

**INSTITUTIONAL FACTORS CONTRIBUTING TO  
INEFFECTIVE MONITORING AND EVALUATION OF PUBLIC  
PROJECTS IMPLEMENTED BY MUNICIPAL OFFICIALS IN  
KINONDONI DISTRICT, TANZANIA**

**INSTITUTIONAL FACTORS CONTRIBUTING TO  
INEFFECTIVE MONITORING AND EVALUATION OF PUBLIC  
PROJECTS IMPLEMENTED BY MUNICIPAL OFFICIALS IN  
KINONDONI DISTRICT, TANZANIA**

**By  
Nashon Joel**

**A Dissertation Submitted in Partial Fulfillment of the Requirements  
for the Degree of Master of Science in Development Policy (MSc. DP)  
of Mzumbe University**

**2018**

## CERTIFICATION

We, the undersigned, certify that we have read and hereby recommend for acceptance by the Mzumbe University, a dissertation titled **Institutional Factors Contributing to Ineffective Monitoring and Evaluation of Public Projects Implemented by Municipal Officials in Kinondoni District**, in partial fulfillment of the requirements of the degree of Master of Science in Development Policy of Mzumbe University.

---

Major Supervisor

---

Internal Examiner

Accepted for the Board of the Institute of Development Studies

---

DIRECTOR, INSTITUTE OF DEVELOPMENT STUDIES

**DECLARATION**

**AND**

**COPYRIGHT**

I, Nashon Joel, declare that this dissertation is my own original work and that it has not been presented and will not be presented to any other university for a similar or any other degree award.

**Signature** \_\_\_\_\_

**Date** \_\_\_\_\_

©

This dissertation is a copyright material protected under the Berne Convention, the Copyright Act of 1999 and other international and national enactments, in that behalf, on intellectual property. It may not be reproduced by any means in full or in part, except for short extracts in fair dealings, for research or private study, critical scholarly review or discourse with an acknowledgment, without the written permission of Mzumbe University, on behalf of the author.

## **ACKNOWLEDGEMENT**

I am grateful to the Almighty God for the strength and blessings that He granted me to keep on moving with my studies. It is by His grace that I was capable of moving this far. I am thankful to everyone who made it actually possible for me to complete this study. I am appreciate the role played by my employees for allowing me the opportunity to go for further studies. I am grateful as well to my family for their encouragement and endless support during the whole period of my study.

To my supervisor Dr. Dominick Muya for reading and re-reading my work and for shaping me into a better academician through constructive guidelines and comments, thank you! I am also grateful to my tutors in the Institute of development studies of Mzumbe University. Special appreciations to Madame Lulu, the head of the department. I also would like to thank my classmates (Master of Science in Development Policy) for the good cooperation that brought me so much success.

Lastly, I am always indebted to my fellow students and friends who advised me, worked with me as a team especially through our academic discussions. I am also grateful to the respondents of this study from the head office of the Kinondoni Municipality who were ready to spend their precious time to provide me with the key information that enabled the completion of this work to be a possibility. Special thanks to my colleagues at work and all those who, in one way or another, contributed to the completion of my study.

## **DEDICATION**

To my lovely daughter Avilla Nashon Makundi. I will always love you!

## **ACRONYMS AND ABBREVIATIONS**

CBOs	Community Based Organizations
CSOs	Civil Society Organizations
FYDP I	Tanzania's Five Year Development Plan 2011-2016
FYDP II	Tanzania's Five Year Development Plan 2016-2021
IDA	International Development Association
KMR	Kinondoni Municipal Report (2017)
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MFP	Ministry of Finance and Planning
NGOs	Non-Governmental Organizations
OECD	Organization for Economic Cooperation and Development
TI	Transparency International
TNNC	Tanzania National NGOs Coordination
UNDP	United Nations Development Programme
URT	United Republic of Tanzania
USAID	United Nations Agency for International Development
WB	World Bank
WTO	World Trade Organization

## **ABSTRACT**

Effective and efficient Monitoring and Evaluation (M&E) is a necessity for the successful realization of the objectives of the municipal projects. Despite the recognition of the importance of M&E in enhancing the realization of expected project outcomes, quite often municipal official in most LGAs fail to meet their potentials in monitoring public social projects for unknown reasons. This study explores institutional factors contributing to ineffective monitoring of public projects implemented by municipal officials in Kinondoni District. The study employed a descriptive, case research design. A mixed research approach was adopted in which qualitative data feature more than quantitative ones. The tools for data collection included interviews, questionnaires as well as documentary reviews. Both, probability and non-probability techniques were utilised towards selecting a sample size of 120 officials from all the 12 departments and 4 sections of the Kinondoni Municipality. While thematic analysis was utilised in analysing qualitative data, descriptive analysis was employed towards analysis of quantitative data using measures of central tendency such as mean and standard deviation through a Software Package for Social Science (SPSS) version 20, and presented by using tables and figures.

In the light of the study findings, the study revealed that municipal officials were knowledgeable and had capabilities of conducting M&E practices. However; due to various factors such as unavailability of resources, socio cultural factors, poor means of effecting strategies, as well as low perceived self efficacy towards meeting targets, their capabilities were constrained. Based on the findings, the study concludes that both, individual and institutional factors contribute significantly in execution of M&E activities at the municipal level. However, institutional factors surpass the individual factors. Notably, regulative factor was a leading institutional factor compared to others in limiting the capabilities of municipal officials in undertaking M&E. The study ends by recommending several regulative and cognitive measures to enhance effective engagement of municipal officials in undertaking M&E. Among others include institutionalization of M&E framework and establishment of legal framework for effective and efficient execution of M&E practices. Further, it calls for review of Local Government Reform Programme of 1998 to address institutionalization of M&E framework and establishment of legal framework for effective and efficient execution of M&E practices.

## TABLE OF CONTENTS

CERTIFICATION .....	i
DECLARATION .....	ii
COPYRIGHT .....	ii
ACKNOWLEDGEMENT .....	iii
DEDICATION .....	iv
ACRONYMS AND ABBREVIATIONS .....	v
ABSTRACT.....	vi
LIST OF TABLES .....	x
LIST OF FIGURES .....	xi
<b>CHAPTER ONE .....</b>	<b>1</b>
<b>PROBLEM SETTING.....</b>	<b>1</b>
1.1 Introduction.....	1
1.2 Background to the Problem.....	1
1.3 Statement of the Problem.....	6
1.4 Research Objectives .....	7
1.4.1 The General Objective .....	7
1.4.2 The Specific Objectives .....	7
1.5 Research Questions .....	8
1.6 The Significance of the Study .....	8
1.6.3 Contribution to the Stakeholders at the level of Municipal Council.....	8
1.7 De-limitation of the Study.....	9
1.8 Limitations of the Study.....	10
1.9 Organisation of the dissertation .....	11
<b>CHAPTER TWO .....</b>	<b>12</b>
<b>LITERATURE REVIEW.....</b>	<b>12</b>
2.1 Introduction .....	12
2.2 Theoretical Literature Review.....	12
2.2.1 Monitoring .....	13
2.2.2 Evaluation .....	14

2.2.3 Public Institutions .....	15
2.2.4 An Overview of Monitoring and Evaluation in Local Government Projects ...	16
2.2.5 The Importance of Monitoring and Evaluation.....	17
2.2.6 Requirements for an Effective and Efficient Monitoring and Evaluation .....	18
2.2.7 Knowledge and Skills of Public Officials on M&E.....	18
2.2.8 Engagement of Public Officials in M&E .....	19
2.2.9 Capabilities of Public Officials in undertaking M&E.....	20
2.2.10 Theoretical Framework of the Study.....	21
2.3 A Critical Review of Empirical Studies related to the Study Objectives .....	23
2.4 The Conceptual Framework of the Study .....	27
2.5 The Synthesis and Knowledge Gap .....	28
2.6 Summary of Chapter Two .....	28
<b>CHAPTER THREE</b> .....	<b>29</b>
<b>RESEARCH METHODOLOGY</b> .....	<b>29</b>
<b>3.1 Introduction</b> .....	<b>29</b>
3.2 Research Design.....	29
3.3 Research Approach .....	30
3.4 The Study Area .....	31
3.5 The Study's Population.....	32
3.6 Sample and Sampling Technique.....	32
3.6.1 Sample Size.....	32
3.6.2 Sampling Techniques .....	33
3.7 Data Collection.....	34
3.7.1 Data types.....	34
3.7.2 Data collection methods.....	34
3.7.3 Administration .....	35
3.7.4 Documentary Reviews .....	36
3.8 Data Processing and Analysis .....	36
3.9 Research Ethics .....	37
3.10 Summary of Chapter Three .....	37

<b>CHAPTER FOUR</b> .....	39
<b>DATA PRESENTATION, ANALYSIS AND DISCUSSION</b> .....	39
4.1 Introduction .....	39
4.2 Socio-demographic Characteristics of Respondents .....	40
4.2.1 Gender .....	41
4.2.2 Respondents’ Distribution according to Age .....	42
4.2.3 Education level.....	43
4.2.4 Respondents’ Distribution according to Occupation .....	44
4.3 The Level of Knowledge and Municipal Officials’ Engagement in M&E.....	44
4.4 Capabilities in of Undertaking M&E of Public Development Projects .....	48
4.4.1 Individual Capabilities in undertaking Monitoring and Evaluation.....	51
4.4.2 Institutional Capabilities in undertaking Monitoring and Evaluation.....	51
4.5 Factors Limiting Municipal Officials’ Execution of M&E.....	52
4.6 Measures for effective undertaking of M&E in LGAs .....	54
4.6.1 Measures at the Individual Level .....	55
4.6.2 Measures at the Institutional Level .....	56
4.7 Summary of Chapter Four.....	58
<b>CHAPTER FIVE</b> .....	59
<b>SUMMARY OF FINDINGS, RECOMMENDATIONS AND CONCLUSION</b> .....	59
5.1 Introduction .....	59
5.2 Summary of the Findings .....	59
5.2.1 Knowledge of municipal officials’ on undertaking M&E .....	59
5.2.2 Capabilities of municipal officials’ on undertaking M&E.....	60
5.2.3 Institutional factors in LGAs that limit the utilization of M&E.....	61
5.2.4 Institutional measures for effective utilization of M&E .....	61
5.3 Conclusion .....	62
5.4 Policy Implications .....	63
5.5 Recommendations of the Study .....	63
5.5 Recommendations for Further Studies.....	64
<b>REFERENCES</b> .....	65

## **LIST OF TABLES**

Table 3.1: Selection of a Study Sample .....	33
Table 4.1: Socio-Demographic Characteristics of Respondents (N=100) ..	40
Table 4.2: Currently Running Public Development Projects.....	50
Table 4.3: Challenges of Monitoring and Evaluation at the Municipal Level.....	52
Table 4.4: Summary of Proposed Measures to Rectify the Challenges of M&E .....	55

## **LIST OF FIGURES**

Figure 2.1: Conceptual Framework of the Study .....	27
Figure 4.1: Knowledge on M&E among Municipal Officials .....	45
Figure 4.2: Views on Efficiency and Effectiveness of M&E At Municipal level .....	47
Figure 4.3: Central Government Impact on Municipal Projects and M&E .....	52

## CHAPTER ONE

### PROBLEM SETTING

#### 1.1 Introduction

The increased trend of poor performance of public projects in Tanzanian Local Government Authorities (LGAs) has been a recurring decimal since the adoption of Tanzania's local government reforms of 1998. From general observations and existing grounded literature, poor performance of public project *sinter alia* has something to do with the ineffective utilization of Monitoring and Evaluation (M&E) public institutions. This study explored institutional factors contributing to ineffective monitoring and evaluation of public projects implemented by municipal officials in Kinondoni district. The chapter presents the background to the problem, the statement of the problem, the objectives of the study, the research questions, and the significance of the study and the scope of the study.

#### 1.2 Background to the Problem

The potential role that Monitoring and Evaluation (M&E) play in a number of development discourses has been recognized internationally as well as in Africa. M&E, whether conducted by an internal or external organ supports decision-making in the design of government policies and government plan (Mackay, 2000) it facilitates meeting outcomes of the development of projects/programmes (Rossi et al 2003). It also offers an evidence-based policy making (Bamberger, 2008; Kusek, and Rist, 2002); promoting good governance as well as enhancing knowledge production and learning by analyzing about what works and does not work in a given intervention (Rossi, et al 2003 and Stufflebeam, 2002). Also the use of M&E improves the performance of institutions, programmes and projects (Mackay, 2007; Hatry, 1999), and M&E information can also result in improved resource allocation through having better information on the outcomes of expenditure in local governance (Roche, 1999).

Despite various benefits emerging from the utilization of Monitoring and Evaluation (M&E) of projects/programs, quite often municipal officials in most LGAs fail to meet their potentials in monitoring public social projects. Indeed, there are various grounded literature drawn from the countries of the Global North which demonstrate ineffective utilization of Monitoring and Evaluation in public institutions especially those located at the devcentralised level (Rossi and Freeman, 2003; Valadez, 1994). It has also been observed through an (Interview with Kinondoni Municipal officials, January 2018) that most projects or programs run by Municipal officials in Kinondoni District fail to realize their intended objectives and end up having little or no impact because unclear reasons. This raises a need for investigation.

At the conceptual level, the term monitoring is not synonymous to evaluation. While Valadez(1994) conceives monitoring as continuous, internal management activity, whose purpose is to assure that a project achieves its defined objectives within a prescribed time frame and budget, Rossi and Freeman,2003) defines evaluation as an internal and or external management activity undertaken periodically to assess several issues such as: the overall appropriateness of a policy, programme or project's design; the implementation methods in achieving both specified objectives and more general development objectives as well as effects of the policy and its project, both intended and unintended.

Basically, monitoring is also regarded as a continuous evaluation process (Rossi and Freeman, 2003). Its purpose is give feedback regularly to the management on progress of the project implementation and the problems faced during the implementation so that corrective measures can be taken timely (Valadez, 1994). In the words of (Mackey, 2007) to monitor is to track implementation of either policies or programs or strategic plan or project in a routine basis, and observing how the values of different indicators against stated goals and targets change over time. In this study, I assessed institutional factors that contribute towards monitoring of public projects executed by municipal officials.

