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Foreword

The Journal of Policy and Leadership is published bi-annually (January and June) to advance the study and practice of leadership, policy and public management through publication of articles written by researchers and academicians well informed on the respected fields.

The main purpose of the journal is to bring together a compendium of papers that draw on the Tanzanian and larger African context to advance the science of leadership, policy and public management. By focusing on theory-guided research, we hope to not only stimulate a great integration of leadership, policy and public management but also to propose constructive alternatives and/or future research agendas to guide works in leadership and policy management in Tanzania and Africa.

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Knowledge and Interest: Exploring Households' Participation in School-based TASAF Development Projects in Morogoro Rural District

Stella Malangalila Kinemo¹

Abstract

This study assessed households' participation in the education sub-project co-ordinated by Tanzania Social Action Fund (TASAF) in Morogoro Rural District. Specifically it engaged to measure the levels of households' participation via the use of two typological attributes, namely: knowledge and interests of the household actors in the construction of primary school classrooms. The article is a result of a study that utilized both qualitative and quantitative data from a sample size of 72 households drawn from three villages of Lukulunge, Mbwade and Dakawa Ukutu. Both, structured interview guides were used to collect data from key informants and structured questionnaires were administered to household actors. Data were analysed through the use of descriptive Statistics to assess the levels of households' participation in the attendance of TASAF meetings, contribution of cash, contribution of labour, and involvement in decision making. Results categorises four typological groups of actors with various level of households' participation in TASAF project namely: Dormant Elites, Apathy to TASAF, TASAF Victors, and TASAF Victims as well. However, of all categories, TASAF Victims dominated in the areas, and consequently the study revealed poor levels of households' participation in this TASAF sub-project. The study explains several reasons that account for this and offers recommendations.

Keywords: Knowledge, Interest, Households' Participation, TASAF
Projects

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Introduction

Policy makers in different countries have generally accepted that involvement of local communities will help in solving many problems facing primary education (Rose, 2000). As a means to an end, community participation in education is seen as way to increase resources, improve accountability of schools to the community they serve, ensure a most cost-effective use of resources and importantly be responsive to local needs (Rose, 2003). Literature on participation has identified the following rationales that explain the importance of community participation in education: maximising limited resources, realizing democracy, ensuring sustainability, identifying and addressing real problems, promoting girls education and creating and nourishing community school partnerships. There are areas communities can be involved in education from mobilisation of resources and constructing resources to supporting the development of curriculum and design of policy. Bray (1996) provides the following degrees of participation in education, designing policy curriculum, development, teacher hiring and firing, supervision, payment of teachers, teacher training, text book distribution, certification, building maintenance of classrooms, and mobilising resources. Rose (2003) argues that there are potentially a range of areas in which communities can be involved in education from mobilisation of resources and constructing classrooms, to supporting the development of curriculum and design of policy.

In the education sector, the World Bank has been increasing its focus on participation in a wide range of sectors including education. In the education sector, the World Bank started making extensive efforts to learn about how participation could contribute to improving Banks's education projects. Following an increase in the number of studies that showed close relationship between community participation and the improvement of the education delivery, the World Bank has been exploring ways to integrate communities in education projects. Through the World Bank a wide range of initiatives are undertaken by the government of Tanzania to involve communities in primary education including Tanzania Social Action Fund (TASAF). The Tanzania Social Action Fund (TASAF) is an institution established from an agreement between United Republic of Tanzania and International Development Association (IDA) in August 2000. The general objective of the Tanzania Social Action Fund (TASAF) is to increase and enhance the capacities of communities and other stakeholders to prioritize, implement and manage sustainable development initiatives and in the process improve socio-economic services and opportunities. (TASAF Report, 2001-2002). The government through TASAF has assisted community initiatives projects in

education in districts in Tanzania including Morogoro Rural District. TASAF supported 80% of the total cost of construction of classrooms while communities were expected to contribute 20% of the subproject costs. Despite TASAF efforts to support community participation and resource mobilization for social and economic development at the local level, community participation in primary school sub projects in Morogoro District has been very low compared to other Districts.

The objective of the study was to measure levels of households' participation in the construction of classrooms' in TASAF education project phase 1 in Tanzania taking the case of Morogoro Rural District. The study was guided by the following research questions: What are levels of households' participation in the contribution of cash, contribution of labour, attendance of meetings and decision making? What are the reasons for poor participation of households? The paper is divided into six sections. The first section looks at the background of the problem. The second section focus on the concept of community participation and importance of community participation. The third section points methodology used in this study while fourth section provides findings on the levels and reasons for poor participation in attendance of meetings, contribution of labour, contribution of cash and decision making. The last section concludes by giving key recommendations to the policy.

