

**ENABLING ENVIRONMENT FOR NON-GOVERNMENTAL  
ORGANIZATIONS (NGOs) TO COOPERATE WITH LOCAL  
GOVERNMENT AUTHORITIES (LGAs) IN SERVICE  
DELIVERY: A CASE STUDY OF MERU DISTRICT COUNCIL**

**By**

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**A Dissertation Submitted in Partial/Fulfillment of the Requirements for the  
Degree of Master of Science in Local Government Management (Msc.LGM) of  
Mzumbe University.**

**2016**

## **CERTIFICATION**

We, the undersigned, certify that we have read and hereby recommend for acceptance by the Mzumbe University, a dissertation entitled **Enabling Environment for NGOs to Cooperate with LGAs in Service Delivery: The Case of Meru District Council** in fulfillment of the requirements for award of the degree of Masters of Science in Local Government Management Mzumbe University.

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## **DEDICATION**

I feel pleasure to dedicate this dissertation to the miraculous God who abides with me all the way in my scholarly attainments. I also dedicate this piece of work to my dearest parents, Mr and Mrs David Donald Mwaibingila and my sincere brother Mr A.D Bukuku and his family for their patience, advice and encouragements in my life.

## **LIST OF ABBREVIATIONS**

AAA	Africa Amini Alama
AKDN	Aga Khan Development Network
CSOs	Civil Society Organizations
DED	District Executive Director
DSM	Dar es Salaam
DSW	Deutsche Stiftung Weltbevoelkenig
FGM	Female Genital Mutilation
GDP	Gross National Product
HODs	Heads of Departments
ICSW	International Council in Social Welfare
IMF	International Monetary Fund
JICA	Japanese International Cooperation Agent
LGAs	Local Government Authorities
LGRP	Local Government Reform Programme
MDC	Meru District Council
MKUKUTA	Mpango wa Kukuza na Kupunguza Umaskini Tanzania
NGOs	Non-Governmental Organizations
NNP	Nyambari Nyangwine Publishers
OIKOS (EA)	OIKOS East Africa
PMO-RALG	Prime Minister's Office- Regional Administration and Local Government
RAAN	Reality of Aid Africa Network
REPOA	Research on Poverty Alleviation
SPSS	Statistical Package for Software Systems
UDSM	University of Dar es Salaam
UNICEF	United Nations Children's Emergency Fund
VEOs	Village Executive Officers
WF	Watoto Foundation
WEOs	Ward Executive Officers
WB	World Bank

## **ABSTRACT**

The focus of this research was to investigate the enabling environment for NGOs to cooperate with LGAs in service delivery. The research was conducted in Meru District Council (MDC). Respondents from MDC and the selected NGOs in the district were involved in the study.

This study was meant to answer the questions on the facilitative nature of the NGO policy to the cooperation between NGOs and LGAs, recognition of NGOs in service delivery by LGAs and capability of NGOs and LGAs to enhance their cooperation in service delivery.

Interviews and questionnaires were the main data collection techniques that were employed in this study whereas simple random, convenient and judgmental sampling techniques were used to obtain the respondents for the study.

The study found that the enabling environment for NGOs is still complex and it recommends what should be done to bring about improvement in the working environment of NGOs.

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## **CHAPTER ONE**

### **1.0 Introduction**

This chapter constitutes of the background of the study, statement of the problem, objectives of the study, research questions, rationale of the study, limitations of the study, scope and delimitation of the study, definition of key words and the organization of the research proposal.

### **1.1 Background of the Problem**

NGOs seem to offer new hope for service delivery in Tanzania because they can perform better than the public sector. They are more innovative and interested in technologies appropriate to service delivery and they are able to adapt technologies to local conditions, are more participatory and thus more able to link traditional and modern knowledge and motivate citizens to take responsibility for their own economic progress and are more aware of the environment and the requirement of sustainable service delivery (Issa, 2004). Therefore, NGOs are crucial to supplement the government in its role of service delivery. They have been involved in the provision of health, education, and water supply services.

Early after independence the delivery of social services has been considered as the government's responsibility, hence the government was the sole provider of social services to the citizens. Also bilateral and multilateral donors have played an important role in the development of Tanzania's social service infrastructure. NGOs particularly churches have also contributed to the development of social services in the country. But service delivery systems during this period had a number of inadequacies.

Recognizing these fundamental inadequacies in service delivery and vast need of population and the economy, the government decided to provide both basic health, education and other social services. However the government encountered difficulties in financing and managing the social services that she had kept in place due to enormous recurrent cost burden following large capital investment in health, education and water services and training large number of personnel, unfavorable international trading conditions and overall decline in growth of economy and

population pressure compared to the ability of the government to deliver social services.

The mentioned problems necessitate the need to redefine the fundamental definition of the government's role and near monopoly position in service delivery. In the mid 1980s, under the pressure from donors and International Monetary Fund (IMF), the government began to reduce the role of the state sector and liberalize the economy. It is widely acknowledged that the state alone cannot achieve its goals in addressing social needs and that, organs of civil society in democratic dispensation, firmly rooted in society and with popular participation and voluntary support, are essential for a caring, responsive and effective service delivery network (ICSW, 2000). Following the liberalization of the economy, the role of the civil society in development and service delivery in Tanzania expanded dramatically encouraging explosive growth in the nongovernment sector (REPOA, 2007).

There is a trend in African countries to reinforce the local government authorities, and consequently processes of decentralization and local government reforms presently taking place in many African countries. This includes Tanzania which has undertaken an ambitious and national-wide local government reform programme (Baker & Wallevik, 2000). The overarching objective of the local government reform programme is to restructure local government authorities so that they can respond more effectively and efficiently to the identified local priorities of service delivery in a sustainable manner (REPOA, 2006). This includes more specific objectives such as to improve quality access and equitable delivery of public services particularly to the poor and to increase civil society and NGOs participation in service provision. Wallevik and Schanke (2006) argue that the government of Tanzania recognizes the need to work together with NGOs and the need for such cooperation to extend to other key players including funders, disadvantaged people themselves, other sector of civil society and the wider public.

For NGOs to cooperate effectively with the government in service delivery they need a well articulated enabling environment. It is the government which is responsible to ensure that the enabling environment for NGOs to operate freely is set. Enabling

environment refer to a set of interrelated conditions (i.e policies, legal and regulatory framework and physical infrastructure) which impact on the capacity of development practitioners (such as NGOs) to participate in development process in a sustained and effective manner (Thindwa, 2001). The World Bank, (1992) recognizes that NGOs are much stronger in some countries than in others for a number of factors, a powerful factor clearly is government hostility or encouragement. The Tanzanian government tries to encourage NGOs to cooperate with it in service delivery by formulating the national NGO policy, establishing legal framework for NGOs in the country and facilitating access of information for the recognition, capacity and voices of NGOs.