History of the evolution and growth of M&E in Tanzania's development begin in 1970s. It started as a project-based common practice aimed to provide the management with the timely feedback and give warning whether the project is on track or not. Its focus of interest was on the monitoring of inputs and outputs largely extracted from administrative records. In 1980s, M&E expanded horizons, and shifted the focus from the "project" to Sector Wide Approaches (SWAPs). As such, monitoring and evaluation become functions of sectoral ministries and appropriate M&E units established at the Ministry level. It is at this era whereby results-based management gains popularity. This was exacerbated by a shift in emphasis from the monitoring of inputs and outputs to the measurement of "results" –a much more difficult task involving collection of data from the beneficiaries themselves. (Mackey, 2007)

This transition called on a much wider range of data tools and sources, including surveys and beneficiary interviews. It also triggered a high level of expertise and training from those established M&E units of sector ministries. Unfortunately, most of the established statistical offices responsible for M&E were under-resourced, lacked adaptability, and failed to rise adequately to the challenge. Whilst their data could make a contribution to the monitoring and evaluation of the overall performance of national and sectoral development programmes, they were generally not specific enough to be helpful in measuring the outcome of focused sectoral development interventions. (Valadez, 1994)

Furthermore, in 1990s, there was an arrival of poverty monitoring. Due to the growing concern about the issue of poverty, a new branch of monitoring activity was required. Essentially, this was built around the tracking of living standards with a view to anticipating the individuals growth as a result of macroeconomic policy. Only the National Statistics Office had the capacity to undertake such large-scale national household surveys, but even then in most cases they did not have the capacity to analyse them. This necessitated establishment of national Poverty Monitoring Units (PMU) and separate from other monitoring and evaluation

capacity-building efforts. Further to this, was the initiative towards building National M&E Capacity in 2000s for monitoring Poverty Reduction Strategies. (Mackey, 2007)

At policy level, the structures known as Local Government Authorities (LGAs) in Tanzania came into being through establishment by the Local Government Reform Programme (LGRP, 1998). LGAs have a wide range of responsibilities including the provision of essential services and good governance for the citizens of their locality. According to Mawhood (1983) “the colonial powers introduced LGAs on the Tanzania’s mainland shortly before independence in 1961. By the Early 1970s, however, these had been abolished by a newly independent Tanzania’s government due to the existence of political, economic, as well as geographical disparities between the poorer and richer councils that seen not help build a nation. Instead, they were left in the hands of regional administration chaired by presidentially appointed regional commissioners who became the overseers of decentralized public service delivery”. Further, LGAs were re-introduced in Tanzania in 1982 but did not play substantial role in local service delivery which remained primarily in the hands of regional administration (Tidemand and Msami, 2010). As such, the re-establishment of Tanzania’s Local Government Reform Programme (LGRP) in 1998 opens door for a critical analysis of institutional factors in LGAs that contribute to ineffective monitoring. (Tidemand and Msami, 2010).

Within the perspective of institutionalization of M&E, Tanzania recognizes the fact that building Monitoring and Evaluation (M&E) systems helps strengthen governance in countries by improving transparency, by strengthening accountability relationships, and by building a performance culture within governments to support better policymaking, budget decision making, and management. Since 1990s, various efforts have been made by the Governments of Tanzania at various levels such as national, regional and local level to improve the performance of the public projects through institutionalizing M&E. According to the MFP in Tanzania, the Five Year Development Plan 2011-2016 (FYDP I) stipulates that Institutional reforms for effective implementation of M&E (MFP, 2016). Besides those

achievements, the country lacks an intergrated Policy Framework for the Government-wide Monitoring and Evaluation System (GWM&E).However, within the Tanzania's LGAs, M&E is considered as an important element for the sustainability of development projects and plans. (Tidemand and Msami, 2010).

Currently, there are different M&E systems established at the local government level which are supervised by the ICT unit and coordinated via a connected central server in the PO-RALG, Dodoma. Among others include: Local Government Revenue Collection Information System (LGRCIS); Human Capital Management Information System (HCMIS); Integrated Financial Management Information System (IFMIS); Primary Records Manager (PReM); Basic Education Management Information System (BEMIS);Procurement Management Information System (PMIS); as well as Water Management Information System (WMIS); as well as Agriculture Routine Data System (ARDS). Others include: the District Road Management System (DROMAS) is coordinated by TARURA; Integrated Land Management System (ILMIS); and Go THOMIS.

There is no "best" model of what a local government M&E system should look like. Much depends on which of the several potential uses of M&E information constitute the main reasons for building such a system. Indeed, there are various M&E systems established in Tanzania's LGAs. Despite institutionalization of M&E in various Tanzania's LGAs, yet little impacts have been realized in public projects implemented by municipal officials. In Kinondoni Municipality, for example, over the past three years (2015-2017) at various times, there have been rises of complaints from the public (demand side) with regard to performance of public projects towards meeting people's expectations through various media. This study explores the supply side of the problem, by exploring views, experiences and insights from Municipal officials responsible for the implementation of those social projects. Since for both, M&E to be efficient and effective, there must be information system tied into either the policy or project cycle, the study examines whether during preparation of either a municipal policy or project, officials responsible are vested with knowledge to clarify policy or project goal, objectives,

indicators of attainment of the objectives, inputs, activities, outputs, as well as means of ascertaining the indicators. Apart from it, the study further examines the capabilities of municipal officials to undertake M&E as well as institutional factors (regulative, cognitive and normative) that limit their capabilities in undertaking M&E.

### **1.3 Statement of the Problem**

The increased trend of poor performance of public projects in Tanzanian Local Government Authorities (LGAs) has been a recurring decimal since the adoption of Tanzania's local government reforms of 1998. The institutionalisation of Monitoring and Evaluation (M&E) systems in LGAs was expected would enhance the realization of the objectives of the development projects in local government level. However, it has never been the case. From the literatures grounded from the countries of the North, M&E supports decision-making in the design of government policies, plan and projects (Mackay, 2007); it facilitates meeting outcomes of the development of projects/programmes (Rossi and Freeman, 1993; It also offers an evidence-based policy making (Kusek, and Rist, 2002); promoting good governance as well as enhancing knowledge production and learning by analyzing about what works and does not work in a given intervention (Rossi et al, 2003).

Despite those potentials that M&E offer, general observations show that poor performance of public projects in Kinondoni municipality *inter alia* has something to do with the ineffective utilization of Monitoring and Evaluation (M&E) by municipal officials. The glaring example of the ineffectiveness of municipal officials at various levels is seemingly evidenced in media coverage headed by Dar es salaam Regional Commissioner Decisions to enhance accountability of public officials in the region (Media clips, ITV and TBC in Dar es Salaam, 2018).

This observation raised issues for investigation. What are the institutional factors from Kinondoni Municipality that contribute to ineffective monitoring and evaluation of public projects implemented by municipal officials in Kinondoni district? This is the gap filled by the study. While several factors that contribute to

the effectiveness of the M&E practices in Tanzania have been researched, little is known on the municipal officials knowledge and skills on M&E, their capacities in M&E, as well as institutional factors (regulative, cognitive and normative) that limit their capabilities in undertaking M&E. The study strived to fill that body of knowledge in Kinondoni Municipality.

## **1.4 Research Objectives**

### **1.4.1 The General Objective**

The study explored institutional factors contributing to ineffective Implementation of Monitoring and Evaluation of public projects by municipal officials' in Kinondoni District, Dar es Salaam.

### **1.4.2 The Specific Objectives**

Specifically, this study sought to:

- a) Assess the extent to which the level of cognitive (knowledge) that is cognitive factors of municipal officials' contribute towards Monitoring and Evaluation of Municipal projects in the study area,
- b) Examine the extent to which municipal officials are capable of undertaking Monitoring and Evaluation (M&E) of public projects in Kinondoni Municipality,
- c) Find out the leading institutional factor among (regulative, cognitive and normative) structures of local government that limit the capabilities of municipal officials in undertaking M&E of public projects in the study area,
- d) To assess the regulative and cognitive measures to enhance effective engagement of municipal officials in undertaking M&E of public projects in the study area?

## **1.5 Research Questions**

The study was guided by the following research questions:

- a) What is the level of knowledge of municipal officials towards conducting Monitoring and Evaluation of public projects in Kinondoni Municipality?
- b) To what extent are municipal officials capable of undertaking Monitoring and Evaluation of public projects in Kinondoni Municipality?
- c) What is the leading institutional factor among (regulative, cognitive and normative) structures of local government that limit the capabilities of municipal officials in undertaking M&E of public projects in the study area,
- d) What are the regulative and cognitive measures to enhance effective engagement of municipal officials in undertaking M&E of public projects in the study area.

## **1.6 The Significance of the Study**

By and large, the significance of a study demands us to explain what new knowledge or developments are the research objectives/questions of one's study going to generate. This study has both the theoretical and practical significances that have been categorized as: contribution to the body of knowledge; call for a review of Local Government Reform Programme (LGRP); and informing the stakeholders of Tanzania's local government on lesson learnt from M&E execution in Kinondoni Municipality.

### **1.6.3 Contribution to the Stakeholders at the level of Municipal Council**

Stakeholders from both, the supply and demand lens of the problem related to the increased trend of poor performance of public projects in LGAs due to ineffective utilization of Monitoring and Evaluation (M&E) by municipal officials will be informed. Thusly, the study has contributed by empowering municipal officials on strategies for improving the process of undertaking M&E at the council level, thereby improving quality and outcomes of public development objectives.

## **1.7 De-limitation of the Study**

Basically, the delimitation of this study revolves around four issues. These are: the coverage area where the study was undertaken, the methodological issues such as research design utilised, sampling and sample size, the theory that informs the study, as well as the time de-limited towards generating the study's findings. In terms of the coverage area, this study delimited itself in Kinondoni District Municipal Council (KDMC). Kinondoni is one among the five municipalities in Dar es Salaam. The other four being, Ilala, Temeke, and the recently established Ubungo and Kigamboni.

Kinondoni Municipality was selected because it is one of the geographically largest and administratively oldest municipalities in Dar es Salaam region. The KDMC is located in the Tanzania's largest seaport and gateway to East and Central Africa. Dar es Salaam being the biggest major business centre in Tanzania with a high population of people, and KDMC being geographically largest and administratively oldest municipalities in Dar es Salaam region provides a good ground for conducting this study. Since the purchasing power of residents from municipal activities was also high, it thusly contributes to the need for searching institutional factors contributing to ineffective monitoring and evaluation of public projects implemented by municipal officials in Kinondoni district.

Generally and administratively, the municipal council provides services as the police, fire protection and civil status register. Other services provided include pre-school, primary, secondary, and vocational and technical education. The municipal also provides social welfare services including family welfare, welfare homes and social security. There are also projects on public health including hospitals and health protection. The municipal also provides housing and town planning services, projects associated to transport and roads, environment and public sanitation, culture, leisure and sports and such utilities as water supply (URT, 2015). As such, it was easily to measure the institutional factors contributing to ineffective monitoring and evaluation in the study area.

Also, the scope of the study is coined by methodological issues, the generated study's findings are in consonance with the utilized with a case study design. Its essence was to explore the case of public project execution in LGAs. Moreover, the generated study's findings are confined with a sample size of 100 study participants sampled through utilizing both, probability and non-probability sampling techniques. More importantly, the generated study's finding revolves around the years 2017 and 2018 when data for this study were conducted.

Also, the scope of the study revolved around the institutional theory. Institutional theory asserts that the behaviors of people in an institution are governed by institutional constructs (regulative, cognitive as well as normative domains). Consequently, this study explored how regulative (established rules and regulations), cognitive (participants level of knowledge) and normative (values, morals and social obligations) structures of institution called local government limit the pursuit of effective monitoring and evaluation of public projects implemented by municipal officials in Kinondoni district.

### **1.8 Limitations of the Study**

The data collection process faced four main limitations. These were: Openness and transparency of the study participants; time for data collection; as well as co-operation from respondents.

Openness and transparency of respondents: Some of the public officials were reluctant to respond to questions that required them to indicate the financial resources planned and utilized for conducting M&E of public projects. This reluctance was caused by unfounded fear of being investigated as suspects for divulging things they would not like to expose to third parties or simply for fear of losing the much needed employment after disclosing what they feared were institutional secrets. Measures to overcome this problem included counter checking the information with other respondents in the same department/section and through observation. Also, the researcher tried as much as possible to reduce any possible mistrust by creating rapport with the study participants.

Time: It was difficult for most respondents from those departments and sections of Kinondoni Municipal Council to honour their appointments because of other competing work responsibilities. Therefore, most of the interviews were rescheduled to their convenient time.

Support and co-operation from respondents: During data collection a few municipal officials declined to participate in the study because they mistakenly believed that the research was investigating issues concerning their performance towards governing public resources. In this case, they feared they could be implicated in the municipal administration. To mitigate this problem, more time was spent to sensitise study participants on the nature and purpose of the study.

### **1.9 Organisation of the dissertation**

Chapter One introduces the study. It provides a general background to the study, a statement of the problem, objectives of the study, research questions, significance, delimitation as well as limitations of the study. Chapter two explicates a review of the relevant literature linked to institutional factors contributing to ineffective Implementation of Monitoring and Evaluation of public projects. The overriding essence is to create a new understanding from the theoretical debates and empirical literature reviewed. Theoretical literature reviewed offers a historical overview of institutional factors contributing to ineffective Implementation of Monitoring and Evaluation of public projects. It also discusses institutional theory linked with the study objectives. Apart from the theoretical literature, the empirical literature critically analyses and synthesizes various studies linked with the study objectives.

While Chapter Three provides the methodology used to pre-empt the unknown, Chapter Four presents analyses and discusses the findings on: institutional factors contributing to ineffective Implementation of Monitoring and Evaluation of public projects. Chapter Five summarizes the key findings, conclusions, and recommendations of the study in addition to suggestions for further studies in this subject area.

## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.1 Introduction**

As noted earlier, little information is known about institutional factors that contribute to the ineffective implementation of Monitoring and Evaluation (M&E) of public projects in local government in natural settings. The chapter explored both published and unpublished academic works from books, journals, articles, theses, reliable internet sources, to mention a few. This chapter provides both, the theoretical and empirical literatures in line with the study's objectives. Sub-section 2.2 presents the theoretical perspectives of the study, sub section 2.3 critically analyses the empirical literatures drawn in line with the study's objectives, and the last part, sub section 2.4 provides a summary of the chapter which centers at filling the knowledge gap by the study.

