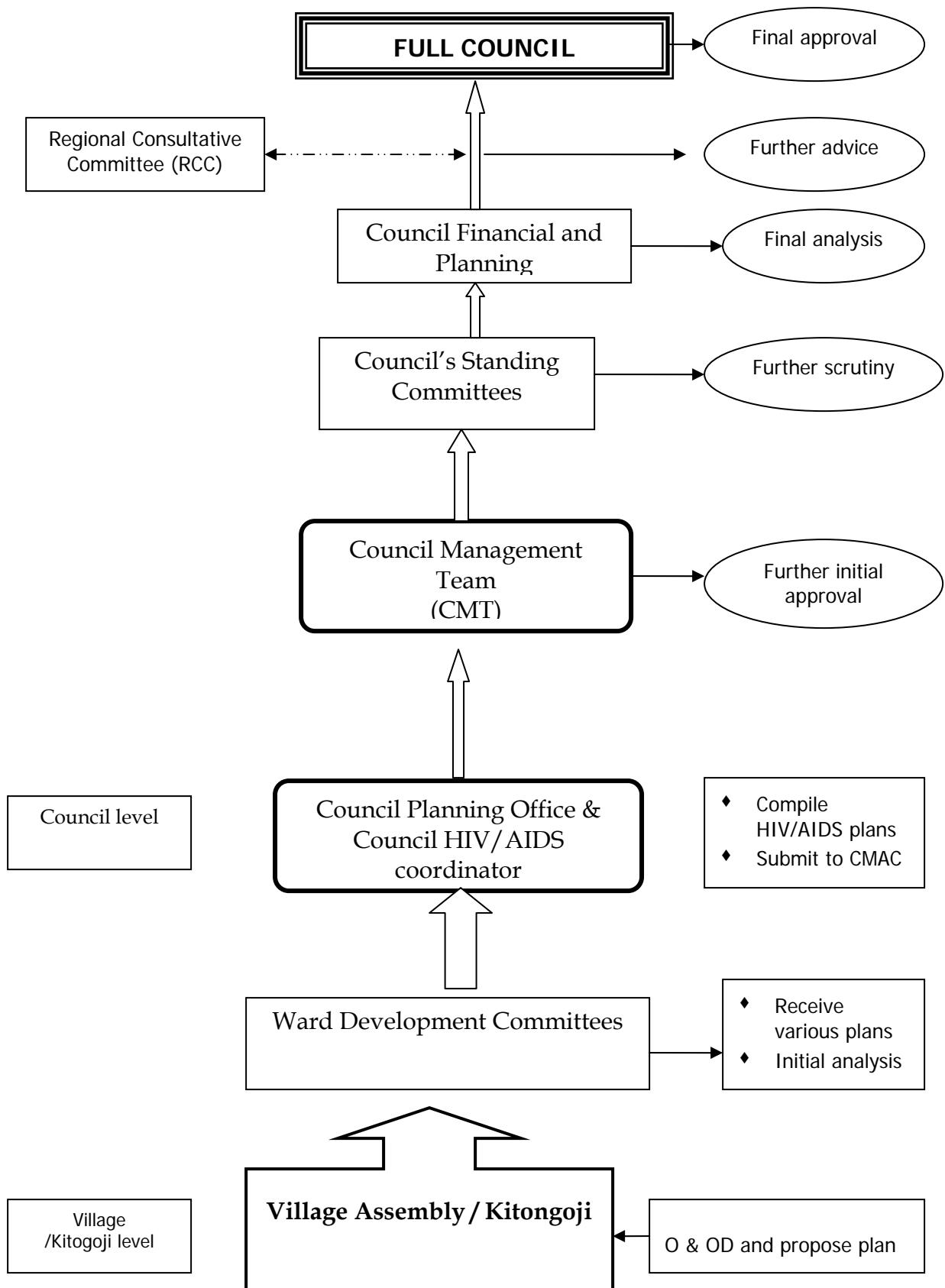
End.

ANNEX 1-STRUCTURE OF LOCAL GOVERNMENT AUTHORITY



Source: Training Manual for HIV/AIDS committees at LGA

Annex 2 Local Government Authorities (LGAs) Planning Process (source: training guide for coordinator)



ANNEX 3 QUESTIONNAIRE- LGA

PART A INTRODUCTION

From Dr. Binagwa Fulgence,

I am conducting a study on ***Partnership between the Local Government Authorities (LGA) and Non-Governmental Organizations (NGOs)***. I request you to set aside about half an hour to fill in the questionnaire enclosed. You do not have to indicate your name, be assured that your responses will not be disclosed.