### **1.1.1 The National NGO Policy**

The main objective of the policy is to provide an enabling environment for NGOs to operate. It aims to put in place registration procedures which are transparent, decentralized and which will facilitate better coordination of NGOs while safeguarding the freedom of association between the government and civil society (Kukkamaa, 2008). But in real situation things are different; the registration of NGOs in Tanzania is characterized with different amounts of bureaucracy and waiting periods (some up to 2 years). This situation discourages the growth of NGOs in the country. The policy also requires all NGOs, local and international to produce activity reports and make available annual financial and audited reports to the registrar's office (URT, 2001). This requirement is very cumbersome for small NGOs to meet. Therefore the NGO policy seem to complicate the operation of the NGO sector which has been active in the country working in partnership of some form or other with the government due to its vague and unclear provisions. For the sake of enabling NGOs to operate, there is a need to review the policy.

### **1.1.2 Legal Framework for NGOs in Tanzania**

The relationship between the government and civil society in Tanzania has been characterized by the state's efforts to create political hegemony (Lange et al, 2000). Kukkamaa (2008) argues that with multi party politics, liberalization and democratization, the government has formally lost much of their former control over civil society. However, the government has not given up and new control



mechanisms are put in place. The most notable being the recent NGO Act of 2002. This Act was criticized by the NGOs for most of its provisions undermine the working of NGOs instead of enabling them. For instance the law provides financing for the NGOs board of mainly government representatives but non to the NGOs council of mainly NGOs representatives. Also section 31(a) of the Act states that each NGO shall have the duty to respect the culture and tradition of the people and communities in which it operates. This kind of restrictions can curtail NGOs working against customs such as Female Genital Mutilation (FGM) and domestic violence. Moreover the law requires NGOs to harmonize their activities in the light of the national development plans thus curtail freedom of expression. The NGO Act, 2002 provides that a NGOs coordination board may refuse to approve application for registration of an NGO, if its activities do not strive for the public interest; however the definition of public interest is vague.

### **1.1.3 Capacity Building**

In order for NGOs to cooperate effectively with the government in service delivery, they need to be well capacitated in terms of information, financial resources, human resources and other infrastructures. The Tanzanian government is supposed to play a crucial role in building NGOs capacity. Instead, the government contributes to incapacitate the NGOs in one way or another.

Through the NGO policy, the government assures NGOs to have access to reliable information as the policy states that, the government shall provide information relevant to NGOs activities so as to promote a fair information exchange between the government and NGOs. Since information is power, this will embrace NGOs with real power. But this is curtailed by the existing bureaucratic and legal systems. According to REPOA (2007), NGOs expressed doubts as to whether the government freely shares information and they felt that if strong, vested interests were opposed then NGOs submission made little impact.

Several laws in Tanzania contain harmful provisions that deny the right to freedom of information and press (RAAN, 2013). These laws include the Newspaper Act 150 and the National security Act. The latter allows the government to control the

dissemination of information that goes to the public for the interest of national security. However the term national security is not clearly defined. Therefore, because of these laws the right to information and expression can just be denied or granted. Such environment weakens NGOs towards cooperation with local authorities in service delivery. Though the primary intention of these laws was to create smooth operational environment, they end up causing difficulties to NGOs.

Financially, NGOs are highly dependent on donor support. Donors tend to directly channel their financial aid to NGOs for they believed that they were more flexible and responsive to the public needs compared to the government. However the trend is quickly changing in Tanzania with the emphasis by donors to move from project support to directly budget support. As a result the funding has been channeled through the national budget to increase spending on public services (RAAN, 2013). Due to this NGOs have experienced a decrease in donor support and a complicated bureaucratic requirement set by the government for funding applications felt unnecessary and restrictive by NGOs. In short, the government has not created mechanisms to directly support NGOs initiatives. This changing trend in donor support affects the financial capacity of NGOs in the country and without government clear mechanisms to support NGOs, it has been difficult for these organizations to deploy their potential abilities in service delivery. Proper and constant funding structure is needed to enable NGOs to cooperate with LGAs in service delivery.

In terms of human resources and infrastructure, NGOs proved to be under capacity. They have very few permanent employees and offices respectively. Kukkamaa (2008) argues that some local NGOs have been given rent free or reduced rent office space from government agencies and several government bodies and allow their employees to miss time at work when they are needed at their NGOs. Likewise promoting NGOs voices is essential to building capacity of these organizations. There should be mechanisms creating access, space and capacity, for NGOs to formulate, articulate and convey opinion in consultations and decision making nationally and internationally (Thindwa, 2001). In Tanzania NGOs' voices is less promoted. Their voicing criticism of the government have been avoided and labeled

as opposition apologists especially in areas where there are heightened political tensions. For instance Haki Elimu, the most active and professional NGO working in the education sector in Tanzania was banned from publishing any article or studies regarding Tanzanian school. The reason behind this was its advertisement on TV and Radio that paint the image of education system negatively (Kukkamaa, 2008).

Local level NGOs face a number of capacity challenges ranging from staffing issues to gaps in professional development. Competences and skills in policy analysis and information access are just some of key competences required by NGOs in their cooperation with Government (AKDN, 2008).

#### **1.1.4 NGOs Recognition**

Nongovernmental organizations are increasingly being recognized by government as potent forces for social, economic development, important partners in nation building and national development; valuable forces in promoting the qualitative and quantitative development of democracy and not least, important contributors to Gross National Product (URT, 2001). The government and other stakeholders recognize the fact that at this point of our development process, NGOs are partners in development and that an enabling environment be put in place for them to operate and thrive. With such positive recognition, NGOs are empowered to cooperate with the government in delivery of services.

Therefore NGOs are supposed to collaborate with each other at both national and sub national level for the realization of a better enabling environment. They need to build a well networked coordination among themselves. The government helped this by formulating a NGOs coordination board. NGOs have to build their capacity on enabling environment issues including the legal and regulatory framework for them to address the gap on enabling environment issues. Kukkamaa (2008) argues that the government has observed lack of coordination among NGOs hence sees the lack of return and does not trust the NGOs.

Similarly, citizens trusted NGOs less than local civil servants and elected officials. Many view local NGOs as representing the interest of the donors who fund them not the community, and existing only to gather external funds not to play an active role

in solving exigent issues (KEPA, 2013). The government and the public mistrust upon the NGOs disenable them to cooperate effectively in service delivery.