#### **2.2 Theoretical Literature Review**

The theoretical perspectives of the study review definitions of key terms and concepts used by the study. Among the terms include: Monitoring; evaluation as well as institutions. Further, it provides an overview of the problem related to institutional factors contributing to ineffective implementation of Monitoring and Evaluation of public projects. It also provides a survey of issues related to the objectives of the study which were: Identify the level of knowledge (cognitive factors) of municipal officials' about Monitoring and Evaluation (M&E); examine the extent to which municipal officials are capable of undertaking M&E; find out the leading institutional factor among (regulative, cognitive and normative) structures of local government that limit the capabilities of municipal officials in

undertaking M&E; as well as assess the regulative and cognitive measures to enhance effective undertaking M&E. Apart from it, the section also describes the theoretical framework that informs the study. Lastly, the section reviews various issues related to effective implementation of Monitoring and Evaluation of public projects in local governments.

### **2.2.1 Monitoring**

This is a continuous internal management activity whose purpose is to ensure that a project achieves its defined objectives within a prescribed time frame and budget, and gives feedback regularly to the management on progress of the project implementation and the problems faced during the implementation so that corrective measures can be taken timely (Guijt et al., 1998). In the same vein, Oakley et al, (1998) contend that monitoring consists of operational and administrative functions that deal with two main activities which are resource acquisition and allocation on the one hand; and the production, delivery of project services or products in time according to the plan on the other. The former is input monitoring while the latter is output monitoring.

Monitoring can also be regarded as a continuous evaluation process that plays the formative function which improves the activities, services and outcomes of the programme. For M & E to be efficient and effective there must be information system tied into the project cycle. That is why during preparation of a project, designers have to clarify inputs, activities, outputs, objectives, indicators of attainment of the objectives, means of ascertaining the indicators and external factors, which may disrupt the whole project's. (Guijt et al., 1998).

### **2.2.2 Evaluation**

Oakley *et al*, (1998) define evaluation as either an internal or external and sometimes both, internal and external management activity undertaken to assess the overall appropriateness of a programme or project's design and implementation methods in achieving both specified objectives and more general development objectives as well as effects of the project, both intended and unintended. (Guijt *et al.*, 1998) provide results chain for evaluation capacity development of the project to include processes, outputs, outcomes and impacts. OECD (2002) defined evaluation as not only a systematic but also an objective assessment of an ongoing or completed development projects, program or policy.

Such an assessment includes the design, implementation, and the desired impacts for the purpose of determining the relevance of the projects and fulfillment of objectives. Moreover, evaluation facilitates the establishment of development efficiency, effectiveness, result oriented, and sustainable development projects and plans. Evaluation seeks to provide credible and useful information that enables the incorporation of lessons learned into the decision-making process of both recipients and donors. Specifically, while monitoring refers to the process of tracking on the ongoing activities of the development projects and plans, evaluation is concerned with the impact assessment of the particular development project or plan OECD (2002). The 1995 study by Kliet defined evaluation as not only a systematic but also highly objective assessment of an ongoing or completed development project, plan or policy, its design, implementation and the expected outcomes.

The World Bank also reported that evaluation process can be put into three categories namely, ex-ante evaluation; mid-term evaluation and ex-post evaluation all of which depict evaluation as a continuous process (World Bank, 2000). An ex-ante evaluation is conducted at the preliminary stage which is basically the planning stage of the development project. Significantly, an ex-ante evaluation is conducted prior to the implementation of a development projects or plans. However, mid-term evaluation is performed during the process of implementing the development

projects and plans for the purpose of reviewing progress and making suggested adjustments.

On the other hand, ex-post evaluation is conducted at least a year after the completion of the development project focusing on the sustainability of the projects and plans and lessons learnt for the future (World Bank, 2000). Therefore, Ex-post evaluation seeks to understand the challenges, that is, factors for success or failure, to assess the outcomes against the intended objectives, the impact and sustainability of the results, and to make inferences that inform similar interventions in any future development projects. Monitoring and evaluation are processes that are not only complementary but also strongly interlinked (Khan, 2003).

### **2.2.3 Public Institutions**

This study adopts the definition by Scott, (1990) who considers institutions as “cognitive, normative and regulative structures and activities that provide stability and meaning to social behaviour”. In this view institutions are “rules of the game or humanly devised constraints” (North, 1990) in Scott (1995). As such, regulative dimension implies compliance to the rules and regulations established in the respective institutions (Scott, 1995). According to Scott (1995) the social roles, norms and identities constitute the normative and cognitive institutional pillars respectively. The normative pillar focuses on normative roles that provide prescriptive, evaluative and obligatory dimensions in social life. At the heart of this pillar, there are norms which specify how things should be done and values defining what the community expect from the actor. The cognitive pillar on the other hand, emphasizes agency in knowledge and skills. This pillar perceives action as an outcome of meanings that people attach to different cultural symbols guiding daily interactions (Scott, 1995). The cultural symbols provide social identities which in turn control behaviour of the actors.

This study explored factors contributing to ineffective monitoring and evaluation (M&E) of public projects in institutions referred to as Local Government Authority. Specifically, the study explored how regulative (established rules and regulations), cognitive (participants level of knowledge, access to resources) and normative (values, morals and social obligations) of institutions called local governments contribute to the ineffective implementation of M&E of public projects in natural settings. In essence, the actors in decision arenas are influenced not only by the material gains, but also social-cultural environment in which they are embedded. Basically, the study: examined the extent to which municipal officials are capable of undertaking M&E of public projects; examined the leading institutional factor among (regulative, cognitive and normative) structures of local government that limit the capabilities of municipal officials in undertaking M&E; as well as assessed the regulative and cognitive measures towards enhancing effective engagement of municipal officials in undertaking M&E.

#### **2.2.4 An Overview of Monitoring and Evaluation in Local Government Projects**

The concepts of Monitoring and Evaluation (M&E) are not only a core part of the development project management functions but also they are regarded as the basic tool for enhancing the realization of the sustainability of the development projects and plans. The two concepts are regarded as separate because the monitoring process focuses on the daily functions of the development project activities or development interventions while evaluations describes how the objectives of the development projects or plans have been realized or failed, that is, the expected and unexpected outcomes (Pollack, 2007).

In Kinondoni Municipality, anecdotal evidences show that over the past three years (2015-2017) at various times, there have been rises of complaints from the public (demand side) with regard to performance of public projects towards meeting people's expectations through various media. While the public perceive municipal officials to be incompetent and ineffective, the municipal officials direct their

limitations from institutional set ups in municipal council. This raised issues for investigation. Since for both, M&E to be efficient and effective, there must be information system tied into either the policy or project cycle, the study examines whether during preparation of either a municipal policy or project, officials responsible are vested with knowledge to clarify policy or project goal, objectives, indicators of attainment of the objectives, inputs, activities, outputs, as well as means of ascertaining the indicators. Apart from it, the study further examines the capabilities of municipal officials to undertake M&E as well as institutional factors (regulative, cognitive and normative) that limit their capabilities in undertaking M&E.

The 1997 UNDP report declared that potential problems and the achievement of a development project can be identified and assessed through monitoring. Monitoring provides the management with the basis for both substantive and operational corrective actions required for the improvement of development project design, the manner of implementation of the projects and quality of results realized. (World Bank, 2003)

### **2.2.5 The Importance of Monitoring and Evaluation**

It is quite significant for development projects to carry out M&E. In 2002, UNDP reported that M&E enhances performances improvement necessary for the realization of required results. Therefore, the general significance of M&E to measure and assess the development project performance for the purpose of effective management of the development results. Performance refers to the desired progress towards achieving the desired results. M&E is process that emphasizes on the need to demonstrate performance (Semboja, 2014).M&E opens up a window for checks and balances. Further to that, the reports generated from M&E provide guidance to the necessary and required reforms of development project staff and approach with a firm and informed basis for decision-making. Finally,

*“... the future reform program planning and development is improved when guided by lessons learned from program experience” (Mjingo, 2017.13).*

### **2.2.6 Requirements for an Effective and Efficient Monitoring and Evaluation**

There are requirements of M&E processes that enhance the effective realization of the objectives of the development projects and that are necessary towards achieving sustainable development in Tanzania. There are therefore several requirements of M&E processes that enhance the realization of development projects and plans by the local government authorities. The 2000 study by Elliot termed such requirements the best practices in M&E. Reference was made on the effective and recommended practices that are approved by authorities during the process of conducting M&E.

### **2.2.7 Knowledge and Skills of Public Officials on M&E**

Development projects and plans require that human resources be allocated with clear job designation in accordance with their expertise. If human resource lack the necessary and sufficient qualification, then training for the requisite skills is required. Scholars also suggest that if development projects have staff who are required to personally go carry out project activities in the field, they should be given a constant and intensive onsite support and training (Ramesh, 2002). Logically, if the local government authorities run a development project, they need to recruit external evaluation experts with proper qualifications. Such experts have to be smart clients who are aware of the required standards, and know what it takes to monitor and evaluate. (Semboja, 2014) found out that it is important to train development projects staffs so as they may improve their ability to effectively and efficiently monitor and evaluate the projects. Training of staff, therefore, strengthens the performance of the development projects. Significantly, development project managers do not need to be M&E experts to be able to monitor and evaluate particular projects. Basic orientations and trainings to the human resource are enough to enhance the implementation of appropriate techniques required for a successful evaluation. Development projects evaluations that are carried out by

inexperienced or incompetent persons are not only time-consuming and costly but also do generate impractical or useless reports (Mjingo, 2017).

The arguments above are also true about the personnel assigned for conducting M&E on development projects. Kelly and Magongo (2004) thought that there should always be a competent individual assigned to take charge of M&E. Different experts of such M&E activities as data collection, data analysis, data interpretation, report writing and the dissemination of M&E findings should also be responsibly identified. It is therefore significant to have a clearly designated staff and respective M&E roles. This ensures the availability of experts to foresee the implication of the development projects apart from the development project manager. This expert is supposedly going to value M&E not just as a compliance to the funding agency or a donor requirement but as a tool for development project management that may enhance the realization of improved development project performances and outcomes (Mjingo, 2017).

It is clear therefore that lack of M&E experts is one of the challenges facing M&E in enhancing the realization of the objectives of development projects. Several scholars have also argued that M&E of the development projects need a plan as an integral part of the development project design (Passia, 2004; and McCoy et al., 2005). Such an integration is a necessary criteria for clear identification and realization of the development project objectives.

### **2.2.8 Engagement of Public Officials in M&E**

Stakeholders' involvement is a core factor that facilitates the best practice of M&E. The participation of stakeholders is currently gaining a significant momentum in the development projects and monitoring of demand-driven development projects. The M&E of development projects is efficient and effective if it allows an active involvement of all key stakeholders in the M&E process. This gives the stakeholders a chance to learn more about the projects and how to effect the process or the impact of the development project intervention. The 2005 study by Riikka

acknowledged that participatory M&E is important for the realization of the objectives of the development projects. In cases whereby the resources are limited, the when and the how to apply stakeholders' participation in M&E instead of sacrificing the quality of the M&E process and results either generated or expected (Mjingo, 2017).

It is significant that all the stakeholders including beneficiaries, implementation staffs, donors, and communities be involved in the M&E of the development projects. Participatory method in M&E is an empowerment tool for all stakeholders of the development project because, most of the time, the stakeholders are not consulted for M&E activities. Such an involvement of the development project beneficiaries provides a sense of ownership and contributes the sustainability of the development project especially if the donor are lenient to finance the project. Also, stakeholders' participation increases the desire of more beneficiaries to understand the important services of the development project (Mjingo, 2017).

Moreover, an effective and efficient M&E requires a good development project design and a well-organized communication among stakeholders. The results of M&E, including impacts, need to be clearly communicated to the people who need to use the report or those who are affected by the report. Ultimately, lack of participatory M&E is a challenge in the process of the realization of development projects through the improvement of the development project strategies and operations.

### **2.2.9 Capabilities of Public Officials in undertaking M&E**

Any development project or plan should be allocated a clear and adequate budget for M&E. The resources allocation for M&E can be clearly defined within the overall development project budget to give the M&E process the required recognition for the roles it plays not only in project management but also in the realization of development projects' objectives (Gyorkos, 2003). Kelly and Magongo (2004) recommended that the M&E budget allocation range between 5

and 10 percent of the total development project budget. It can be inferred that lack of enough funds allocated for M&E of the development projects is a setback to M&E in enhancing the realization of development projects.

### **2.2.10 Theoretical Framework of the Study**

Various theories such as system theory; policy implementation theory as well as institutional theory can be used to understand factors contributing to ineffective monitoring and evaluation (M&E) of public projects in institutions referred to as Local Government Authority. However, due to their criticism, this study has laid its focus on institutional theory.

Literally, institutions are the “rules of the game” consisting of both, formal legal rules and informal social norms that govern individual behavior and structure social interactions (Minniti and Levesque, 2008). The Institutional theory helps to explain how institutional policies, rules, regulations, processes and products determine the behaviour of people, institutional actions, as well as decision making structure (Roy, 1997). The theory has over the years benefited from insights and articulations of eminent scholars such as Marx and Weber, Cooley and Mead, to Veblen and Commons. Scott (1995:33) summarises the views of the founders of institution theory by defining institution to comprise of regulative, cognitive and normative structures and activities that provide stability and meaning to social behaviour. While the regulative system utilises the established rules, laws, regulations as well as government policies to inform the process of governance of capitation grant, the cognitive structure or constructivism refers to the levels of knowledge, and access to those public funds. Likewise, the third dimension, normative institutions tend to prescribe shared values such as gender roles applicable/acceptable within a given society (Ahl, 2006). As such, the applicability and relevance of the institutional theory in relation to the objectives of the study revolves at understanding how regulative, cognitive and normative structures of institutions called local governments limit execution of M&E. Despite its success, institutional theory failed

to explain about how to bring about the desired changes, as such, the Theory of Change provides a clearer guidance.

According to Knaap (2004), the Theory of Change as the collection of implicit assumption, established norms and values concerning the causal link between the development project action and the intended outcomes. The Theory of Change significantly exposed the officials to the revelation of all assumptions about how change works, and why the chosen development project priorities or framework is pragmatically the best. Such an assumption facilitates the proper identification of all the requirements for a successful development project.