Regards

PART B BACKGROUND

Where there is a box please use a V sign to indicate your response

Please fill in your;

1. LGA (Council)-----
2. District-----
3. Age in completed years-----
4. Sex:
 Male
 Female
5. Department-----
6. Education (indicate with a V sign the box provided only one response)
 1. Primary education
 2. Secondary school education alone
 3. Secondary school plus College
 4. College and or University education
7. Profession-----
8. Position (Title) in the LGA-----
9. Working duration with current LGA (years) ----- (*if you have worked with current LGA for less than six month, please state which council were you working for?*) -----
10. Is your Council under the Local government reform program?
 No
 Yes , if yes, is it
 Complete
 Incomplete
 If incomplete at what step are you? or describe the step-----

PART C RELATIONSHIP

This section is on the relationship between your Local Government Authority and NGOs,

(Indicate your response with a V sign where the box is provided)

11. By estimation how many NGOs are currently working in your local Government authority?
Number of NGOs -----
Do not know
12. Does your Local Government Authority work with NGOs?
Yes If Yes since when? ----- (state the year)
No
Do not remember
13. Do you have a formal written agreement like Memorandum of Understanding between the LGA and Non Governmental organizations?
Yes
No
14. Does the Local Government Authority invite Non Governmental Organizations during Council planning? (Please put a V sign against your response)

Yes to plan together
Yes, to submit plans (NGOs)
Yes, only to provide some ideas like holding few meetings
LGA does not invite NGOs

For questions 14-17 (Use a scale of 1 to 5 to indicate your response by putting a V sign against your answer- only one response)

15. How satisfied are you with participation (both LGA/NGOs) in the identification of intervention (e.g. health, water, education) needs with the community by the Council
1=Poor;
2=Fair;
3=Satisfactory;
4=Good;
5=Excellent
16. How satisfied are you with **joint resource mobilization** (sharing of human resource, funds, technical assistance and materials) between the LGA/NGOs?
1=Poor;
2=Fair;
3=Satisfactory;
4=Good;
5=Excellent

17. How satisfied are you with **joint supervision** of projects and other community/social services activities (i.e. when you are doing supervision do you go together or even share transport?)

- 1=Poor;
- 2=Fair;
- 3=Satisfactory;
- 4=Good;
- 5=Excellent

18. Overall, how satisfied are you with the quality of working relationship between the LGA (council) and the NGOs.

- 1=Poor;
- 2=Fair;
- 3=Satisfactory;
- 4=Good;
- 5=Excellent

PART D TRUST AND TRANSPARENCY

Part D is on Trust and Transparency between the Local Government Authority and NGOs,
(Indicate your response by V sign against your answer- only one response)

19. Does your LGA make information on financial resources public? (i.e. budget and expenditure to the NGOs)

- 0= Not at all
- 2= Very rare
- 3= Sometimes
- 4= Yes always

20. Do you meet together with NGOs to discuss financial reports?

- 0= Not at all
- 2= Very rare
- 3= Sometimes
- 4= Yes always

21. What were the last year's total annual budget----- and; the actual expenditure?
Please state very briefly the reasons for the deviations if any?

Of this how much was contributed by the NGOs-----(%) Don't know
How much was distributed to the NGOs?-----(%) Don't know

-
-

22. Does the LGA receive financial as well as other reports from NGOs sector?

- 0= Not at all
- 2= Very rare
- 3= Some NGOs provide reports
- 4= Yes always, and as required (as per agreement)

23. Does your LGA provide feedback to NGOs?

- 0= Not at all
- 2= Very rare
- 3= Sometimes
- 4= Yes always, and as required (as per agreement)

24. Please explain how the distribution of basket funds is done?

25. Do you trust what NGOs report to you regarding their funding source and other information?

- 0= I do not trust
- 2= Somehow
- 4= Yes I trust

26. How satisfied are you with the **willingness of the LGA to delegate** activities and resources to NGO sector?

- 1=poor;
- 2=fair;
- 3=satisfactory;
- 4=good;
- 5=excellent

27. Generally how satisfied are you with **transparency between** the LGA and the Non Governmental organization?

- 1=poor;
- 2=fair;
- 3=satisfactory;
- 4=good;
- 5=excellent

28. Generally how satisfied are you with the **trust between** the LGA and the Non Governmental organizations?

- 1=poor;
- 2=fair;
- 3=satisfactory;
- 4=good;
- 5=excellent

PART E COORDINATION MECHANISM

Part E is on Coordination mechanism between the Local Government Authority and NGOs

29. Is there a **coordination mechanism** (like a coordinating body) currently between the Local Government Authority and the Non Governmental Organizations?