## **1.2 Statement of the Problem**

There have been many efforts made by the Tanzanian government to improve service delivery. To achieve this, local government authorities are striving to achieve a stronger collaboration between themselves and civil society (Wallevik & Schanke, 2006). The government of Tanzania recognizes the need to work together with NGOs and the need for such cooperation to extend to other key players including funders, disadvantaged people themselves, other sector of civil society and the wider public (URT, 2001). As a result the number of NGOs in service delivery has increased.

Shrinking of the state from being the only provider of public services and the ongoing liberalization of the World's economy led the NGOs to participate in provision of public services too. Despite this, still there are acknowledged failures in access to quality services in Tanzania. Although the NGO policy and the subsequent Tanzania NGOs Act of 2002 were formulated to establish the legislative framework to allow NGOs to operate freely and effectively (REPOA, 2007), still the NGOs potentials are not fully utilized. Their cooperation with the local authorities in service delivery is yielding less than the expectation. And there are no enough studies that have been conducted to research whether it is a lack of enabling environment or other reasons that lead NGOs not to cooperate effectively with LGAs in service delivery. This situation arouses interest to have a study on enabling environment for NGOs to cooperate with LGAs in service delivery.

## **1.3 Objectives of the study**

### **1.3.1 The general objective**

The main objective of this study was to investigate the extent to which LGAs and NGOs create an enabling environment for cooperation in service delivery.

### **1.3.2 The specific objectives**

- i. To determine if the NGO policy facilitate the creation of enabling environment for LGAs to cooperate with NGOs in service delivery.
- ii. To find out if LGAs recognize the importance of cooperation with NGOs in service delivery
- iii. To determine the ability of LGAs and NGOs in enhancing cooperation in service delivery

### **1.4 Research questions**

Bassey (1999) defines research questions as the engine driving the train of inquiry and should be formulated to set the immediate agenda for research to enable data collection and permit analysis. In this study the research questions were the following;

- i. Does the NGO policy facilitate the cooperation between LGAs and NGOs in service delivery?
- ii. Do LGAs recognize the importance of cooperation with NGOs in service delivery?
- iii. Are the LGAs and NGOs capable to enhance their cooperation in service delivery?

### **1.5 Rationale of the study**

The rationale of this study was to come out with the information necessary to inform all the service delivery stakeholders on how best they could cooperate to cater for the demand of social services among citizens. The study informed the local government authorities on the importance of utilizing the NGOs to their full potential in order to increase their responsiveness to service delivery. Moreover policy makers will benefit from the findings of this study for it will offer them with useful grounds for effective policy formulation. The study also aimed at filling the gap in the enabling environment for NGOs to cooperate with LGAs in service delivery.

Generally, the study is very useful to the improvement of service delivery framework of the country. Furthermore the findings of this study challenged the legal framework existing in the country. Additionally, the recommendation of the study reminded the

local authorities to adopt flexibility on issues of service delivery. Academically, the study was conducted for the award of a degree in Master of Science and local government management.

### **1.6 Limitation of the Study**

As the study adopted a case design approach, its coverage is limited to one district council (Meru District Council). Also the study involved the researcher moving from one place to another for data collection hence it was not free from financial constraints. It was also a time frame activity; therefore the study had been limited with time bound. Moreover the nature of respondents' response and cooperation affected the accomplishment of the study in one way or another.

### **1.7 Scope and Delimitation of the Study**

This study focused on the enabling environment for NGOs to cooperate with LGAs in service delivery in which the researcher investigated the key determinants of enabling environment. The delimitation of this study delimited the study by geographical location, population size and time factor thus why it had conducted in Meru district council. The council had been chosen for it had been reported a misunderstanding between the council and one of the NGO working in it.

### **1.8 Definition of key words**

#### **1.8.1 Enabling Environment**

Enabling environment refer to a set of interrelated conditions (i.e policies, legal and regulatory framework and physical infrastructure) which impact on the capacity of development practitioners (such as NGOs) to participate in development process in a sustained and effective manner (Thindwa, 2001).

#### **1.8.2 Local Government Authority**

Warioba (1999) defined local government authority as that part of the government of a country operating on a local level functioning through a representative organ known as the council, established by law to exercise specific powers within a defined area of jurisdiction.

### **1.8.3 Non Government Organization**

URT (2001) defines an NGO as a voluntary grouping of individuals or organizations which is autonomous and not for profit sharing; organized locally at the grassroots level, nationally or internationally for the purpose of enhancing the legitimate economic, social and / or cultural development or lobbying or advocacy on issues of public interest or interest of a group of individuals or organizations. NGOs can be defined as associations formed from within civil society bringing together individuals who share common purpose (Turner & Hulme, 1997).

### **1.8.4 Service Delivery**

Is a distribution of basic resources citizens depend on like water, electricity, sanitation infrastructure, land and housing. Service delivery is a continuous cyclic process for developing and delivering user focused services.

### **1.8.5 Cooperation**

Is a voluntary arrangement in which two or more entities engage in a mutually beneficial exchange instead of competing (Business Dictionary, 2015).

## **1.9 Organization of the Report**

This research report is organized into six chapters, the first chapter comprises of the background information about the study, a statement of the problem, objectives of the study, rationale, limitation and delimitation of the study together with definition of key words. The second chapter is all about literature review and is divided into three sections; the theoretical review, reviews of other studies and the synthesis of the study. The third chapter covers about research methodology. It explains the research design used in the study, population of study, sample and sampling procedures, data collection methods and the area of study with the reasons behind its selection. The fourth chapter is all about the presentation of the findings of the study and the fifth chapter discusses these findings. The last chapter provides a summary of the findings, conclusion and recommendations and at the same time the chapter provides area for further studies.

## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.0 Introduction**

This chapter provides the theoretical review, empirical literature review, conceptual framework and the synthesis of the study.

#### **2.1 Theoretical literature review**

##### **2.1.1 An Overview of NGOs in Tanzania**

The history and status of NGOs is the subject of an ongoing exercise. The historical development of NGOs in the country reflects the changing social, economic, and political environment that has taken place from the colonial period to the present (Kiondo & Mtatifikolo, 1999). NGOs were present in Tanzania even during the colonial times. Initially, the country was witness to religious organizations and associations, sports clubs and dance societies were able to cut across religious and ethnic lines. Tanzania's independence marked a turning point in the country's developing NGOs sector. During the reign of the late Mwalimu Nyerere most of the organizations were formed under the umbrella of the party (i.e TANU).