The Theory of Change directs officials' engagement in M&E of development projects to focus on not only the intended but also the desired changes. The theory informs the actions of the officials towards achieving the objectives of the development project. Corlazzoli (2013) thought that the Theory of Change provides the required support to the ongoing analysis of the effectiveness and efficiency of development projects and the final evaluation of the project. The Theory of Change can be categorized contextually, mechanistically, and consequentially. Contextually the Theory of Change refers to the development project environment including the established norms, values and customary interrelationships that exist in the project hosting localities. Mechanistically the Theory of Change refers to the choices and capacities that lead to a regular pattern of behaviour. Thus, such capacity building strategies as trainings, if well implemented, may direct right choices for required capacities to enhance the realization of project objectives. Inevitably, the Theory of Change stipulates both the intended and unintended outcomes, or specifically, the expected and the unexpected results generated from the project implementation (Mjingo, 2017). The Theory of Change is relevant to this study because municipal officials' engagement in M&E of the development projects demands for contextual, mechanistic and consequential analysis. A reliable mechanism allows the management and local government officials to build a positive attitude and adopt the values necessary for the development projects implementation. Consequently, M&E will have an effective and efficient impact on the development project. The

interrelationship, suggested by the Theory of Change, is also a necessary factor for M&E as it ensures that the process involves different experts for the reliability of the development project. Thusly, the Theory of Change gives new directions to the accessibility of effective and efficient M&E practices for the development projects operated by officials of the local government authorities in Tanzania.

### **2.3 A Critical Review of Empirical Studies related to the Study Objectives**

Amponsah (2012) conducted a study to assess the challenges that lead to the failure of development projects in Ghana. Amponsah used a descriptive survey design and collected data from Two Hundred (200) development project managers and personnel from different socio-cultural settings together with NGOs that had several running development projects. Amponsah found out that the key challenges that prompt development project failure in Ghana include, among others, unreliable funding for development projects which affects timely start of the projects. Moreover, there is no visionary project development management capable of tracking the progress of the development project activities from the starting point. It was also revealed that the M&E of the development projects is very weak since it is only a simple majority (60 percent) of the organizations that conducted effective and efficient M&E. The study's findings also indicated that stakeholders' participation in development project planning, together with thorough implementation and evaluation was also very minimal (Amponsah, 2012).

In 2014, Kepkemoi and others sought to examine the influence of M&E on the effective utilization of the development funds allocated for Baringo Central Constituency in Kenya. It was found out in that study that just above two thirds (70 percent) of the constituency development funds was used in carrying out evaluation of the development projects in the respective constituencies. The Baringo Central Constituency is one of the top 5 constituencies out of 210 on effective utilization of funds allocated for constituency development projects. Consequently, a positive correlation could be noted between M&E and the effective utilization of funds allocated for development projects in Baringo (Kepkemoi et al., 2014).The above

argument implies that M&E of development projects influences effective utilization of the funds allocated for the project. Thus, M&E is a necessary part of development project performance because it helps to determine how the project should be planned, managed and implemented. The main reason for the achievement of the Baringo constituency in effective utilization of allocated funds is the availability of effective and efficient M&E (Kepkemoi et al., 2012).

M&E was crucial in the tracking of development projects implementation while assessing its progress as well as its success. M&E plays also a key role in the development project performance because it initially determines the planning of the project, the effective management and implementation (Mjingo, 2017). Significantly, a baseline study provides a basis for determining how M&E enhances the realization of the development project objectives. McCoy and others (2005) used education projects to show how a baseline study determines the level of knowledge available in the community before the project starts and the level of knowledge during the post project era necessary to show how successful the development project was on the particular aspect. M&E of a development projects require a coherently structured framework – similar to a conceptual framework. The framework works to identify the logic behind the development project outcomes and their related performance measurements and underlying assumptions (Mjingo, 2017).

The 2000 study by Aune proposed that LFA makes planners of the development projects to think in terms of measuring performances of the development projects after successful M&E. M&E is an internally and externally significant concept (Kusek and Rist, 2004). Internally, M&E offers such development project staffs as managers and other personnel with the authority to make informed decisions about how the development project objectives are being realized. It therefore ensures not only an effective but also efficient use of the allocated resources of the development project to enhance the realization of targeted objectives (Mjingo, 2017). Externally, M&E promotes greater accountability and transparency of the development projects and plans. Thus, project performance management in both governmental organizations and NGOs development project is now a global phenomenon.

Globally, governments and other organizations seek for the greater and tangible results in their development projects through an effective M&E.

The (World Bank,2003) reported that M&E is a crucial management function for the donor and other stakeholder organization. M&E produces reports that convince donors that the development project is either worthwhile or demands for an alternative approach. It was observed in the 2000 Dakar World Conference on Education that there is a significant increase of the roles played by NGOs, non-profit and non-state actors in the provision of such basic social services as education. Several initiatives have been made including the extensive review for the realization of the objectives of the education projects that were operating under NGOs and other non-state actors in Sub-Saharan Africa. It was found that the scrutinized education projects in Sub-Saharan Africa faced such challenges as lack of policy design and development vision and lack of clear curriculums design. Most projects also lacked the required capacity on the education project design, the zeal to implementation, and M&E expertise.

A similar problem was noted in Tanzania. In order to enhance the realization of the sustainability of development projects, UNESCO has worked to support the process of capacity building for most local government projects of basic education in Africa. This was a result M&E of the education projects that led to the 2000 Dakar World Conference on Basic Education for all (EFA) that also introduced training programmes. Such training programs sought to empower local government officials and other personnel with the necessary skills and knowledge on the process of M&E by which the realization of the objectives of education projects would be facilitated for the strengthening of people centered sustainable development in Tanzania. (World Bank, 2003)

UNAIDS (2009) has identified some factors for a successful M&E of a development project. The factors included the collection of essential data necessary for the monitoring of a particular development project (Mjingo, 2017). The data is essential in the planning, guiding and implementation of the development project objectives. M&E becomes the process of assessing the effectiveness and the efficiency of the development projects while significantly pointing out areas that require improvement. M&E therefore ensures of the required accountability from the development project implementers.

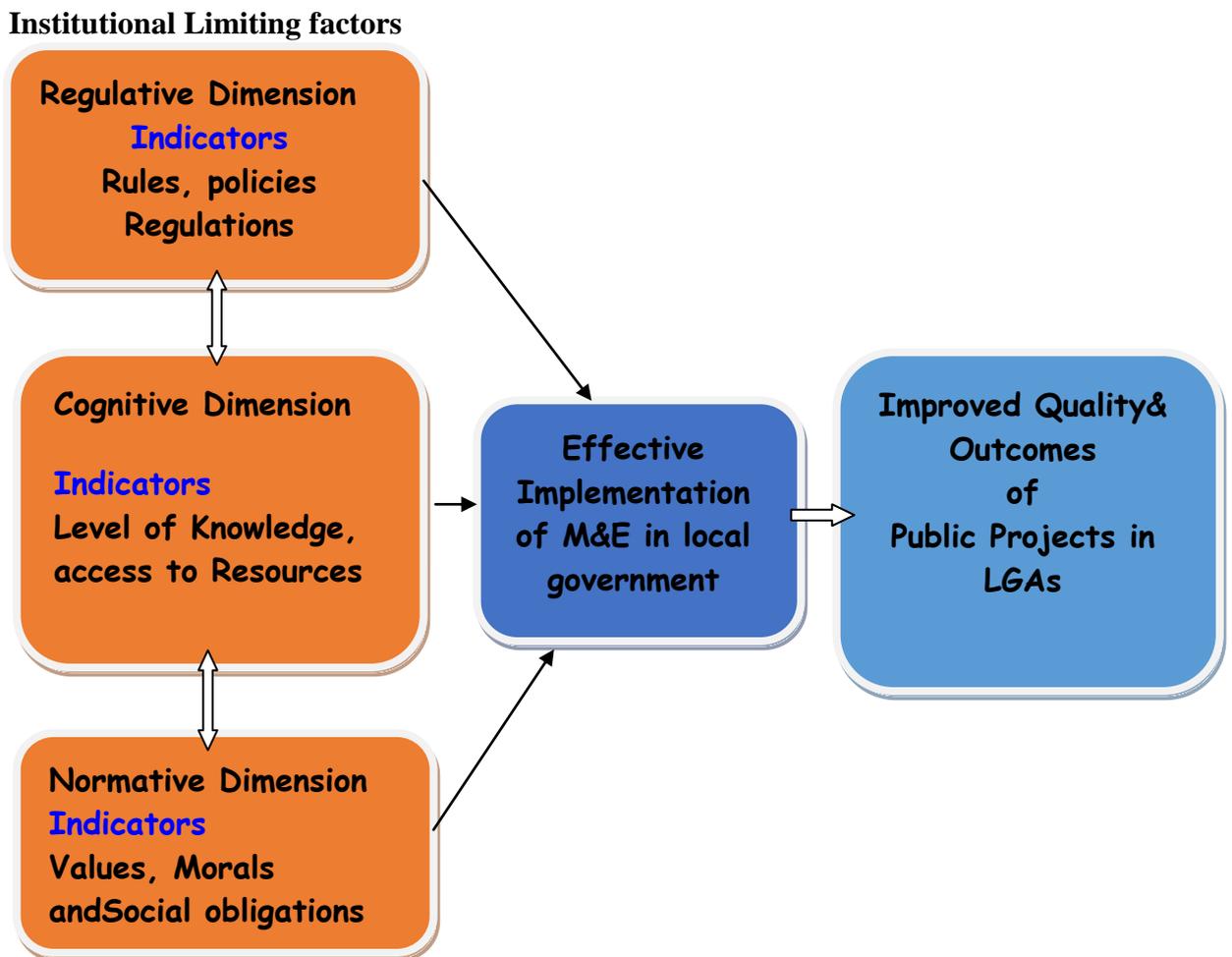
The 2009 research conducted in Nairobi by Wanjiru sought for the influencing factors for the effectiveness of M&E system among local government authorities and NGOs in Nairobi. The research significantly found out that about three quarters(74 percent) of the respondents from selected local government authorities affirmed that M&E of development projects in their NGOs were ineffective. There are also factors influencing ineffective M&E of development projects within the selected NGOs and local government authorities including inadequate allocation of resources together with inconsistency in the selection of indicators. Further to that, there is little or no trainings on M&E and hence low expertise among staffs (Wanjiru, 2009).

The 2016 study by Umugwaneza on the sustainability of development projects in Rwanda sought to analyze the key roles of M&E on development projects sustainability. Precisely, the study assessed the influence of promoting accountability, effective information, stakeholders' participation, and supportive supervision on development project sustainability. Therefore, there is a significant correlation between accountability, effective information flow, and partnership in project planning, supportive supervision and the sustainability of the development project (Mjingo, 2017).

## 2.4 The Conceptual Framework of the Study

The study adopted and modified the conceptual framework as developed by Muya (2015) to suit the objectives of the study as demonstrated by Figure 2.1.

**Figure 2.1: Conceptual Framework of the Study**



**Source:** Adopted and modified from Parthe's (2014) Study of implications for managing change.

This diagram conceptualizes how the institutional indicators from (regulative, cognitive and normative) dimensions of LGAs relate with the pursuit of M&E t at the district level. The diagram does not focus on the causal-effect relationship between independent and dependent variable, rather shows the contribution of the

study objective to the effectiveness of M&E. The arrows indicate feedback to and from different parts.

## **2.5 The Synthesis and Knowledge Gap**

Both the reviewed empirical and theoretical literature has led into the conclusion that M&E is potentially an essential tool for any successful realization of the goals and objectives of development projects. As such, M&E is a basic factor necessary for determining local government authorities 'development projects success. Empirical literature disclosed that, the development projects with an effectively working M&E do in fact accomplish the development projects on time, maintains the value for money, is more accountable and transparent and prompts the utilization of the resources allocated for development project implementation. However, literature has not been able to explore institutional factors limiting municipal officials' engagement in undertaking M&E of public projects. Consequently, this study seeks to fill this knowledge gap by exploring and recommending ways to do away with the challenges using a case of Kinondoni Municipality.

## **2.6 Summary of Chapter Two**

This chapter reviewed the literature of factors contributing to ineffective monitoring and evaluation (M&E) of public projects in local government institutions and tried to link it with the improved quality of public projects in Tanzania. The overall assessment of empirical debates and studies succeeded in documenting a number of key inadequacies. As such, they have made important contributions to our understanding of measures and mechanisms for improving utilization of M&E. Despite these achievements, there was a scant literature on institutional factors limiting effective utilization of monitoring and evaluation (M&E) of public projects in local government institutions located in the local settings. As such, the literature review helped to fill some of literature gaps that the objectives of this study strive to fill at.

## **CHAPTER HREE**

### **RESEARCH METHODOLOGY**

#### **3.1 Introduction**

The chapter presents the methodology utilized to explore institutional factors contributing to ineffective monitoring and evaluation (M&E) of public projects in local government institutions. The methodology discusses not only the choice of the area, design, and tools, but also the justification for the choice. In terms of structure, the chapter is organized into: the research design, research approach, the population, the sample, its characteristics and sampling techniques, together with the methods and tools of data collection, processing and analysis. The methodology was carefully selected and directed the study towards achieving the objective of exploring municipal officials' engagement in undertaking Monitoring and Evaluation of public projects in Kinondoni Municipality. The methodology also enhanced the realization of development projects among NGOs in Kinondoni Municipality.

#### **3.2 Research Design**

The nature of the problem under study necessitated the utilisation of descriptive, case research design. The descriptive design was selected for this study because it allows for the reasonable establishment of study participants' views, experiences, insights, existing beliefs on the problem, perceptions as well as specific norms on institutional factors contributing to ineffective monitoring and evaluation (M&E) of public projects in local government institutions. Also, the use of this design aligns with a paradigm which asserts that the human social life, when compared to any other scientific study, is qualitatively different. According to Muya (2014), the chosen philosophy establishes that truth depends upon socially-constructed norms, beliefs and perceptions. This is a profound denial of universal objective truth in the social human life. Utilisation of descriptive research design that revolves around interpretive philosophy has enabled for the collection and analysis of the knowledge obtained from the study participants who explored institutional factors contributing to ineffective M&E of public projects.