Yes

No (If your answer is "no" leave out questions 29-34)

30. If yes what is it?

A committee

A task force

Other Specify-----

31. Please list 3 roles and responsibilities of the above coordinating body if any

a. -----

b. -----

c. -----

32. Please describe the structure of that coordinating body (Chairperson, secretary, members etc)

33. When was it formed? (*Mention the year?*)-----

34. How was it initiated and who initiated it?

35. How often does it meet?

Once monthly

Once quarterly

Once every six months

Once annually

Infrequent (please specify) -----

36. How satisfied are you with coordination mechanism existing in the Council?

1=Poor;

2=Fair;

3=Satisfactory;

4=Good;

5=Excellent

37. How satisfied are you with clarity of roles and responsibilities for LGA visavis NGOs

1=Poor;

2=Fair;

3=Satisfactory;

4=Good;

5=Excellent

PART F ACCOUNTABILITY

Part F is on Accountability of Local Government Authority and NGOs, on various areas

38. How satisfied are you with the proper use of financial as well as other resources by the Local Government Authority?

1=poor;
2=fair;
3=satisfactory;
4=good;
5=excellent

39. How satisfied are you with the proper use of financial as well as other resources by the Non Governmental Organizations?

1=poor;
2=fair;
3=satisfactory;
4=good;
5=excellent

40. How satisfied are you with the willingness of council to delegate activities and resources to the Non Governmental Organizations?

1=poor;
2=fair;
3=satisfactory;
4=good;
5=excellent

41. How satisfied are you with the NGOs accountability (reporting proper use of resources) to the community and other stakeholders?

1=poor;
2=fair;
3=satisfactory;
4=good;
5=excellent

42. How satisfied are you with the Local Government Authority reporting to the community and other stakeholder on use of resources?

1=poor;
2=fair;
3=satisfactory;
4=good;
5=excellent

43. Does the LGA make public audit results to stakeholders after they are given back to the LGA?

- No
Yes- But very rare
Yes- Sometimes
Yes-Always

44. Please indicate what you think is the source of poor accountability if any?

- Bad governance by LGA senior leaders' Bad governance by NGOs leaders
Dishonest and collusion by LGA Dishonest and collusion by NGO
Structure of LGA does not provide room
Policies do not allow
Corruption by NGOs leaders Corruption by LGA leaders
Other specify-----
-

PART G PARTNERSHIP UNDERSTANDING BY LGA/NGO

Part G is on LGA and NGOs Partnership understanding

45. What is partnership? (*Please explain your understanding of Partnership*)

46. Are you in Partnership with Non-Governmental Organization?

- Yes
No

47. If you have partnership between LGA and NGOs please indicate whether your partnership has the following?

- Vision/or mission
Goals/objectives
Results expected be achieved
Joint projects

48. Please list down your key (4 or more) Partners in the LGA

- i. -----
ii. -----
iii. -----
iv. -----

49. Please explain the process you took to start and build Partnership among yourself

50. Do you have guidelines and or policy on how to build Partnership between you and the Non Governmental Organization?

- Yes
- No
- Don't know

51. If yes where did you get (receive) them from?

- Central government
- Developed by LGA
- Developed by both NGO and LGA
- Other (specify) -----

52. What have been the **challenges and lessons** learnt as far as the Partnership between the LGA and the Non Governmental Organizations is concerned?

53. Generally how satisfied are you with the Respect between of LGA to NGOs?

On a scale of 1-5 please indicate your response in the box provided (only one number)

- 1=poor;
2=fair;
3=satisfactory;
4=good;
5=excellent

54. Which agencies meet regularly to plan and co-ordinate services?

55. Which services are done in partnership if any?

56. How often do these fora happen (say to meet and share information, etc.)?

Once monthly

Once quarterly

Once every six months

Once annually

Infrequent (please specify) -----

57. In your opinion what prevents partnership growth between the NGOs/LGA?

58. Please suggest what needs to be done to improve partnership between LGA/NGOs?

Thank you and God bless

ANNEX 4 QUESTIONNAIRE- Non Governmental Organizations

PART A-INTRODUCTION

From Dr. Binagwa Fulgence,

I am conducting a study on *Partnership between the Local Government Authorities (LGA) and Non-Governmental Organizations (NGOs)*. I request you to set aside about half an hour to fill in the questionnaire enclosed. You do not have to indicate your name, be assured that your responses will not be disclosed.

PART B BACKGROUND

Where there is a box please use a V sign to indicate your response

Please fill in your:

1. LGA (Council)-----
2. District-----
3. Age in completed years-----
4. Sex: Male
 Female
5. Department-----
6. Education
 1. Primary education
 2. Secondary school education alone
 3. Secondary school plus College
 4. College and or University education
7. Profession-----
8. Position in the NGO?-----
9. How long have you been working for NGO sector?----- (years)
(if you have worked with NGO for less than 6 months, please state where were you working)
10. Why and when was your NGO formed?