Immediate after 1990s when the country entered the era of broad liberalism in all spheres (political, economic and social development), the government started to withdrawal from social service delivery. This was due to the economic crisis of 1980s. Responding to a series of economic shocks caused by the crisis, Tanzania signed agreements with the world bank and the international monetary fund to adopt structural adjustment programmes in the 1980s and early 1990s (REPOA, 2007). The conditions of these agreements resulted to the role of NGOs in development and service delivery to expand. Furthermore, the increasingly tendency of donors to channel aid funds through international and locally based NGOs encouraged further growth of the NGO sector in the country. Other reasons for the emergence of NGOs in the country include the need for certain social groups (including women) to organize and articulate their interests, the move by international agencies to encourage voluntary organizations as counter weight to the state and privatization



and retrenchment programs that increased the number of unemployed people, who were able to find alternative employment in NGOs (KEPA, 2013).

### **2.1.2 Roles of NGOs in service delivery**

Among the reasons for the emergence of NGOs in the country is the need to fill the gaps left by the state withdrawal from social service delivery. Issa (2004) argues that, NGOs are believed to offer new hopes for service delivery because they seem to perform better than the public sector. They are more innovative and interested in technologies appropriate to service delivery and are able to adapt technologies to local situations, more participatory and thus more able to link traditional and modern knowledge and motivate citizens to take responsibility for their own economic progress. NGOs are also aware of the environment and the requirement for sustainable service delivery. Due to these features it is inevitable to have NGOs in service delivery.

The types of services provided by NGOs are extremely diverse, including legal aid and counseling services, water, agricultural and environmental consultancy, capacity building and training for NGOs and community based organizations, credit and skills building for small business enterprises, provision of school fees and construction of education infrastructures, health services including home based care and rehabilitation, HIV/AIDS prevention education and information support for the disabled, widows , street children and/or orphans, income generation projects and communal groups for self help purpose (KEPA, 2013).

Most NGOs play a great role as champions of the poor, lobbying government to give the poor a better treat, others play a watchdog role ensuring that the government and utilities remain honest, focused on serving the people. Likewise NGOs help in finding ways to bring communities together to provide basic services.

### **2.1.3 Roles of LGAs in service delivery**

In Tanzania, the main institutions for local level delivery of basic services are essentially with LGAs- in rural areas at district and village levels (Tidemand et al, 2008). Being a unitary state, Tanzania has two tiers of government, the local government tier and the central government tier. The local government tier is the

lowest and closest tier to the people hence acts as the principal agent of the central government in service delivery. The local government district authorities Act, 1982 clearly stipulates the general functions of local government authorities. The Act provides that, it shall be the responsibility of local government authority to promote the social welfare and economic well being of all persons within its area of jurisdiction. Referring to the service delivery, local government authorities are broadly mandated to provide the basic services of health, education, water, roads and agriculture (Tidemand, 2008). In order to increase the responsiveness of LGAs in service delivery, the Tanzanian government had decided to reform these authorities. The reform implemented to secure improved quality of, access to, and equitable delivery of public services through reformed and autonomous local authorities (Schanke & Wallevik, 2008). The reform clearly states that NGOs should be an important instrument in its implementation. Therefore, it is the role of LGAs to establish a cooperative relation with NGOs in service delivery. They are also responsible to coordinate activities undertaken as part of service provision.

#### **2.1.4 Enabling environment for LGAs and NGOs cooperation**

Enabling environment is a broad concept which needs to be unpacked by elaborating a comprehensive set of influential environmental factors and clarifying the nature of their impact on various development actors. For the sake of this study, enabling environment for LGAs and NGOs to cooperate will be discussed in the light of the following features; NGOs policy and legal framework, recognition of NGOs as key service provider and capacity of LGAs and NGOs in undertaking their activities.

##### **2.1.4.1 NGO policy and legal framework**

The NGO policy is believed to be the guide for the operation of NGOs in the country. As a guide, it needs to come from both the government and NGOs. It was formulated to facilitate the operation of NGOs in collaboration with the government in the provision of social and economic services. It is argued that the social service arena could be a chaotic one unless the state and NGOs are well informed of each other's roles and there should be a negotiated agreement on how the respective parties are going to pursue a shared vision and common goals. A nongovernmental organization policy came in as a negotiated agreement between the government and

NGOs to guide their works. The overall objective of the policy is to create an enabling environment for the NGOs to operate effectively and efficiently in social and economic transformation of the country.

The policy provides an operational definition of NGOs and a broad framework for legal and institutional arrangements to facilitate the operation of NGOs in Tanzania. It seeks to streamline the registration of NGOs by removing current deficiencies in the existing laws and harmonize all existing laws dealing with NGOs matters by enacting a new single NGO law for the country (RAAN, 2013). It insists on a fair information exchange between the government and NGOs. This will help to strengthen and harmonize the cooperation of the two. The policy also states clearly that there will be tax exemptions for the NGOs to enable them operate effectively. But the implementation of this policy seems to be a challenge to the actors.

Following absence of a single body of law in the country for the entire classes of nonprofit organizations, the NGO Act was introduced with the intention to establish one law for the civil society organizations in the country. It also intended to harmonize and decentralize registration process of NGOs. The existing laws on NGOs do not demarcate clearly the boundaries for the NGOs operation hence lead to legal confusion. The legal impediments affect a broad range of NGOs. A number of provisions in the NGO Act are not enabling the NGOs. For instance, the NGO Act, 2002 provides that an NGO coordinating body may refuse to approve application for registration of an NGO. Also the Act fails to recognize the corporate status of the NGOs by shifting liabilities to individual officials of the NGOs (section 36(1)186).

Due to the restrictive nature of the legislation many NGOs choose a different form of legal structure other than that available under the NGO Act. This happens because the legal and regulatory frameworks for NGOs remain a key ingredient in disabling NGOs effectiveness. This situation calls for more studies on enabling environment for LGAs and NGOs cooperation in service delivery.

#### **2.1.4.2 Recognition of NGOs as key service providers**

According to Jivani (2010), it is believed that each day, new developmental agent open their doors in Tanzania with the aspiration to better the lives of the citizens, or

fill in the gaps that they believe Tanzania lacks. These gaps may include appropriate health care systems, educational systems, infrastructure and access to finance. Among the agencies include the NGOs.

NGOs are increasingly being recognized by government as potent forces for social and economic development. Moreover the government of Tanzania recognizes the need to work together with these organizations. Such positive recognition given to the NGOs offers an enabling environment for the organization to operate. There has been increased government request for information from NGOs and invitations to become involved in policy processes have become more frequent. The government also incorporated NGOs in technical working groups during MKUKUTA II period. This proves that NGOs are being recognized as partners.