In the same vein, the case study method organized in a cross-sectional time horizon was used for this study. A case study approach was chosen in preference for other field research methods because it allows for the intensive and integrated investigation of a definite unit, such as specific social institutions, work place or a department (Neuman, 2000). Whereas the goal of a case study is to provide a holistic picture and depth of understanding of respondents rather than numerical analysis of data, it also enabled the researcher to gain the overview of experience attitudes, opinions, beliefs, suggestions, expectations and behaviour towards some issues of the target group (Babbie, 2000).

### **3.3 Research Approach**

This study adopted a mixed research approach. In this adopted approach, qualitative data featured more than quantitative ones. The justification for the choice of a mixed research approach revolves around the established nature of the research questions of this study. While the first, third and fourth research questions of this study are qualitatively designed, only the second research question is quantitatively designed. In this study, the qualitative approach was important because it offered informed insights, basic beliefs and attitudes of the study participants on institutional factors contributing to ineffective monitoring and evaluation (M&E) of public projects in local government institutions. The qualitative research approach, however, was supplemented with a quantitative approach.

The justification for the choice of a quantitative research approach stems from analysing the causal-effect relationship of the variables under study. Basically, this study utilized a mixed research approach known as qualitative sequential quantitative mixed research approach. Apart from the existing disparities of philosophical and methodological assumptions between the qualitative and the quantitative approaches, the utilization of both approaches enabled each to complement one another. It also ensured to consistently optimize the reliability and validity of the findings of the study. The approach also guided the researcher to a careful selection of methodology. This increased the strength of the analysis and the validity of the making conclusions

and inferences from rational premises about the findings of the study.

### **3.4 The Study Area**

In terms of the coverage area, this study was conducted in Kinondoni District Municipal Council (KDMC). Kinondoni is one among the five municipalities in Dar es Salaam. The other four being, Ilala, Temeke, and the recently established Ubungo and Kigamboni. Kinondoni Municipality was selected because it is one of the geographically largest and administratively oldest municipalities in Dar es Salaam region. The KDMC is located in the Tanzania's largest seaport and gateway to East and Central Africa. As such, KDMC provides a good ground for conducting this study. Since the purchasing power of residents from municipal activities was also high, it thusly contributes to the need for searching institutional factors contributing to ineffective monitoring and evaluation of public projects implemented by municipal officials in Kinondoni district. The local Government system in Tanzania was re- established under the Constitution of the Republic of Tanzania of 1977. Section 145 and 146 of the constitution provides Kinondoni Municipal Council (KMC) like other LGAs with statutory powers, legislation and regulations as enacted by the parliament under the Local Government Act No. 7 of 1982. The KMC's mandate is summarized in section 111 of the local government (District Authorities) Act of 1982.

The council is given wide-ranging mandate in the acts that established local government including to: maintain and facilitate the maintenance of peace, order and good governance in their area of jurisdiction; promote the social welfare and economic well-being of all persons within its area of jurisdiction subject to the national policy and plans for the rural and urban development, as well as to further the social and economic development of its area of jurisdiction.

Administratively, the municipal council provides services as the police, fire protection and civil status register. Other services provided include pre-school, primary, secondary, and vocational and technical education. The municipal also provides social welfare services including family welfare, welfare homes and social security. There are also projects on public health, housing and town planning services, transport and roads, environment and public sanitation, culture, leisure and sports and such utilities as water supply (URT, 2015).

### **3.5 The Study's Population**

The total population of this study included all the local government officials employed in the different departments and sections of the municipal's head office. Although the municipal has thirteen (13) departments and six (6) sections or units, this study focused only in nine departments and sections of the municipal's head office. As such the unit of analysis (public officials from KMC) came from the departments and sections namely: Development and social welfare, planning, statistics and coordination, Health, Primary Education, as well as Secondary Education. Those departments and sections had a total of approximately 1,202 employees (Statistics from Kinondoni Municipal Council, January 2018). This was the target population from which the study participants were obtained.

### **3.6 Sample and Sampling Technique**

#### **3.6.1 Sample Size**

A sample size is defined by Bailey (1994) to refer to the number of representatives respondents selected for interview from a research population. The number depends on the accuracy needed, population size, population heterogeneity and resources available. In addition, sampling refers to an act of selecting a few people/observations for study and discovers things that apply to hundreds of millions of people/observations not studied. The sample size for this study was 140 study participants. This is equivalent to a little above 10% of the target population. The sample size of the study included:

- i. 120 public officials from departments and sections of Kinondoni Municipal Council (KMC) working at both, the district and ward levels,
- ii. 20 key informants linked with the objectives of this study from not only Kinondoni Municipal Council (KMC), but also various people directly or indirectly affected by the outcomes of the municipal projects. Of the 20 key informants, the study included four(4) religious leaders; four (4) famous people; six (6) heads of department and sections from KMC; 3 CSOs leaders at the district level, as well as 3 leaders from the President Ministry, Ministry of Regional Administration and Local Government (PO RALG).

**Table 3.1: Selection of a Study Sample**

S/N	Department	Population	Sample	Percentage
1	Development and Social Welfare	87	9	7.5
2	Planning, statistics and Coordination	56	6	5
3	Department of Water and Sanitation	64	6	5
4	Department of Health	204	20	16.7
5	Department of Primary Education	445	45	37.5
6	Department of Secondary Education	346	34	28.3
	<b>TOTAL</b>	<b>1,202</b>	<b>120</b>	<b>100</b>

*Source: Statistics from Kinondoni Municipal Council, January 2018.*

### 3.6.2 Sampling Techniques

Both probability and non-probability techniques were used for this study. While purposive sampling was employed towards selecting 20 key informants for the study, probability sampling was utilized towards sampling 120 public officials responsible for monitoring projects in Kinondoni Municipal Council randomly by using the lottery methods. The list of those study participants in each department was obtained from the respective heads of departments in Kinondoni Municipal Council. The selected participants of the study were informed by their respective leaders, and then introduced to the principal investigator ready for an interview. On the day of an interview, almost all of the selected study participants from those departments were interviewed.

### **3.7 Data Collection**

Before the process of data collection, a pre-test study was conducted at the Kinondoni Municipal Council. The pre-test study enabled to understand the cross-examination of the tools used for data collection. It also facilitated the validation and assessment of the reliability and consistency of the selected tools (Kothari, 2004). This is also supported by Zainal (2007), who acknowledged that a pre-test study can be conducted primarily for testing the data collection tools. It was important to sort out tools and problematic questions before the actual data collection process. The researcher engaged in the data collection process soon-after as a sole investigator. The process was conducted in the Kinondoni Municipal's head office during the last week of March and the first two weeks of April 2018. The timing, however, was affected by the availability of the respondents.

#### **3.7.1 Data types**

In this study, both secondary and primary data were collected for this study. The secondary data was retrieved from documentary reviews of both, published and unpublished literature from local and international journals, official reports, books, articles, theses, dissertations and internet sources. Primary data was collected from the sampled respondents using interviews and questionnaires.

#### **3.7.2 Data collection methods**

A semi-structured interview was employed as a data collection methods. The semi-structured interviews can be distinguished from the structured interviews which are composed of concrete set of questions that do not allow extended discussions. However, a semi-structured interview permits free discussions and production of new ideas from the respondent (Zainal, 2007). The interviewer was, therefore, free to formulate a guideline of themes that were explored in each interview. The formulation of the interview guide maintained the study's focus on the intended objectives without limitations to some particular style.

The interviewer was also free to amend or add questions in accordance to situations, and the understanding and nature of the interviewee.

The interview enabled the researcher to directly clarify questions and participate in argument making which enabled the acquisition of knowledge on the municipal officials' engagement in undertaking M&E activities. Note taking and tape recording were also instruments used during interviews. The information collected from interviews was significantly supplemented with data from such other tools as a questionnaire and documentary reviews. The informed consent of the respondents was sought before the interviews were conducted. A total of twenty (20) standardized open-ended type of interviews were conducted. In such a type of interviews, similar questions were asked to all the respondents to ensure that responses reached a saturation point. Those in-depth interviews addressed to key informants were significant because the study essentially demanded for informed insights for the realization of its objectives.

### **3.7.3 Administration**

A questionnaire, according to Muya (2014) is an appropriate tool for collecting data in a short period of time and a sequence of questions that seek to dig for answers from either an unassisted respondent or respondents. When such questions are asked by an interviewer, it changes into another tool – an interview. Similar to interviews, a questionnaire composed of close and open-ended questions was dispatched to fifty (50) carefully and purposefully selected respondents. The respondents included top officials from the six selected departments of the Kinondoni Municipality.

The semi-structured questionnaires containing close and open-ended questions were administered to avoid prejudice. The style invited both free responses and alternative choices of answers from which respondents could find options. The questionnaire was made of short, clear and precise questions. The design of the questions allowed the respondents to provide quick and accurate information. The findings from the questionnaire were presented in both tables and figures. The formulation of the

questions for a questionnaire were focused on seeking to understand the knowledge of municipal officials' about M&E of public projects. The questionnaire was an effective tool and a significant instrument because the respondents could read and write and most of them had enough time to evaluate thoroughly the questions before they answered.

#### **3.7.4 Documentary Reviews**

This was a method of secondary data collection. The documents were valuable since data that has been analysed by others provides more insights about the topic under study by cross validating and augmenting evidences from the findings of others (Kothari, 2006). Therefore, documents related to the topic under study were also subjected to critical analysis. Official documents from both the central and LGAs, particularly the Kinondoni Municipality reports, were critically reviewed to understand the municipal officials' engagement in M&E of public projects. This study also used the internet-based documents, collecting soft and hard copy documents which were accessible publicly. The significant information retrieved from books, journals, published and unpublished materials, articles, theses and dissertations were critically used to cross-examine the consistency of information generated through the use of interviews and the questionnaire based approach.

#### **3.8 Data Processing and Analysis**

Since the study utilised both quantitative and qualitative data, a sequential data analysis was preferably used. In the sequential data analysis, qualitative data analysis preceded the analysis of quantitative data. This is because the qualitative data analysis started as early as the beginning of data collection. The findings obtained from the early data analysis acted as a guide to the subsequent data collection. The study employed thematic analysis for analysing qualitative data. In thematic analysis, both orals and written communications were coded or classified according to some conceptual framework.

Thus, for example, institutional factors contributed to ineffective monitoring in LGAs were coded as regulative, normative or cognitive. Since those terms are subject to many interpretations, the researcher specified definitions clearly. This thematic analysis aimed at searching for patterns in data such as the recurrent behaviours, and perceptions in line with the study objectives. The identified patterns were interpreted in terms of the setting in which they manifested themselves. Basically, in this study, qualitative data analysis allowed for the organization of data into themes, data refining, and finally drawing links between governance of capitation grant and expected indicators for improved quality of education.

Apart from qualitative data analysis, the study further employed quantitative data analysis. The quantitative data for this study were basically analyzed descriptively using measures of central tendency such as mean and standard deviation through a Software Package for Social Sciences (SPSS) version 20, and presented by using tables and figures with frequencies and percentages respectively for inferences using MS Word.

### **3.9 Research Ethics**

The study followed ethical standards. Among others include: sought a permission for carrying out the study from Mzumbe University through the Directorate of Post-graduate Studies; sought for participants informed consent; assured privacy to respondents as well as promised to ensure confidentiality to respondents who might wish not to disclose some information.

### **3.10 Summary of Chapter Three**

This chapter has presented and justified the utilization of: the research design; the area of study; the population and sample size; the sampling techniques, the methods and instruments of data collection, data processing as well as data analysis.

As such, it has made important contributions towards understanding the nature of the problem related to ineffective utilisation of M&E from local government institution known as Kinondoni Municipal Council. Indeed, conceptualization of the institutional factors such as regulative, normative and cognitive have enabled to develop the means of how to address institutional factors that affect utilisation of M&E in the local settings.

## **CHAPTER FOUR**

### **DATA PRESENTATION, ANALYSIS AND DISCUSSION**

#### **4.1 Introduction**

This chapter presents and analyses data, as well as discuss the findings from a study on institutional factors that contribute to ineffective monitoring and evaluation of local government projects in Kinondoni Municipal Council. Apart from linking the discussion with the reviewed literature, the section also analyses the conformity of an adopted institutional theory in the literature as well as in the conceptual framework with the findings of this study.

The objectives of this study were four folds: first, identify the level of knowledge (cognitive factors) of municipal officials' about Monitoring and Evaluation of public projects; second, examine the extent to which municipal officials are capable of undertaking Monitoring and Evaluation (M&E) of public projects; third, find out the leading institutional factor among (regulative, cognitive and normative) structures of local government that limit the capabilities of municipal officials in undertaking M&E; as well as assess the regulative and cognitive measures to enhance effective engagement of municipal officials in undertaking M&E of public projects in the study area.

The presentation, analysis of data and discussion of findings is organized under seven main sections: Section 4.2 provides socio-demographic characteristics of respondents; Section 4.3 identifies knowledge of municipal officials' on undertaking M&E; section 4.4 examines capabilities of municipal officials' on undertaking M&E. While section 4.5 analyses the institutional factors in local governments that limit the utilization of M&E capabilities, section 4.5 discusses institutional measures for effective undertaking of M&E at local government settings. The last part, section 4.7 provides the summary of the chapter from a study on institutional factors that contribute to ineffective monitoring and evaluation of local government projects in Kinondoni Municipal Council.

Although the initial proposed sample size of the study was 140, at the end of my field survey, a total of 120 respondents were valid for analysis. The remaining 20 were rejected as ‘spoilt’ for various reasons which include unwillingness of respondents to continue with the survey and the deliberate misinformation by the respondents who claimed they could fill in the questionnaires on their own. Of those 120 respondents valid for analysis, only 100 questionnaires were usable for this study, and the remaining 20 were interview schedules generated from key informants.

#### 4.2 Socio-demographic Characteristics of Respondents

It was important that the respondents were of varying demographic characteristics so as to the results from different perspectives could be obtained. The characteristics were distributed according to gender, age, education status of the respondents.