PART C RELATIONSHIP

This section is on the relationship between your and NGOs and Local Government Authority
(Indicate your response with a V sign where the box is provided)

11. Do the NGOs in this area work with Local Government Authority?
- Yes If Yes since when? ----- (state the year)
No
Do not remember

12. Do you have a formal written agreement like Memorandum of Understanding between the LGA and Non Governmental organizations?
- Yes
No

13. Does the Local Government Authority invite Non Governmental Organizations during Council planning?
- Yes to plan together
Yes, to submit plans (NGOs)
Yes, only to provide some ideas like holding few meetings
LGA does not invite NGOs

For questions 13-16 (Use a scale of 1 to 5 to indicate your response by putting a V sign against your answer- only one response)

14. How satisfied are you with participation (both LGA/NGO) in the identification of intervention (e.g. health, water, education) needs with the community by the Council?

1=Poor;
2=Fair;
3=Satisfactory;
4=Good;
5=Excellent

15. How satisfied are you with **joint resource mobilization** (sharing of human resource, funds, technical assistance and materials) between the LGA/NGOs?

1=Poor;
2=Fair;
3=Satisfactory;
4=Good;
5=Excellent

16. How satisfied are you with **joint supervision** of projects and other community/social services activities? (i.e. when you are doing supervision do you go together or even share transport?)

1=Poor;
2=Fair;
3=Satisfactory;
4=Good;
5=Excellent

17. Overall, how satisfied are you with the quality of working relationship between the LGA (council) and the NGOs?

1=Poor;
2=Fair;
3=Satisfactory;
4=Good;
5=Excellent

PART D TRUST AND TRANSPARENCY

Part D is on Trust and Transparency between the Local Government Authority and NGOs,

18. Are you aware whether your LGA make all financial resources public? (i.e. budget and expenditure to the NGOs)

0= Not at all
2= Very rare
3= Sometimes
4= Yes always

19. Do the NGOS meet together with LGA to discuss financial reports?

0= Not at all
2= Very rare
3= Sometimes
4= Yes always

20. Do you submit financial as well as other reports to the LGA?

0= Not at all
2= Very rare
3= Sometimes
4= Yes always, and as required (as per agreement)

21. Do you receive feedback from LGA after you submit the report?

0= Not at all
2= Very rare
3= Sometimes
4= Yes always, and as required (as per agreement)

22. Are you aware on how the distribution of basket funds is done? Yes No

If yes how -----

23. How satisfied are you with the **willingness of the LGA to delegate** activities and resources to NGOs sector?
- 1=poor;
 2=fair;
 3=satisfactory;
 4=good;
 5=excellent
24. Generally how satisfied are you with **transparency between** the LGA and the Non Governmental organizations?
- 1=poor;
 2=fair;
 3=satisfactory;
 4=good;
 5=excellent
25. Generally how satisfied are you with the **trust between** the LGA and the Non Governmental organizations?
- 1=poor;
 2=fair;
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PART E COORDINATION MECHANISM

Part E is on Coordination mechanism between the Local Government Authority and NGOs

26. Is there a **coordination mechanism** (like a coordinating body) currently between the Local Government Authority and the Non Governmental Organizations

Yes
 No

(If your answer is "no" leave out questions 27-32)

27. If yes what is it ?
- A committee
 A task force
 Other specify-----

28. Please list 3 roles and responsibilities of the above coordinating body if any
- a. -----
 b. -----
 c. -----

29. Please describe the structure of that coordinating body (Chairperson, secretary, members etc)

30. When was it formed? (year)-----

31. How was it initiated and who initiated it?

32. How often does it meet?

Once monthly

Once quarterly

Once every six months

Once annually

Infrequent (please specify) -----

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38. How satisfied are you with the Local Government Authority reporting to the community and other stakeholder on use of resources?

1=poor;
2=fair;
3=satisfactory;
4=good;
5=excellent

39. Are you aware that LGA make public **audit results** to stakeholders including NGOs?

No
Yes- But very rare
Yes- Sometimes
Yes-Always

40. Please indicate what you think is the source of poor accountability if any?

Bad governance by LGA senior leaders' Bad governance by NGOs leaders
Dishonest and collusion by LGA Dishonest and collusion by NGO
Structure of LGA does not provide room
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Goals/objectives
Results expected be achieved
Joint projects

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i. -----
ii.-----
iii.-----
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46. Do you have guidelines and or policy on how to build Partnership between you and the Non Governmental Organization?

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No
Don't know

47. If yes where did you get (receive) them from?

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Developed by LGA
Developed by both NGO and LGA
Other (specify) -----

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Infrequent (please specify) -----

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54. Please suggest what needs to be done to improve partnership between LGA/NGOs?

Thank you and God bless