RAAN (2013) argues that, despite all the gestures of the government and positive rhetoric by both sides regarding cooperation between NGOs and the government in Tanzania, many development practitioners agree that the relationship is not satisfactory. The relationship between the government and NGOs is guided by weak laws and regulations which do not provide an enabling environment.

NGOs are seen as key service providers by individuals because they are more responsive to the demand of the citizens compared to the government and they are able to reach and serve the marginalized remote population. But in some areas people's trust on NGOs at local level represent a challenge. Kaduma et al (2012) examined attitudes towards a range of actors and local institutions in Ludewa, Makete and Njombe districts. Their findings revealed that citizens trusted NGOs less than local civil servants, elected officials and party officials. They view NGOs as representing the interests of donors not the community, and existing only to gather external funds, not to play an active role in solving exigent issues. Such negative attitude citizens have towards NGOs disabled the NGOs in their operation.

## **2.1.5 Capacity of NGOs and LGAs in service delivery**

### **2.1.5.1 LGAs Capacity**

Capacity is a multidimensional term; it has to be viewed from several angles. The capacity of LGAs in service delivery can be viewed in terms of human resources, legal and regulatory frameworks and financial capacity. LGAs are experienced service providers. They have large distribution of human resources necessary for service delivery. Over 60% of the public sector workers are in LGAs (PMO-RALG, 2002). This capacitated the LGAs to deliver services to a wide coverage.

Also there are several local government laws that govern these authorities in service delivery. The laws state clearly the roles and responsibilities of LGAs in service delivery. Such legal structures include the local government district authorities Act and the local government urban authorities Act of 1982. Furthermore LGAs are being capacitated by the financial grants they receive from central government and they are allowed to collect revenues (using their own sources) in their areas of jurisdiction.

### **2.1.5.2 NGOs Capacity**

KEPA (2013) argues that the impact of NGOs derived from their capacity to have ability and power to exist and act according to their own vision, mission and values within their particular context. The capacity of NGOs can be viewed through their organizational identity, financial resources and their networking. The organizational identity can only be established when NGOs have competent human resources and other infrastructures. A number of NGOs have managed to identify themselves as important service providers and they gain trust from citizens and the government. Such situation enables them to operate to achieve their goals. Financially NGOs are donor dependent. In the REPOA assessment of 2007, it was found that in every 100 NGOs about 90% were almost fully donor funded. This situation sometimes limits the capacity of NGOs to act because some donor funds have conditions on how to be used.

Similarly, there are no legal provisions for government funding the NGOs in the country. Moreover the networking among NGOs increases their capacity to work

effectively. But it has been reported that the NGOs networking in the country is weak hence limit their impact in the society and their cooperation with the LGAs. The NGO coordination Board which was expected to facilitate the networking of NGOs has not been able to fully exercise their power due to the existing restrictive laws and lack of human resources.

#### **2.1.6 Cooperation LGAs and NGOs in service delivery**

Under the local government reform in Tanzania local governments are striving to achieve a stronger collaboration between themselves and NGOs. It is believed that strong cooperation at the local level will result in positive development. Under the reform it is stated that services are to be provided at local in collaboration between local government, civil society and the private sector. The potential that lies in such a cooperative is believed to be considerable (Wallevik and Schanke, 2006). Several studies have been conducted to investigate the working together of NGOs and LGAs towards service delivery. The studies employ different theories in their accomplishment. Similarly this study on “Enabling environment for NGOs to cooperate with LGAs in service delivery” will employ the principal agent theory for its accomplishment.

#### **2.1.7 The Principal Agent Theory**

This theory explains how to best organize relationships in which one part (the principal/government) determines the work, which another part (the agent/NGO) undertakes (Bartley & Larbi, 2004). In this theory, the principal is the first mover, and chooses an incentive scheme for paying the agent depend on the observed signal. The agent then determines the optimal action to take.

Referring to the study, LGAs are regarded as the principal while NGOs as agent. LGAs determine the environment under which NGOs to operate. Such environment may be enabling or disabling one. Fox et al (2002) argue that, the role of government in fostering an enabling environment can be categorized as consisting of the following actions; mandating, facilitating, resourcing, partnering and endorsing.

Mandating involve formulation of legal and regulatory framework that affect NGOs for instance, the formulation of the NGO policy and NGO Act. Facilitating role

involve the government providing incentives for NGOs like special provisions for contracting such as set aside, making available information to NGOs and citizens in readily understandable language and easily accessible format. Resourcing involve direct public funding while partnering bring government into relationship with NGOs based more on mutual interest and shared benefits, which capitalize on the comparative advantages of the partners. Endorsing just publicize, praise and encourage NGOs.

In applying this theory, one need to be aware of two major issues which are moral hazard (hidden action) and adverse selection (hidden knowledge). These two issues surface whether the agreement (cooperation) is explicit and yielding the expected results or opaque and only produce results to a limited extent. These issues arise where there is asymmetric information whereas under symmetric information, a perfect and effective cooperation would be the results.

## **2.2 Literature Review from earlier studies**

A number of studies have been conducted in the country to examine the cooperation between NGOs and LGAs in service delivery. The study by Wallevik and Schanke (2006) argue that, in the Tanzania LGRP it is argued that local government and civil society/ NGOs are stakeholders in the same development process. The reform suggests there should be cooperation between local government and civil society/NGOs on service delivery at the local level. However while it is evident that the cooperation should take place, the reform has not been clear on how this cooperation should materialize.

The Aga Khan Development Network (2008) found that the relationship between the government and civil society/NGO sector in many countries of the world is complicated; each side often has ideas about the other which get in the way of a smooth and mutually supportive working relationship. Sometimes this is reflected in laws and regulations which do not produce an enabling environment for the growth and effective functioning of civil society/NGO sector.

Furthermore the AKDN (2008) highlighted a number of views held by government on the nature of its relationship with the NGO sector- in particular, there appears to

be a lack of trust between both parties. This may be attributed by the following; the government has yet to see and appreciate the contribution of CSOs/NGOs to the national economy (in terms of GDP). There is no mechanism in place that attributes some percentage of growth of national GDP to NGOs. The lack of evidence about NGOs contribution to GDP even cause some key government leaders to consider doing away with NGOs altogether, poor coordination and self interest among the NGOs themselves was cited as a reason for the government not being able to engage effectively with the NGOs sector.

The local government reform process which has been taking place in Tanzania since the early 1980s continue to provide an institutional context within which NGOs and local government can cooperate and form partnership. For instance the Same district has one such local partnership, popularly known as the joint action programme for initiating, planning, executing and managing partnership in which CSOs/NGOs and the government have been working together to address the developmental challenges facing the nation. However their work has been hampered by less than supportive environment for such cooperation (AKDN, 2008).