**Table 4.1: Socio-Demographic Characteristics of Respondents**

(N=100)

		<b>Frequency</b>	<b>Percent</b>
<b>Gender</b>	Male	65	65
	Female	35	35
	<b>Total</b>	<b>100</b>	<b>100</b>
<b>Age</b>	18-25	24	24
	26-35	44	44
	36-45	17	17
	46-60	15	15
	<b>Total</b>	<b>100</b>	<b>100</b>
	<b>Education</b>	At least first degree	71
A College Diploma		29	29
A Certificate		5	5
<b>Total</b>		<b>100</b>	<b>100</b>

**Source:** Survey data, 2018.

#### **4.2.1 Gender**

As can be seen from Table 4.1, statistics show that two thirds (65 percent) of the study participants were male while one third (35 percent) of the study participants were female. One reasonable explanation of these results could be that the nature and trend of employment in local government was not gender sensitive. Another reason regarding gender differences could be that few females than male qualified for running developmental projects in the local government settings. As such, more males than females engaged to explain about institutional factors that contribute to ineffective monitoring and evaluation of projects in the local government settings. In essence, the study observed gender gap in the process of Monitoring and Evaluation (M&E) of local government projects. The implication of this gender structure in the M&E process of local government projects is that enhancement of societal change through public developmental projects to a higher extent ignores views of female public officials, and relies more on interests and priorities of male public officials. This finding infers that gender relations and women empowerment in local government employment positions are yet to be improved.

This is a surprising finding considering the many efforts at both policy and practice level from the national government offered to the local governments to empower females engage in local affairs. With the low level of females in the M&E process of local government projects, it is not surprisingly that enhancement of societal change through developmental projects ignores views of female public officials, and relies more on interests and priorities of male public officials. This finding contradicts the results of a previous study conducted by Javed in 2012. Javed's study notes that an effective and efficient M&E for improving the socio-economic well-being of the people requires officials: from various sectors such as education, and health; considering gender relations, ethical issues, and good governance. Undeniably, this is one among the goals of M&E of public projects, and certainly the expectations of both the donors and the society at large that development projects have a fair impact to both men and women. Contrary to Javed (2012)

experiences, Muya and Msoka (2018) worth noting that existence of gender stereo typical images position more male than female in Tanzania's leadership positions.

#### **4.2.2 Respondents' Distribution according to Age**

The study participants were also asked to indicate their levels of age using a scale ranging from non-formal education to university level. Table 4.1 provides a summary of the respondents' responses with respect to their levels of education. This for variable was included to establish the dominant age group engaging in monitoring and evaluation of local government projects.

Overall, the findings presented in Table 4.1 show that the majority eighty five (85 percent) of the study participants were young people in the age group between 18 and 45 which fall in the productive age. This is an indication that although people of different age groups were represented, the middle aged officials are dominant in the matters of governance and pursuit of M&E of local governance projects. The implication of this age structure in the process of monitoring and evaluation of local government projects is that a younger generation has taken over the matters of governance and specifically the role of conducting M&E of the development projects in local government.

In this regard, the study associates age with the engagement process in the pursuit of M&E; that is, older public officials were not more likely to engage in M&E activities than younger ones. On contrary, only fifteen (15 percent) of the study participants were older than 45 years. The result that engagement in M&E activities is favoured more by younger generation than old ones is consistent with findings from other studies conducted in Tanzania. A study by Javed (2012) also found that engagement in M&E of development projects seeks to provide required essentials for life, thusly, assuring the younger generation of a role they have to play in the society.

### **4.2.3 Education level**

Study participants were also asked to indicate their levels of education using a scale ranging from non-formal education to university level. Table 4.1 provides a summary of the respondents' responses with respect to their levels of education. This variable was included to establish whether education is a useful predictor of women's access to financial services.

As Table 4.1 illustrates, more than a half of the study participants, sixty eight (71 percent) indicated that they had attained at least a University degree. These were followed by far by those who had completed a diploma level education (29.0%). Such responses were significant since in undertaking M&E of local government projects, only learned public officials could make a difference in handling project technicalities. The implication of this educational structure in the process of monitoring and evaluation of municipal projects is that education level determines the success of M&E execution. As such, it was expected that with a large group of respondents who had adequate skills and knowledge in undertaking M&E, it would be easier to realize the research objectives. It is worth noting that most top offices in the municipal are currently occupied by qualified personnel whose information emanates from different educational background.

The results agree with the objectives of the 2000 Dakar World Conference on Basic Education for All (EFA) that government officials need training programmes and educational development. Consequently, training programs must have empowered local government officials and other personnel. However, acquisition of educational certificates could be a necessary but certainly not a sufficient condition for the competencies, skills and knowledge required for the process of M&E of public development projects in Tanzania.

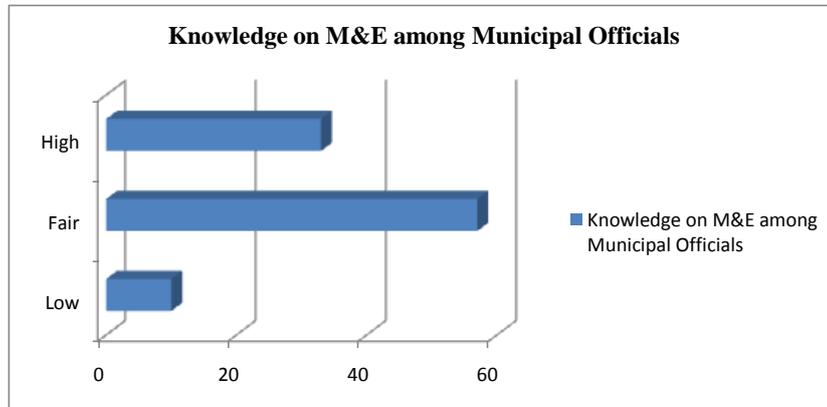
#### **4.2.4 Respondents' Distribution according to Occupation**

In terms of respondents' distribution according to occupation, all (100 percent) the respondents agreed to be government officials employed in the different departments and ranks at the Kinondoni Municipal Council (KMC). Basically, respondents either headed or were part of Municipal departments teams. Among the departments include: the development and social welfare, planning, economy and coordination, leadership and administration, agriculture and livestock development, finance, works and fire rescue, health and cleanliness, primary education, as well as secondary education.

#### **4.3 The Level of Knowledge and Municipal Officials' Engagement in M&E**

Apart from gender, age, level of education and occupation, the study assessed the extent to which the levels of knowledge, in other words, cognitive factors of municipal officials' contribute towards undertaking Monitoring and Evaluation of Municipal projects. When municipal officials were asked whether they were well informed on the subject matter of M&E particularly in conducting municipal projects, ninety (90%) of nearly all a hundred respondents responded positively, agreeing that they were knowledgeable on the subject matter of M&E. Figure 4.1 shows the respondents responses to this question.

**Figure 4.1: Knowledge on M&E among Municipal Officials**



**Source:** Survey data, 2018.

The implication of this observation is that with high level of knowledge in conducting M&E among municipal officials, it is an indication of the realization of targets that municipal projects aim at. Further, the study probed to understand how municipal officials conceptualized M&E as well as the origin of their M&E skills. Overall, the findings revealed that the majority of municipal officials understood M&E as the process of analyzing the performance of projects. On contrary, a tenth (10 percent) of the respondents did not have an idea of what M&E was. This implies that there is also a consequential number of top municipal officials who have no knowledge on the meaning of M&E as well as its process.

The above results are contrary to the 2015 findings by Nzekwewho revealed that there is a growing awareness trend among developing countries on the role that M&E plays in enhancing the realization of development plans. This was revealed by an interviewee who claimed:

**Box No 4.1**

*“It [M&E] sounds like the process of making follow-ups. Eventually, there are individuals assigned for this duty. They will be more capable of explaining what they do. We only work on the reports and recommendations that are brought to us for the initiation of more projects.”*

**Mwenge 20/3/2018**

This could have further implications that some municipal officials are busy handling the number of projects without focusing on the quality and certainly the performance of their executed projects. In terms of the origin of M&E skills among municipal officials, different narrations were given. One among the municipal official in a focused group discussion session had this to say;

**Box No 4.2**

*“...the origin of my M&E skills of facilitations arises from different trainings that I went through but more importantly from my field work experience in the field of rural development’*

**Mikocheni 21/3/2018**

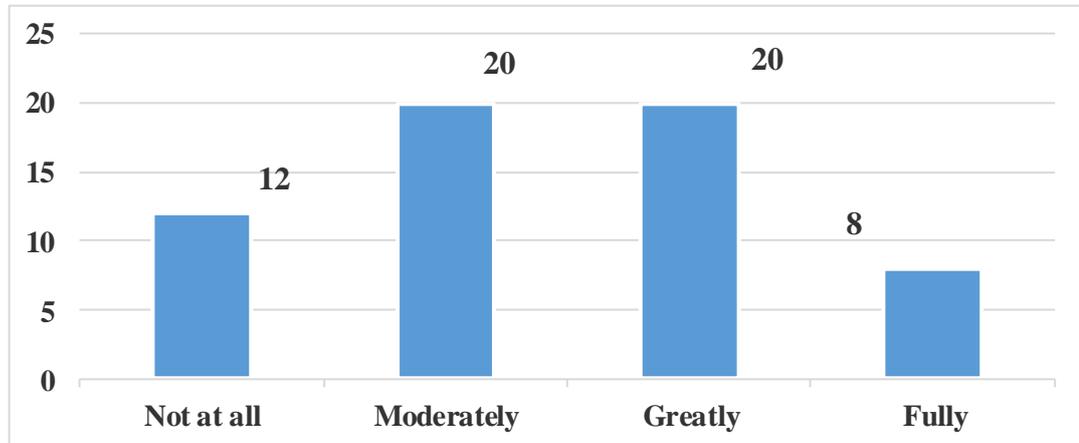
Another municipal official in one of the interview narrated that;

**Box No 4.3**

*“Mh!..., I think the origin of my skills of facilitations emerged from my inborn traits.....my father used to tell me in the previous years that my grandfather used to work as an extension officer in Bagamoyo”*

**Biafra 22/3/2018**

**Figure 4.2: Views on Efficiency and Effectiveness of M&E At Municipal level**



**Source:** Field Data, 2018

Figure 4.2 shows that (40 percent) of all the respondents believed that M&E of public development projects in Kinondoni Municipal Council is either fully efficient and effective or moderate. About one twelve (12 percent) significantly claimed that the M&E processes in Kinondoni Municipality was not at all efficient and effective. This claim was further elaborated by an interviewee of this study who asserted:

**Box No 4.4**

*“I think monitoring and evaluation has now become more of a matter of formalities than a process; we do it because it is in the directives. I do not think it has anything to do with effective and efficient realization of project goals.”*

***Kinondoni-Mkwajuni, 22/3/2018***

The above results are contrary to Mundy (2006) and Amponsah’s (2012) findings. Those two studies assert that the major factor for the successful M&E is the determination of how efficiently and effectively resources are managed. The idea that M&E is supposed to be determined by the realization of the set objectives is ignored. In the light of the study findings, it was revealed that municipal officials were knowledgeable and had skills of conducting M&E practices of Kinondoni

Municipal projects. This, *ipso facto* predicted the level of the effectiveness and efficiency of the municipal in M&E towards meeting the municipal objectives.

However, a high proportion (78 percent) of the respondents thought that the effectiveness and efficiency of the municipal in M&E should be determined by how successful the project has been. One among the interviewed educational officer had this to say:

**Box No 4.5**

*“We cannot say that we have effective and efficient monitoring and evaluation in education, for example, if we have not been able to produce the desired quality of education.”*

*Mwananyamala, 22/3/2018*

That observation corroborates with Mundy (2006) findings which shows that that an effective and efficient M&E should not only yield positive impacts on the existing project but must also sustainably inform the success of future projects.

#### **4.4 Capabilities in of Undertaking M&E of Public Development Projects**

Under objective number two, the study intended to explore whether municipal officials were capable to conduct M&E Practices in their public project. Capabilities were measured in terms of (availability and utilization of resources, implementing and executing strategies to achieve objectives, meeting targets/objectives, and assessing their individual characters such as effectiveness and efficiency in execution of municipal projects project. The main purpose of this section is to presents respondents’ responses to this question.

When municipal officials were asked to rank their capabilities in the practice of M&E, all of them (100 percent) responded positively, agreeing that they had capabilities on the subject matter of M&E. However; due to various factors such as unavailability of resources, socio cultural factors, poor means of effecting strategies,

low perceived self efficacy towards meeting targets, and poor characters assessment, their capabilities in the area were hindered. This was explained following an assessment of various public development projects implemented in Kinondoni Municipal Council.

It was revealed that there are several public development projects currently running at Kinondoni Municipality. Among the mentioned projects ranged from roads and bridges construction and maintenance, health centers construction and maintenance, vaccination and health education, schools construction and maintenance, construction of market sites, water supply, sanitation and environmental projects. Some (5 percent) respondents were not aware of the projects in progress although they admitted that there must be several running public development projects. This infers that there were at least a project running in each of the municipal's departments, therefore, there was a need to for officials in the departments to have necessary and sufficient knowledge on the process of M&E so as the projects could realize their objectives.

The results also show that the departments of the municipal were not sharing information as most respondents were only aware of the projects in their respective departments. The proposition is in line with the 2000 findings by Nabris who argued that there is hardly a tradition of carrying out, sharing, and discussing projects or the results of M&E activities among local government officials, the people who are expected to be affected by the projects and donors in Tanzania. Nonetheless, the presence of multiple projects was an illustration that there is a significant attempt to improve the living standards of the people and, therefore, it is compulsory to ensure that the projects are effectively and efficiently monitored.

**Table 4.2: Currently Running Public Development Projects**

S/N	Currently Running Projects	Frequency	Percentage
1	Bridges and Road Construction and Maintenance	15	25
2	Health Centers Construction and Maintenance	12	20
3	Schools construction and maintenance	15	25
4	Vaccination and health education	5	8
5	Water Supply, Sanitation and Sanitary Measures	10	17
6	Environmental Conservation	3	5
	<b>Total</b>	<b>60</b>	<b>100</b>

**Source:** Field Data, 2018

The study also examined the competences of Kinondoni municipal officials in undertaking M&E of public development projects. A number of variables such as the educational qualification and trainings, experience in conducting M&E, available resources, time and incentives together with the expected outcomes of the M&E on the public development projects were put under scrutiny. The respondents were asked whether the municipal officials were capable of undertaking M&E effectively and efficiently. The majority (83 percent) either denied or thought that the municipal officials have a moderate capability to undertake M&E of public development projects at the Kinondoni Municipality. About one sixth (17 percent) of the respondents agreed that the Kinondoni municipal officials are either greatly or fully capable of undertaking M&E of the public development projects.