Literature review

Community Participation in Education

The term participation has different meanings in terms of purpose and form. For instance, parents are encouraged to participate individually in choosing the school for their own children, and they are expected to participate collectively in school development through the work of school governing bodies (Suzuki, 2002). Amaliah (2010) observed that parents actively participate in terms of supplying resources and involvement in school meetings, and have access to financial information. Rudqvist (1991) argues that participation occurs when people are actively involved in the design and long term management of projects, not only in terms of their time and labour, but also through their knowledge of local resources. Community members explain their priorities and identify available skills, resources and appropriate contributions to the project. They share the costs of project by making contributions to both initial and long term running costs. Heneveld and Craig (1996) identify five categories of parent and community support that are relevant to the region: (i) children come to school prepared to learn; (ii) the community provides financial and material support

to the school; (iii) communication between the school, parents, and community is frequent; (iv) community has a meaningful role in school governance; and (v) community members and parents assist with instruction. Ulderfer (1998) sees participation in six forms of passive, contractual, consultative, collaborative, community self-mobilisation and participation among colleagues. According to Uldefer (1998) passive participation is practised when a group of people receive information about something that will occur or has already occurred. The idea for community participation comes from outside the community. The participatory interaction occurs in only one direction from those who have made decisions towards those who must listen. Contractual participation is when community's participation takes place through a formal arrangement. Consultative participation refers to a situation when the initiative to participate comes from outside basing on the desires and needs of the people. The agent from outside defines the problems and solutions. In collaborative participation an agent and community participate in diagnosing the problem till implementation, monitoring and evaluating the initiatives. Participation "among colleagues" emphasises on activities that can increase the abilities of local people. Another form of community participation is called community self-mobilisation whereby the community self-mobilises in the identification of a problem and its solution without the existence of an outside initiative.

Shaeffer (1994) provides different degrees of participation as follows: involvement through the contribution (or extraction) of money, materials, and labour; involvement through 'attendance' (e.g. parents' meetings at school, implying passive acceptance of decisions made by others; involvement through the mere use of a service (such as enrolling children in school or using a primary health care facility); involvement through consultation on a particular issue; participation in the delivery of a service, often as a partner with other actors; participation as implementers of delegated powers; and participation "in real decision-making at every stage," including identification of problems, the study of feasibility, planning, implementation, and evaluation. In this study community participation was used to refer to attendance of meetings, contribution of cash, contribution of labour and involvement in decision-making as propounded by Shaeffer (1994).

Importance of community participation

It is now widely accepted that community participation contributes a lot to the development of projects. Specifically, community participation in education can improve the educational delivery in primary schools. Extensive literature search has identified the importance of community participation in education. Lancaster (2002) points out the importance of community participation as follows: the approach helps the project to be sustainable as communities themselves learn how to adopt and correct changes resulting from the project; partnership or participation helps to protect interest of the people concerned; it enhances dignity and self reliance among people, that is, they are enabled to obtain and do things by themselves; communities become aware of the project implementation as they have a great store of wisdom and skills. They understand their local needs and the nature of their environment better than outsiders; participation makes local people to act as multiplier of new project which they achieve. They can easily transmit the new knowledge they acquired to other communities, thus cause a rapid increase in growth of the new idea; participation promotes a sense of ownership among the community of equipment used in the project, and even projects itself. For example, they will protect and maintain the project through their own means e.g. school buildings; it also enhances empowerment to community members by building their capacity to identify, define, solve and implement various social and economic issues that affect their lives; and participation creates sense and attitude of self reliance; this especially happens when the project developer leaves the project to the indigenous community. Jaglin (1994) points out that community participation in the implementation stage of a project can also reduce costs and provide training and employment. It can also be used as means of exploiting the free labour of beneficiaries.

It is believed that participation ensures success as people get involved when they have a sense of ownership of project and feels that the project meets their needs. This makes them willingly oversee construction and then take care of the facilities to ensure their sustainability (Narayan, 1995). In addition it is suggested that participation can lead to greater community empowerment in the form of strengthened local organisations, a greater sense of pride and the undertaking of new activities (Oakley, 1991). Community participation creates an enabling environment for sustainability by allowing users not only to select the level of services for which they are willing to pay, but also to make choices and commit resources in support of the choices made by the community (Sara and Katz, 1998). Community participation in

project initiation, implementation and management, apart from creating a sense of ownership and responsibility within communities, is an important factor in developing an effective and long-lasting project (Kaliba, 2002). As a means to an end, community participation in education is seen as way to increase resources, improve accountability of schools to the community they serve, ensure the most cost-effective use of resources and importantly be responsive to local needs (Rose, 2003).