The AKDN (2008) found that the NGOs operating at the local government level find it difficult to build partnership with local government due to their weak funding base. Also the RAAN (2013) found that NGOs in Tanzania do not receive government funding. The government does not even provide subsidies NGOs which have managed to achieve statutory status, such as TUCTA and the NGO council of Tanzania. Closer analysis into the legal and regulatory framework reveals that there is no legal, policy and institutional framework for supporting the initiatives of NGOs financially. Legal and regulatory frameworks for NGOs remain a key ingredient in disabling NGOs effectiveness.

The study by Kukkamaa(2008) found that the relationship between the government and NGOs is ambivalent one as evidenced by the protracted NGO legislation process aimed at, on the one hand, providing an enabling environment for NGOs, and on the other hand, controlling and coordinating NGOs activities.



KEPA (2013) found that multiplicity of laws concerning NGOs lead to confusion. Moreover civil society/NGOs and government's role in providing an enabling environment for CSOs/NGOs is mentioned in Tanzanian legislation but no formal institutional framework to manage and sustain cooperation exist. It argues that the major challenge for wider effective cooperation between NGO and government on one hand, and the effective participation of NGOs in the development policy process in Tanzania on the other, is the lack of clarity in existing legislation that gives government all the needed weapons to shut down NGOs voices. This sometimes sours the cooperation between NGOs and the government.

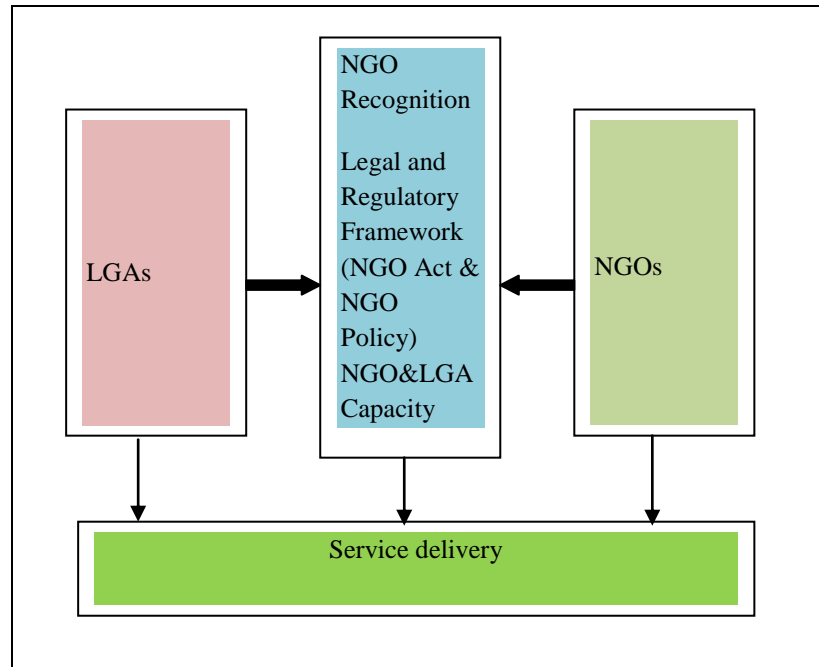
For NGOs to build useful, sustainable cooperation with the government, clear legal frameworks need to be put in place at the local and central government levels. This framework should outline how both NGOs and the government will work with each on development issues.

Review of relevant literature done by REPOA (2007) also indicates that government/NGOs relations with respect to service delivery remain a complex and contentious issue. For example, the recent NGO statement on the joint health sector review in Tanzania pointed to significant wariness among actors in health including between government and NGOs and that both district and national levels suspicion hampers collective action to improve health status.

Furthermore Clark (1991) identified the major factors which impair the relationship between governments and NGOs. A high political policy environment, NGOs often fall in the opposition camp and the government may see itself as the sole legitimate voice of the people. Also NGO capacity; NGO projects may not be as effective as claimed, the professional skill of NGO staff, the accountability of NGOs to the grassroots and their strategic planning may be poorly developed.

## 2.3 Conceptual framework

Figure 2.1 Conceptual Framework



Source: Researcher, 2016

## 2.4 The Synthesis

The government is always responsible for service delivery to its citizens. It established the service delivery framework to respond to the service needs of its citizens. Also it allowed the NGOs to involve in service delivery. Despite this, service provision is still a chronic challenge to the government.

Although the government allowed the NGOs to involve in service delivery and it formulated the NGO policy and NGO Act as an enabling environment for NGOs to work effectively in service delivery, still cries for inadequate services are heard. At the same time the NGOs are claiming that the government is not enabling them enough to cooperate in service provision. Instead several mechanisms had been employed to ensure that the activities of the NGOs are controlled. Due to this, the researcher found it worth to study how best could the NGOs be enabled to cooperate with LGAs in service delivery.

## **CHAPTER THREE**

### **RESEARCH METHODOLOGY**

#### **3.0 Introduction**

This chapter portrays the methodology that will be used to carry out the study. It comprises the research design, area of study, population of study, sample and sampling procedures, data collection techniques and data analysis plan.

#### **3.1 Research Design**

Research design provided a framework for the collection and analysis of data. Thus, it was a generation of evidence that had suited both to a certain set of criteria and to the research questions in which the investigation had to answer (Bryman, 2001). According to Kombo and Tromp (2006) a research design is the glue that holds together all the elements in research project and it is used to structure the research. It showed how all major parts of the research project worked together to address the central research questions.

This study employed a case study design in which the enabling environment for NGOs to cooperate with LGAs had been investigated. The research used both qualitative and quantitative techniques in collection and analysis of data. Case study design had been preferred for detailed information concerning enabling environment for cooperation between NGOs and LGAs in service delivery; thereafter the finding would be for a lesson or insight to other areas.

#### **3.2 Area of Study**

The study was conducted in Arusha region, specifically in Meru district council (MDC) in Tanzania. The researcher was interested with the area because there had been a report on the misunderstanding between MDC and one of the NGO named Africa Amini Alama (AAA) working within the council. Also the area had a diverse of NGOs hence were helpful to get the required information for the study. With the report, the map and organizational structure of MDC were attached in appendix I and II.

### 3.3 Population of the Study

According to Kombo and Tromp (2006), population refers to a group of individuals, objects or items from which samples are taken for measurements. Mugenda and Mugenda (1999) also define population as a complete set of individuals, cases or objects with some common observable characteristics. The targeted population of this study included all MDC's staffs and the staffs from NGOs involved in the study.