The above results have shown that, although UNESCO has supported the process of capacity building among local government officials and projects for the purpose of realizing sustainable development projects by ensuring basic education, the intended goal is far from being realized. During one among the FGDs, it was also argued that: (World Bank, 2003).

**Box No 4.6**

*“Officials are not well equipped for the process of M&E. Most are mostly concerned with the incentives associated with the duty rather than how to effectively and efficiently undertake the process. There are also no frequent trainings and permanently assigned individuals for the task and therefore it is hard to get competent personnel for the M&E process.”*  
**Biafra 22/3/2018**

#### **4.4.1 Individual Capabilities in undertaking Monitoring and Evaluation**

The respondents were asked whether it was important to involve citizens in the process of M&E so as to realize the objectives of the public development projects. About two thirds (67 percent) of the respondents agreed that citizens should be involved in the whole process and period of the projects because they are the ones supposedly to be affected by either the positive or negative impacts of the project. A significant one third (33 percent), however, thought that citizens should not be involved because it is expensive, time wasting and most of the citizens are not well knowledgeable. In appraisal of the above results, an interviewed educational officer said:

#### **Box No 4.7**

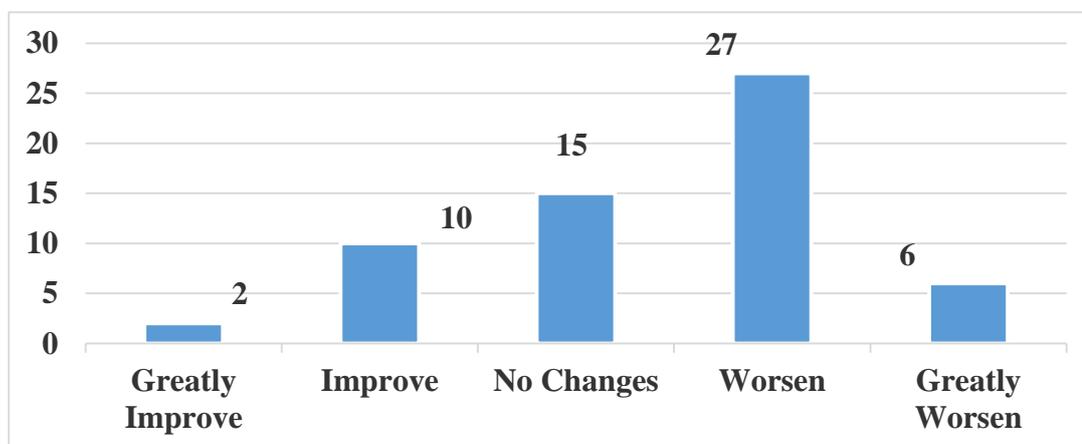
*“Citizen’s involvement in such a process (M&E) is not only expensive and time wasting but it is also unnecessarily expensive since the citizens will exert unnecessary pressure and challenges on the municipal officials.”*

*Biafra 22/3/2018*

#### **4.4.2 Institutional Capabilities in undertaking Monitoring and Evaluation**

The respondents were asked whether the central government involvement in either the municipal development projects or the M&E process brings any positive improvement to either the projects or the effectiveness and efficiency of the M&E process. More than half (55 percent) of the respondents thought that such an involvement of the central government either worsens or greatly worsens the projects or the effectiveness and efficiency of the M&E of the public development projects. This is contrary to the 2017 study by Mjinga who thought that stakeholders’ participation increases the desire of beneficiaries and the understanding of the important services out of the public development projects.

**Figure 4.3: Central Government Impact on Municipal Projects and M&E**



Source: Field Data, March-April, 2018

#### 4.5 Factors Limiting Municipal Officials' Execution of M&E

The study primarily assessed institutional challenges that constrain Kinondoni Municipal officials' engagement in M&E of public development projects. Respondents agreed that there are a lot of challenges that have a significant impact to the M&E process and consequently to the public development projects. All respondents thought that there were no existing institutional directives and legal frameworks for conducting M&E at the Municipal level. This is contrary to the 2005 recommendations by McCoy and others that a baseline study must be conducted before the initiating development projects in order to facilitate the determination of conditions prior to the project implementation.

**Table 4.3: Challenges of Monitoring and Evaluation at the Municipal Level**

S/N	Challenges	Frequency	Percentage
1.	Lack of support from central government	3	5
2.	Lack of understanding among municipal officials	12	20
3.	Lack of resources, especially cars	18	30
4.	Lack of funds and planning	12	20
5.	Obliteration of workers' incentives; allowances	12	20
6.	Team work and conflict of interest	1	2
7.	I do not know	2	3
	<b>Total</b>	<b>60</b>	<b>100</b>

Source: Field Data, 2018

The above argument was also affirmed by an interviewed finance officer who said, “The M&E process is supposed to easily determine the impacts of the proposed development project. Before the projects are established, a study that facilitates the assessment of the state of the community in relation to the impacts of the development project must be conducted.” It has been established, therefore, that a baseline study builds a foundation for the determination of how M&E enhances the realization of the public development project objectives. There was basically a challenge in determining the level of knowledge available in the community before initiating a public development project. Key respondents also thought that there was a challenge in determining how successful a public development project has been due to the indeterminacy of the level of knowledge.

One of the underlying institutional challenges was lack of funds and a profound plan for both M&E and the public development projects. About one fifth (20 percent) of the respondents thought that Kinondoni Municipality has no enough funds for undertaking M&E and certainly has no clearly defined plans for M&E of the public development projects. Distinguished scholars have argued against these results with the claim that M&E of the development projects requires for a plan as an integral part of the public development project (McCoy et al., 2005; Passia, 2004). The designed project is an essential criteria for reasonable identification and realization of the public development project objectives. If well planned, M&E will eventually push for the realization and the determination of the performance of the public development projects.

Clearly however, the process of undertaking M&E of the public development project has to be included in the designing of the public development project plan. An interviewed head of a department also affirmed that M&E should be an important part of the public development project. Significantly, just less than a third (30 percent) of the respondents argued that the Kinondoni Municipality had on enough resources for the effective and efficient carrying out of the public development projects (see Table 4). The respondents identified lack of cars and

other means of transportation as one of the basic challenge that faces the municipal as the institution. The education officer said:

**Box No 4.8**

*“The M&E activities require for constant supply and availability of such resources as cars since officials will need to freely move around throughout the duration of the project. Kinondoni has quite limited number of cars. This has always made it difficult to make follow ups on our projects.”*  
**Mwananyamala, 22/3/2018**

Just like Aune’s (2000) proposal, for the best effective and efficient practices, necessary resources including a good planning is required during the implementation of M&E of public development projects. Notably, regulative factor was a leading institutional factor compared to others in limiting the capabilities of municipal officials in undertaking M&E.

**4.6 Measures for effective undertaking of M&E in LGAs**

Respondents were inquired to propose up to 3 measures to rectify the challenges of M&E of public development projects. There were both suggested measures at both the individual and the institutional levels (see Table 5). The study tested this variable because reports had also suggested that despite the obviously insufficient allocation of resources, there were challenges in realizing project sustainability in most Tanzanian LGAs (Mjingo, 2017). The 2006 report by USAID also identified that, although the majority of development projects are implemented at high costs, they not only tend to experience difficulties with sustainability but also failures to meet intended outcomes or objectives. The study expressed concerns by looking into measures to rectify the challenges.

**Table 4.4: Summary of Proposed Measures to Rectify the Challenges of M&E**

S/N	Proposals to Rectify Challenges	Frequency	Percentage
	Prioritize M&E of Public Development Projects	4	2
	Involve internal and external auditors	7	3
	Ensure constant central government support	45	19
	Provision of funds and resources	54	23
	Proper planning and financial management	39	17
	Provision of education and training to officials	48	20
	Re-introducing allowances and incentives	33	14
	Work on the personal integrity	6	3

*Source: Field Data, March-April 2018*

#### **4.6.1 Measures at the Individual Level**

At the individual level, municipal officials were advised to ensure that they participate in trainings and develop and upgrade their education to acquire the necessary expertise for conducting M&E. This is in line with the 2017 recommendation by Mjingo that an expert supposedly values M&E not just as a compliance to the central government nor as a donor requirement but as a tool for project management that enhances the realization of improved public development projects' performances and outcomes. A respondent affirmed:

#### **Box No 4.9**

*“Clearly, there is a problem of lack of M&E experts in the municipal and education is the only medicine to such challenges facing M&E if the objectives of the public development projects are to be realized.”*

*Mbezi-Beach, 29/3/2018*

Obviously, experts are obtained through experience, proper trainings and education. Municipal officials were also advised to prioritize M&E of the public development projects as opposed to the incentives and allowances associated to the process. As such, the officials appeared to be motivated more by incentives and allowances than the effectiveness and efficiency of M&E and its consequential touch on the development projects. A respondent in a questionnaire claimed:

#### **Box No 4.10**

*“It is not a simple task. M&E requires both time and energy. If the government does not provide incentives and allowances, no one is expected to efficiently and effectively carry out the process.”*

*Mwananyamala, 22/3/2018*

This was an illustration that, although rightly the municipal officials have to be paid for their services and the extra duties they perform, some of them still value for the incentives and allowances. However, for the realization of the objectives of public development projects, M&E should be explicitly prioritized.

#### **4.6.2 Measures at the Institutional Level**

Close to one quarter (23 percent) of the responses suggested that the municipal at the institutional level ensure the availability of both funds and resources for M&E of public development projects. This significantly implies that mostly M&E activities are either not properly funded or provided with inadequate resources that limit the realization of the objectives of the public research projects. Any development project or plan should be allocated a clear and adequate budget for M&E. In line with the 2003 study by Gyorkos, a respondent proposed,

#### **Box No 4.11**

*“Funds and resources allocation for M&E should transparently be defined within the general public development project budget. This will enhance the M&E process to receive recognition for the roles it plays both in project management and in the realization of the projects’ objectives.”*

*Mwananyamala, 22/3/2018*

Similarly, the 2004 study by Kelly and Magongo recommended that the institution allocate 5-10 percent of the total development project budget for M&E. It is therefore the case that lack of enough funds and insufficient resources for M&E of the public development projects is a setback to efficient and effective realization of

the M&E goals, which is, the acquisition of the public development projects objectives.

About a fifth (19 percent) of the respondents suggested that the central government should provide support to the LGAs on such matters as expert training, allocation of more funds and resources for the M&E of public development projects, guidelines and directives, together with encouragement in form of permitting creativity and promoting innovation at the municipal level. Some respondents thought that the central government interference is not necessary and that LGAs should rather be empowered to take role in their own activities.

About one sixth (17 percent) of the responses proposed for proper planning and institutional financial management as a measure to do away with the challenges of M&E of public development projects. An interviewed head of a department said,

**Box No 4.12**

*“If at all we need to realize the intended goals of the M&E of our projects, we need to establish a solid and visionary plan on the whole process since M&E should not only be a continuous process but endless as well. For the sustainability of such a process, the institution has to maintain high levels of financial management.”*

*Mwananyamala, 22/3/2018*

The proposition underlines the findings of such scholars as Ika (2014) and Nzekwe (2015) who argued that development interventions have started to acknowledge that M&E process is a crucial management tool for the highest performance of public development plans and hence means should be constructed to make the process sustainable. For the reason of upholding public accountability, a few respondents (3 percent) also suggested that internal and external auditors be involved to audit every stage of the public development project. One among the municipal official had this to say:

**Box No 4.13**

*“Auditing does not only ensure proper use of the funds allocated for the projects but also minimizes such irregularities as individuals operating against rules and directives established”*

*Mikocheni, 23/3/2018*

This implies that auditing builds a foundation to do away with the conflict of interest existing among some municipal officials and opens a consideration for the improvement of the future projects. Nonetheless, the implication is still the same, that LGAs need experts. These experts could range from planners, M&E experts, auditors, etc. For the municipal officials to acquire the necessary expertise, practical experience, training and education are a necessity.

**4.7 Summary of Chapter Four**

This chapter presented and analysed data as well as discussed the findings of the study on institutional factors that contribute to ineffective M&E of public projects in Kinondoni District. The chapter is organized under seven main sections: section 4.1 introduces the chapter and section 4.2 provides socio-demographic characteristics of respondents. While section 4.3 identifies knowledge of municipal officials’ on undertaking M&E, section 4.4 examines capabilities of municipal officials’ on undertaking M&E. Also, section 4.5 analyses the institutional factors in local governments that limit the utilization of M&E capabilities, and section 4.5 discusses institutional measures for effective undertaking of M&E at Municipal Council.

## **CHAPTER FIVE**

### **SUMMARY OF FINDINGS, RECOMMENDATIONS AND CONCLUSION**

#### **5.1 Introduction**

The study successfully assessed factors that contribute to ineffective utilization of M&E of public projects in Kinondoni Municipal Council. The chapter presents the summary of the findings, the conclusions drawn and the recommendations of the study.

#### **5.2 Summary of the Findings**

##### **5.2.1 Knowledge of municipal officials' on undertaking M&E**

The study found out that most municipal official had at least basic knowledge on M&E and they defined as a process of making follow ups and assessing projects for the purpose of ensuring the realization of the objectives of the projects. M&E was, therefore, found to be the process of analyzing the performance of projects. However, the study found out that a significant minority of the municipal officials did not actually have the basic understanding of M&E. Generally, therefore, despite the majority of the municipal officials were found to have basic knowledge on M&E for the perfection of the public development projects, the minority who had no the necessary knowledge were also found to be consequential.

The study also found out that there is a growing awareness trend in Tanzania on the role that M&E plays in enhancing the realization of the objectives of the public development plans. However, it was found that there is a feeling among some municipal officials that M&E activities are a duty and responsibility of a few assigned officials. The feeling is probably one of the reasons for the failure of some officials to have basic knowledge on M&E of public development projects. It was therefore found that some municipal officials are only concerned with the quantitative aspect of the projects running other than such qualitative aspects as the performance of the running projects.

### **5.2.2 Capabilities of municipal officials' on undertaking M&E**

Capabilities of municipal officials towards undertaking M&E were measured in terms of (availability and utilization of resources, implementing and executing strategies to achieve objectives, meeting targets/objectives, and assessing their individual characters such as effectiveness and efficiency in execution of municipal projects project.