Methodology

The study was conducted in Morogoro Rural District in Tanzania mainland. Morogoro Rural District is in the Morogoro region and is bordered to the East by the Pwani region, to the South by the Morogoro Urban District and to the West by the Mvomero District. Administratively the district is divided into 25 wards. The study was conducted in three villages namely: Mbwade, Dakawa Ukutu and Lukulunge. Morogoro Rural District was purposively selected in this study because it failed to complete the construction of classrooms of primary schools as required by the TASAF.

Both qualitative and quantitative data were collected using structured questionnaire, and structured interviews. One set of structured questionnaire was prepared and pretested before being used as main data collection instrument. The structured questionnaire was administered to heads of households. The questionnaire contained questions on the levels heads of household participation in contribution of cash, labour, attendance of TASAF meetings and households' involvement in making decisions regarding implementation of TASAF activities. The use of questionnaire in the data collection helped the researcher to verify and update information from officials and records. The structured interview guides was conducted to the following key informants: District Executive Director (DED), TASAF District Officer (TDO), District Education Officer (DEO), Village Executive Officers (VEO) and Village Chairpersons (VC). Data was obtained on background of TASAF, reasons for uncompleted school buildings and extent of households' contribution of cash, labour, attendance of meetings, and involvement in decision making. The target population was heads of households and comprised of 72 heads of households, four officials of the district, three village chairpersons, three village Executive officers and three heads of hamlets.

Table 1 Sample size of village households

Name of Village	Number of village households (N)	Number of sampled households (n)
Lukulunge	211	15
Dakawa ukutu	435	17
Mbwade	774	40
Total	1420	72

Purposive sampling was used to sample out Morogoro Rural District which was participating in the community development initiatives under TASAF. Out of ten wards four wards were participating in the construction of classrooms. Two wards which were Bwakira chini and Mvuha were sampled purposively as they were the only wards which did not complete the construction of classrooms. Three villages were sampled purposely out of eight in two wards of Bwakira Chini and Mvuha because of non completion of the classrooms construction. The names of the villages were Lukulunge in Mvuha ward, Dakawa Ukutu and Mbwade villages in Bwakira Chini ward. Households were sampled using systematic random sampling from each village register containing the list of all heads of households. Purposive sampling was used to select key informants of the study who were TASAF District Officer (TDO), Village Chairpersons (VC), Village Executive Officers, and heads of sub-villages.

Data Analysis

Quantitative data was analysed using descriptive statistics while qualitative data was analysed using content analysis. Heads of Households were required to participate through contribution of cash and labour, attendance of TASAF meetings and involvement in decision making. The participation variable was measured along those four dimensions. Data on participation dimensions were obtained by asking respondents whether they participated in the contribution of cash, contribution of labour, attendance of meetings and involvement in decision making.. The response for “Yes” was given a score 1 and “no” was given a score of 0. The total score values in the participation dimensions therefore ranged from 0 to 4. Zero means that the respondents did not participate in any of the 4 dimensions of participation. The total score of each respondent was divided by 4 so as to have an index ranging from 0-1. Participation indices of the households in the construction of school were categorized as very poor (participation index score of between 0.00 and less than 0.25), poor (participation index score of between 0.25 and less than 0.5), fair (participation index score of 0.50 to less than 0.75), good (participation index score of between 0.75 and less than 1.0), and very good (participation index score of 1.00).

Results and Discussion

Participation of the villages

An index showing levels of participation by study village is shown in Table 2 from which it is seen that household's participation in the construction of primary school was poor for Dakawa, Ukutu and Lukulunge villages and for Morogoro District as a whole but fair for Mbwade village.

Table 2: Village participation

District/village	Participation index	Remarks
Morogoro (n= 72)	0.49	Poor
• Mbwade	0.53	Fair
• Dakawa Ukutu	0.42	Poor
• Lukulunge	0.48	Poor
Average index	0.48	Poor

Findings were also disaggregated into dimensions of participation that are attendance of meetings, contribution of cash, contribution of labour and involvement in decision-making and percentages were calculated to find out household participation.

Levels of participation

Attendance of Meetings

The heads of household were asked to mention whether they had attended the first TASAF meeting at the village or not. Findings show that 35 (48.6%) of the heads of households attended TASAF meetings conducted at the village level while 37 (51.4%) did not attend. Among those who attended 37 (51.4%) were male and 35 (48.6%) were female. These findings show that less than a half of the households did not attend TASAF meetings. Findings on attendance of meetings in Morogoro District are similar to the research findings of the study conducted in Central District in Zanzibar on TASAF project where few female attended TASAF meetings compared to males (Said, 2006). This finding points to the need for more effort to sensitise women and men on the need for women to attend meetings.