According to the approved establishment, Meru district council is required to have 3229 staff whereas currently the council had a total of 2784 staff (PMO-RALG, 2013). See the table below;

**Table 3.1 Staffing level of MDC**

Department/Unit	Number of staff
Administration and Human Resources	118
Planning, Statistics and Coordination	2
Internal Audit	2
Legal and Security	1
Education and Culture	2133
Health	350
Agriculture, Cooperatives, and Marketing	44
Livestock and Fisheries	60
Works	4
Water	16
Finance and Trade	17
Lands, Natural Resources and Environment	16
Community Development and social welfare	21
<b>TOTAL</b>	<b>2784</b>

**Source; Meru District Council, 2016**

### 3.4 Sample and Sampling techniques

#### 3.4.1 Sample size

According to Msabila and Nalaila (2013), a sample is just a list of the study population whereas sample size refers to the number of respondents included in the sample and composition. In this study the sample size had been calculated from the

population of study which included the staffs from Meru district council and NGOs registered in the district council.

There are 42 NGOs registered in the council. Five (5) out of these 42 NGOs had been selected to provide twenty five (25) respondents. From each NGO, five (5) staff had been selected. This gave a researcher a sample size of 25 respondents from NGOs.

From Meru District Council, the sample size had been calculated as follows using the following formula:

$$n = N / (1 + N(e)^2)$$

Where; n = sample size

N = Population of study ( Meru DC Staff)

e = Error of prediction

Given, e = 0.1

$$N = 2784$$

Then,  $n = 2784 / (1 + 2784(0.1)^2)$

$$n = 2784 / 28.84$$

$$n = 97$$

Therefore the sample size for this study included 97 respondents from Meru District Council and 25 respondents from NGOs. Therefore the total sample size was of 122 respondents.

### **3.4.2 Sampling techniques**

Sampling techniques are classified into non probability sampling techniques and probability sampling techniques. Non probability sampling techniques are sampling techniques where selection of individuals for the sample does not give all individuals in the population equal chances of being selected. Subjects in non probability

sampling are usually selected on the basis of their accessibility or by the purposive personal judgment of the researcher (Msabila and Nalaila, 2013).

Probability sampling techniques are sampling techniques where selection of individuals for the sample gives all individuals in the population equal chances of being selected. Probability sampling techniques involve random selection of individuals.

In this study, simple random sampling, judgmental and convenient sampling techniques had been employed in the selection of individuals data collection.

#### **3.4.2.1 Simple random sampling**

This probability sampling technique was administered to staffs from LGAs. It was accomplished through lottery method. There were pieces of paper prepared with “YES” or ‘NO’ word, and then closed in a box. The staffs then asked to pick a paper from the box; those who picked a paper with a “YES” word were included in the study. This technique helped to get 67 LGAs staff into the study.

#### **3.4.2.2 Judgmental sampling**

Judgmental sampling is the sampling technique that allows a researcher to use cases that have the required information with respect to the objectives of his or her study (Mugenda, 2008). In this study; the DED, HODs, the council’s chairman, directors and relation officers from selected NGOs were included in the study through this sampling technique.

**Table 3.2 Judgmental Sampling Table**

<b>CATEGORY</b>	<b>NUMBER OF RESPONDENTS</b>
DED	01
HODs	13
NGOs’ directors	05
NGOs relation officers	05
The council’s chairman	01
<b>TOTAL</b>	<b>25</b>

Source; Field data (2016)

### 3.4.2.3 Convenient sampling

According to Mugenda (2008), convenient sampling is a technique which involves selecting cases or units of observations as they become available to the researcher. The full council members, ward executive officers, village executive officers and other NGO staff were brought in the study for data collection basing on their convenience.

**Table 3.3 Convenient sampling table**

CATEGORY	NUMBER OF RESPONDENTS
Full Council members	04
WEOs	05
VEOs	05
Other NGOs staff	15
<b>TOTAL</b>	<b>29</b>

Source; Field data (2016)

## 3.5 Data collection methods

Data collection method is a practice of capturing data. Data collection method can be divided into primary and secondary methods. According to Msabila and Nalaila (2013), primary data collection methods are questionnaire administration, interviewing, focus group discussion and observation. Secondary data collection methods are documentary analysis, narrative analysis, history inquiry, films, videos and photographs. For the sake of this study, questionnaires and interviews were employed to collect primary data while documentary review used for secondary data

### 3.5.1 Questionnaires

A questionnaire is a research instrument consisting of a series of questions and other prompts for the purpose of gathering information from respondents. This tool is mostly preferred in data collection due to its merits such as involving low costs even with large universe; providing respondents with adequate time to give well thought answers and being free from bias of the interviewer.

Despite being the most preferred technique of data collection, it can be used only when respondents are educated and cooperating, the control over questionnaire can

be lost once it is sent and there is inbuilt inflexibility in using the technique because of the difficulty of amending the approach once questionnaires have been sent.

In this study, questionnaires used to harness information from NGOs' directors and relation officers and the staff of Meru District Council apart from the DED, HODs and WEOs. The researcher distributed the questionnaires with open and closed ended questions to the targeted respondents after gaining their consent and there were given an ample time for filling the questionnaires.

### **3.5.2 Interviews**

The interview method of collecting data involves presentation of oral verbal stimuli and reply in terms of oral verbal responses (Kothari, 2004). Structured interview guides had been prepared to enable the researcher to obtain detailed information from the DED, HODs, WEOs, NGOs' directors and NGOs' relation officers. Interviews provided a researcher with greater flexibility in data collection as there was always opportunity to restructure questions. Moreover supplementary information which is of great value in interpreting results were collected through the technique.

Referring to Kothari (2004), interview is a very expensive method of data collection especially when large and widely spread geographical sample is taken and it is relatively more time consuming.

### **3.5.3 Documentary review**

Documentary review is a way of collecting data by reviewing existing documents. Documents may be hard copy or electronic and may include reports, program logs, performance rating, funding proposals, meeting minutes and newsletter. As a method of data collection, document review helped in gathering background information and in developing other data collection tools. It was also relatively inexpensive and useful in providing a behind the scene looks at a problem that was not directly observable.

Like other data collection techniques, documentary review had a number of demerits; the technique can be time consuming as it needed a researcher to collect, review and analyze many documents, its information may be inapplicable, disorganized,



unavailable or out of date and could be biased because of selective survival of information.

In this study; reference books, articles and dissertations from Mzumbe University, documents from Meru District Council and NGOs were highly reviewed to enrich the study with relevant secondary information. Similarly, studies done by other researchers that relate to the study were also revisited and reviewed.