When municipal officials were asked to rank their capabilities in the practice of M&E, all of them (100 percent) responded positively, agreeing that they had capabilities on the subject matter of M&E. However; due to various factors such as unavailability of resources, socio cultural factors, poor means of effecting strategies, low perceived self efficacy towards meeting targets, and poor characters assessment, their capabilities in the area were hindered.

The studyIt revealed that the M&E of public development projects in Kinondoni Municipality was not at all carried out efficiently and effectively. M&E is not prioritized and officials appear to carry it out relying on their wishes. The major factor of M&E has hardly been to determine the efficiency and effectiveness of resource management. That M&E supposed determines the actualization of the set objectives was found to be just an idea. Such an idea in relation to the lessons learned from the implementation of the projects to inform future projects was also found not to be fully practical in Kinondoni Municipality.

Although the some officials felt that M&E process in Kinondoni could be effective and efficient to a great extent, it was revealed that the successful realization of projects' objectives should be a determinant of an effective and efficient M&E process. Ominously, an effective and efficient M&E should produce both positive a positive impact on the existing project and sustainable information for the success of future public development projects. Such projects were found to be undertaken by the government with the aim of improving the well-being of the people and their society at large.

### **5.2.3 Institutional factors in LGAs that limit the utilization of M&E**

Study revealed that officials are supposed to primarily engage in M&E so as to ensure that the development projects actually improve the socio-economic well-being of the people and the society at large. Some municipal officials were, nevertheless, found to manage projects and initiate M&E without proper knowledge on the objectives of the process. The explicit officials' lack of awareness about the public development projects illustrated that the officials were either a little or not engaged in undertaking M&E of public development projects. However, it was also found that there were a lot of public development projects running in Kinondoni Municipality and the successful actualization of these projects objective could be perfected by effective and efficient M&E.

The study revealed that, despite the initiated few capacity building processes, the Kinondoni Municipal officials were found to be either moderately competent or not at all capable of undertaking M&E of public development projects at the Kinondoni Municipality. Thus, most officials are not competently prepared for the M&E of public development projects. The officials were more concerned of the instrumental values such as incentives and allowances associated with the M&E than effectiveness and efficiency of the process. The incompetence was also found to have been a result of lack of frequent trainings and experienced competent personnel in M&E.

### **5.2.4 Institutional measures for effective utilization of M&E**

Although it was found that working with citizens in the public development projects adds value to the projects, it was revealed that the central government involvement in the municipal projects has a negative impact. However, lack of enough support from central government, particularly the decision to obliterate workers' incentives and allowances was also revealed as one of the key challenges facing M&E of public development projects at Kinondoni Municipality. Other challenges included lack of proper planning and enough funds to carry out M&E together with lack of

such important resources as cars or other means of transportation. Vivaly, it was revealed that the apparent failures of municipal of officials to work as a team together with some few unethical practices are caused by lack of experts due to low levels of education, inexperience and shortage of trainings.

### **5.3 Conclusion**

Lack of enough funds and inadequate resources for undertaking M&E of the public development projects hinder the achievement of efficient and effective realization of the M&E goals. The primary goal of M&E is the successful acquisition of the public development projects objectives. The problem of funds and resources should be addressed by the central government which plays an essential role on most of LGAs decisions. The efficiency and effectiveness of M&E will only be improved if it is backed up by the central government's constant support.

However, it is clear that the effectiveness of M&E systems in determining the performance of public development projects has not always been realized because of the low budget allocation and lack of enough resources. LGAs in Tanzania need experts in various fields including planners, M&E experts, auditors, financial managers, etc. These kinds of expertise that are necessarily required for LGA officials demand for practical experience, training and education. These experts should not only be conducting ex-post evaluation but the M&E process should be an endless process from the planning stage of the project.

There has, therefore, not been a fundamental link between M&E and the implementation of the public development projects in Kinondoni Municipality because the implemented projects have not been positively influenced by the M&E process. This implies that the process of undertaking M&E in the Municipality is weak. The M&E process, therefore, has to be changed and enhanced so as to create a strong link between the effectiveness of M&E and the determination of the performance of the public development project. This will enable the realization of sustainable M&E process and human centered development.

#### **5.4 Policy Implications**

The study calls for review of Local Government Reform Programme of 1998 to address institutionalization of M&E framework and establishment of legal framework for effective and efficient execution of M&E practices.

#### **5.5 Recommendations of the Study**

The study basically recommends that municipal officials be provided with opportunities to participate in trainings for the development of their skills. This will consequently create more expertise necessary for effective and efficient M&E process. Expertly undertaken M&E will not just be a compliance to directives but also a tool for project management. This will enhance the realization of improved outcomes and performances of the public development projects. The study also recommends that directives be introduced to ensure that municipal officials prioritize the efficiency and effectiveness of the M&E process over its associated incentives. Notwithstanding, it is also recommended that the municipal officials be rightly paid for their services and the extra duties. Despite the fact that M&E should be explicitly prioritized, the process of budget allocation should take into consideration the officials' incentives and allowances should the objectives of public development projects be realized.

The study basically recommends that before the commencement of M&E of public development project, the municipal must ensure the availability of funds and resources. This will reduce or eliminate the projects that fail because they are either insufficiently funded or provided with inadequate resources. There should therefore be a clearly defined and allocated budget for M&E. It is recommended that the municipal allocate a reasonable percentage M&E out of the total development project budget. The percentage will depend on the size of the development project and the available funds.

The central government should find means to support to the LGAs especially on matters like planning, expert training, funds and other resources for undertaking M&E of public development projects. The central government, without necessarily interfering with the activities of the municipal, should also support the LGAs with guidelines and directives of M&E. It should also encourage and promote innovation and creativity at the municipal level so as to increase efficiency. The study recommends that proper planning and financial management be enhanced at the municipal level so as the available funds and resources could be used for the intended purpose. Development interventions should therefore clearly state that officials' engagement in M&E process as a necessary management tool should the highest possible performance of public development projects be realized. Means should, therefore, be established to ensure that officials sustainably participate in M&E of the projects.

### **5.5 Recommendations for Further Studies**

The study explored the municipal officials' engagement in undertaking M&E of public development projects in Kinondoni Municipality. The same study can be conducted in other LGAs, NGOs, and CBOs in Tanzania to see if the same results will be obtained. Significantly, it is recommended that a study be conducted on factors other than M&E affecting the realization of the public development projects. It is also important to conduct a study on whether it is possible to realize an effective and efficient M&E and factors for the revealed inadequate funds and resources.

## REFERENCES

- Akin, M.C & Christie, C.A. (2004). “*An evaluation theory tree revisited*” in *American Evaluation Association (2005)*. Guiding principles for Evaluators. Retrieved from <http://www.eval.org> on October 20, 2017.
- Amponsah R. (2012). “*The Real Project Failure Factors and the Effect of Culture on Project Management in Ghana: Ghana Institute of Management and Public Administration*”; Accra, Ghana.
- Babbie (2000), *The practice of social research*, 9<sup>th</sup> edition hc 2000. Wadsworth pub co, Washigton D.C
- Bamberger et al (2008), Aversive workplace conditions and employee grievance filling. The moderating effects of gender and ethnicity. *Industrial relations, a journal of economy and society*, value 47, issue 2.
- Chew, C. & Daniels, D. (1993). *Evaluations in the Third World National Research System: Some Trends and Operational Experiences*. Office of Planning and Evaluation International Development Research Center, Ottawa, Canada, available on line at: [www.idl.bnc.idrc.ca](http://www.idl.bnc.idrc.ca).
- Corlazzoli, J.A. (2013). “*Multi-country co-operation around shared waters: Role of Monitoring and Evaluation*” *Global Environmental Change*, 14(1): 5 – 14.
- Guijt et al (1998), *participatory monitoring evaluation: Learning from change* institute of development studies, university of Sussex, Brighton Uk.
- Hatry H.P (1999), *performance management: Getting results*. The Urban institute press Washington D.C
- Ika L. (2014). “Special Issue: Why Do Projects Fail in Africa”, in the *Journal of African Business; Ottawa, USA*.

- Javed, M.S. (2012). "Project Variables in Performance of the Project Planning, Implementation and Controlling Process." in the *International Journal of Engineering and Innovative Technology (IJEIT)* Volume 1, Issue 3, March 2012.
- Khan, K; Waheed, A.& Iqbal ,S (2014). "*Monitoring and Evaluation: Civil Society Organisation Competitive Edge in Effective Poverty Alleviation.*"
- Kliest, T. (1995). "Project Monitoring and Evaluation in Netherlands Bilateral Development Cooperation" in *Controlling Development: Systems of Monitoring and Evaluation and Management information for Project Planning in Development Countries*. Job & Tiburg, eds. Tilburg University Press.
- Knaap, J. (2004). "*Civil Society Engagement in EFA in the Post-Dakar Period—A Self-Reflective Review*". Paris: unpublished paper prepared for the Fifth Working Group on Education for All.
- Kusek and Risit (2002), *Ten steps to a results based monitoring and evaluation system*. The international bank and development. The World Bank Washington D.C
- Kusek, J. & Rist, R. (2004). "*Ten steps to Results-Based Monitoring and Evaluation System; A Handbook for Development Practitioners*", Africa Region Knowledge and Learning and Operations Evaluation Department. Washington DC, World Bank.
- Mackay et al (2007) *the value of corporate risk management*, the journal of finance, source 62, issue 3.
- Mackay K. (2007), *How to build M&E systems to support Better government*. The international bank for reconstruction and development, the World Bank, Washington D.C.

- Manuhood (1993), Local government in the third world: The experience of decentralization in tropical Africa. Africa institute of south Africa. Southern Africa.
- Ministry of Finance and Planning – MFP (2016). *National Five Year Development Plan 2016/17 – 2020/21: “Nurturing Industrialization for Economic Transformation and Human Development.”* United Republic of Tanzania.
- Ministry of Finance and Planning – MFP (2016). *Tanzania Development Plan, Vision and Investment Priorities to Achieve Middle Income Status by 2025.* The Tanzania Investment Center.
- Mjingo, C.C. (2017). *“The Effectiveness of Monitoring and Evaluation Systems in Determining the Performance of Development Projects in Tanzania.”* Dissertation Submitted in the University of Dar es Salaam.
- Mundy *et al.*, (2008). *“Basic Education, Civil Society Participation and the New Architecture: Lessons from Burkina Faso, Kenya, Mali and Tanzania”*
- Munniti and Moren Levesque (2008), Recent developments in the economics of entrepreneurship, journal of business venturing department of management sciences university of waterloo, Waterloo Ontario Canada
- Muya and Msoka (2018), Women’s participation and equal opportunities for leadership in Tanzania.
- Muya, D. (2014). *“The Nexus between National and Student Politics: Managing Student Conflict in Four African Universities in an Era of Democratic Transition.”* A thesis submitted in the fulfillment of the requirements for the degree of Doctor in Public Administration, University of Zululand, South Africa.
- Neuman(2002), social research methods: Qualitative and quantitative approaches, 4<sup>th</sup> edition, Ally and Becon, Wisconsin.

- Nzekwe J. (2015). *“Project Failure as the Reoccurring Issue in Developing Countries: Focus”* on Anambra State, South East Nigeria
- OECD. (2002). *“Glossary of Key terms in Evaluation and Results based Management”*, Paris: OECD.
- Palthe, j. (2014). Regulative, Normative and cognitive elements of organizations. Implications for managing change. *Management and organizational studies*, Vol (2), 59-66.
- Pollack (2007), The changing paradigms of project management, *international journal of project management* Vol. 25 (2007) NO. 3 pp 266-247
- Roche (1999), *Impact assessment for development agencies: Learning to value change*. Oxfam GB, England.
- Rossi and Freeman (1993), *Evaluation a systematic approach*. SAGE publication, New Delhi
- Rossi et al (2003), *evaluation a systematic approach 7<sup>th</sup> edition*. SAGE Publication inc.
- Sartorius R. (2011). *“Participatory Monitoring and Evaluation Systems: Improving the Performance of Poverty Reduction Programs and Building Capacity of Local Partners”*; Cairo, Egypt.
- Scott (1995), *Institutions and organizations. Ideas, interests and Identities*. Stanford university Uk.
- Semboja, (2014), *Why people pay taxes: The case of the development levy in Tanzania*. REPOA, Dar es salaam.
- Shapiro J. (2004). *Monitoring and Evaluation*. Johannesburg: CIVICUS
- Stufflebeam (2002), *evaluation models, New directions for evaluation volume 2001*, issue 89.

- Tanzania National NGOs Coordination – TNNC (2017). *Registered NGOs*. Available on [www.tnnc.go.tz/ngodetails.php?applicationid=17](http://www.tnnc.go.tz/ngodetails.php?applicationid=17) and retrieved on October 24, 2017.
- The World Bank (2003), Do more Transparent governments govern Better? Policy research working paper 3077, World Bank institute.
- Tidemand and Msami (2010), The impact of local government reforms in Tanzania 1998-2008. Research on Poverty Alleviation (REPOA) Dar es salaam.
- Umugwaneza, J. (2016). *“The sustainability of Development Projects in Rwanda.”* PhD Thesis: University of Dar es Salaam.
- UNAIDS (2009). *“Components of Monitoring and Evaluation System Assessment: Guidance to Support Preparation, Implementation and Follow-up Activities.”* Geneva, Switzerland.
- UNDP (2009). *“Handbook on Planning Monitoring and Evaluation for Development Results”*, Vented National Place, USA.
- URT (2010). *“Enhancing Professionalization of Human Resource Management in the Public Service in Africa,”* President’s Office Public Service Management. Dar es Salaam, Tanzania.
- Valadez (1994), Critical perspectives on community college education. New directions for community colleges, volume 1994, issue 87
- Valadez (1994), Monitoring and evaluating social programs in developing countries: a handbook for policy makers, managers and researchers. The World Bank group.
- Wanjiru W. E. (2009). *“Determinants of Effective Monitoring and Evaluation Systems in Non-Governmental Organizations within Nairobi County”* Nairobi, Kenya.

Yin, R.K. (1984). *Case Study Research, Design and Methods*. New Delhi: Sage Publications.

Zainal, Z. (2007). “*Case Study as a Research Method*” in the *Jurnal Kemanusiaan*. 9. Faculty of Management and Human Resource Development. University Teknologi Malaysia.