Reasons raised by households for not attending TASAF meetings were: not informed 17 (23.6%); travelled 5 (6.9%); not involved 5 (6.9%); sick 3 (4.2%); no meeting was conducted 2 (2.8%); not available 1 (1.4%); and only CPC members were involved; and 2 (2.8%). Focus Group Discussions (FGDs) with men and women revealed that some villagers were residing very far away from other members of the villages and it was very difficult for them to be informed of meetings. Furthermore, the Village Executive Officers and Village

Chairmen of Lukulunge village responded that in some areas of the village it was very difficult to inform members of villages on TASAF meetings because of the heavy rains and floods at that time. Reasons raised by households for not attending TASAF meetings could be categorised into climatic reasons and lack of communication due to long distances resulting from geographical expanse of villages. This implies that geographical area of the village inhibited effective participation of households in attending meetings.

Households Contribution of Cash

Findings revealed that 67 (93.1%) of heads of household did not contribute cash while only 3 (4.2%) contributed cash and 2 (2.8%) did not respond. Discussions with FGDs of men, FGDs of women, and CPC members revealed that respondents did not have cash. Interviews with village leaders i.e. village chairperson, village executive officers and leaders of sub villages revealed that, cash was contributed by the village through village government fund in order to open a bank account for TASAF activities. Probably poverty and famine was one of the factors which contributed to non contribution of cash.

Contribution of Labour

Finding revealed that 66 (91.7%) of the heads of household contributed labour in the construction of buildings while 6 (8.3%) did not. Of those who contributed labour, 37 (51.5%) were female and 35 (48.5%) were male. These findings suggest that more females contributed labour than males however the difference was slight. This finding corresponds to the findings of Kagenzi (2002) in Kibaigwa Tanzania on the role of participation as a core element of good governance in rural projects. The study found that women were the major contributors of labour than men. The high percentages of females making labour contributions are a result of the way in which participatory process is set in existing social structures and the way society categorizes activities for females and males. In these villages it was found that fetching water, collecting stones and sand was mostly the role of females. Labour contributed was in the form of making bricks, fetching water, collecting sand and stones and sending them to the construction site, digging foundation, and quarrying.

Participation in decision-making

Participation in decision-making was analysed at the village assembly level where villagers were required to decide problem to be funded by TASAF. Data from FGDs and TASAF reports revealed that households through village assembly decided which problems among the problems prioritized by them should be funded by TASAF.

Findings show that 38 (52.8%) heads of household participated in deciding that a primary school should be built while 34 (47.2%) did not. This indicates that almost a half of the households did not participate in deciding which project should be funded by TASAF. The findings show that percentage of households actively participating in decision making was less. It was further revealed that equal number of females and males participated in deciding which project should be implemented 38 (52.8%). Results obtained are contrary to other findings which showed that women do not participate in decision-making processes (Mbughuni, 1994; Matshlanga, 1998). This study has shown that women as well as men participated in decision-making, but in varying degrees. These finding imply that in some localities it is not only women who do not participate effectively in the decision-making processes but also men do portray the same behaviour. When asked as to why they did not participate in deciding whether primary school building should be built or not the following reasons were given: not informed 13 (18.1); travelled six (8.3%); all decisions being made by CPC 4(5.6%); being sick 4 (5.6%); and just decided not to participate 1 (1.4%).

Conclusion and Policy Implications

Households heads' participation in the TASAF project, results show that there was variation in households' contribution of cash, contribution of labour, attendance of TASAF meetings and involvement in decision-making. It was also found that there was variation among men and women in the contribution of cash, labour, attendance of TASAF meetings and involvement in decision-making. While it was males who participated more in attendance of meetings, contribution of labour was mostly made by females. A higher proportion of household heads did not contribute cash and almost half of the heads of household did not participate in decision-making. Reasons for non participation were mostly related to sickness, personal commitments, famine, and remoteness of households, rains, floods and lack of cash. Furthermore, it is concluded that despite the fact that community participation is seen as away to improve accountability of schools to the community there are social factors, weather, hunger and lack of income which influence the outcomes of effective participation.

Recommendations

It is recommended that village leaders and other stakeholders need to exert more effort to sensitize heads of household to participate actively in the TASAF project and others. Other recommendations include; the need to consider weather condition before embarking to participatory projects, sensitizing the few villagers who are in the remote areas to shift to the villages which are not in remote areas. Further there is need to use other forms of participation than contribution of cash since some of the households cannot afford.

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