### **3.6 Data analysis**

In this study, data were analyzed both qualitatively and quantitatively. In quantitative analysis, SPSS program of analyzing data was employed so as to make the process of analyzing the data quantitatively more effective. Much of such data were from questionnaires which pressed a need to compute the findings quantitatively and gave the number of respondent, their percentage, and tables to show the quantity to which the responses were given. Qualitative data were analyzed qualitatively; they were mainly from interviews which used more of open ended and close ended questions all together.

### **3.7 Ethical consideration**

In the consideration of the importance of being ethical, the researcher secured a research warrant from the University before going to the field; the warrant explained the purpose of the study. During fieldwork, all ethical issues for social science researches were adhered throughout the research process.

### **3.8 Validity and Reliability of the Research Instruments**

Validity and reliability are very crucial terms used in scientific research to refer to the quality or trustworthiness of data. Researchers attempt to maximize the reliability and validity of the data they collect by using smartly constructed tools, appropriate data collection procedures and sampling techniques that target the right population and also yield accurate data (Mugenda & Mugenda, 1999). Since reliability and validity of the data are measurable, the study checked for them in order to end up with correct conclusion and generalizations.

### **3.8.1 Validity of the Research Instruments**

Mugenda & Mugenda define validity as the degree to which an instrument measures what it purports to measure. They further argued that it establishes the cohesion between the data and the variable of interest. There are several ways of estimating validity of data and for the case of this study content validity has been used. Content validity is a measure of the degree to which data collected using a particular tool represents a specific domain of indicators or content of a particular concept. All the questionnaires and interview guides used in this study were carefully checked if they measure what they were supposed to measure. This has been done through the corrections from the major supervisor. Triangulation technique was also employed to ensure validity of the instruments.

### **3.8.2 Reliability of the research instruments**

According to DeVellis, (1991), reliability is the proportion of variance attributable to the true measurement of a variable and estimates the consistency of such measurement over time. In other words, it is a measure of the degree to which a research instrument would yield the same results or data after recursive tests. In testing the reliability of the research instruments, pretest-posttest technique has been used as the same test had been administered twice to the same group. A reasonable interval of time between the first test and the second one had been set under *cateris paribus* to assure consistency of the data.

## **CHAPTER FOUR**

### **PRESENTATION OF FINDINGS**

#### **4.1 Introduction**

This chapter presents the findings of the study which aimed at investigating the enabling environment for NGOs to cooperate with LGAs in service delivery. To achieve this, the study focused on the three specific objectives which were as follows; to determine if the NGO policy facilitates the creation of enabling environment for NGOs to cooperate with LGAs in service delivery; to find out if LGAs recognize the importance of cooperating with NGOs in service delivery; and to determine the capacity of LGAs and NGOs in enhancing cooperation in service delivery. The study's sample comprised of 122 respondents of which 97 were from MDC and 25 from the involved NGOs. The methods used in data collection were questionnaire and interview. The data collected by these methods were then analyzed quantitatively and qualitatively. The statistical program, SPSS was highly used in quantitative analysis of data.

#### **4.2 Findings of the study**

This section presents the findings that the researcher had discovered in the field. These findings are related to the specific objectives of the study.

##### **4.2.1 Role of the national NGO policy**

The NGO policy came into existence as a way towards addressing many of the problems that are currently experienced by NGOs. It was formulated to assist in the promotion and development of NGOs in Tanzania. Among the specific objectives of the policy was to provide broad framework for legal and institutional arrangements to facilitate the operation of NGOs of Tanzania; to strengthen the relationship between the government and the civil society; and to enhance mechanisms for collaborative relations between NGOs, the government, funding agencies and other stakeholders. But, the overall objective of the policy is to create an enabling environment for the NGOs to operate effectively and efficiently in the social and economic transformation of the country (URT, 2001). According to Thindwa (2001), enabling environment can be defined as a set of interrelated conditions (such as

policies, legislation and attitudes) which impact on the capacity of development practitioners (such as NGOs) to participate in development process in sustained and effective manner.

Although the NGO policy claimed to put in place enabling environment for NGOs to operate, still the operational environment for NGOs is a challenge. One among the objectives of this study was to determine if the NGO policy facilitates the creation of enabling environment for NGOs to cooperate with LGAs in service delivery. In order to achieve this, the researcher probed about NGO policy awareness among staff from LGAs and NGOs. The researcher also asked whether the NGO policy facilitates cooperation between NGOs and LGAs, and the ways the policy facilitates the cooperation. Below were the findings;

#### **4.2.1.1 Awareness of the NGO policy among LGAs staff**

This section presents the reaction of the MDC staff when asked if they were aware or not of the NGO policy. The questionnaire required them to respond good or poor if they were aware or not of the policy respectively. Table 4.1 shows the summarized responses.

**Table 4.1 NGO policy awareness among LGAs staff**

<b>Reaction</b>	<b>Number of respondents</b>	<b>Percent (%)</b>
Good	42	43.3
Poor	55	56.7
<b>Total</b>	<b>97</b>	<b>100</b>

**Source: Field data, 2016**

The findings from the table 4.1 revealed that 43.3% of respondents from the local authority were well informed about the NGO policy while 56.7% were poorly informed about the policy.

Interviews with HODs of MDC revealed that, most of them were aware of the NGO policy but only for its existence. When it comes to what is stipulated in the policy, only those whose office ever worked with NGOs were able to share the information.

#### 4.2.1.2 Awareness of the NGO policy among NGOs staff

This portion provides the responses given by respondents from NGOs concerning their awareness of the NGO policy. Such responses were summarized as seen in table 4.2 below.

**Table 4.2 NGOs staff awareness of the NGO policy**

Response	Number of respondents	Percent (%)
Good	18	72
Poor	7	28
<b>Total</b>	<b>25</b>	<b>100</b>

**Source: Field data, 2016**

Interviews with the NGOs Directors revealed that they were all aware of the NGO policy and they were able to share much information concerning the policy. They said that their daily undertakings had to adhere to the policy so they must familiarize themselves with the policy.

#### 4.2.1.3 Policy facilitation of cooperation between NGOs and LGAs

The study investigated whether the NGO policy facilitates or not the cooperation between NGOs and LGAs in service delivery. It asked the respondents to respond yes or no to the question. The findings showed that 91.8% of the respondents strongly agreed that the policy facilitates the cooperation between NGOs and LGAs. Only 8.2% of the total number of respondents disagreed that the policy facilitates the cooperation. The table 4.3 below summarized the findings as follows;

**Table 4.3 Policy facilitation of cooperation between NGOs and LGAs**

Response	Number of respondents	Percent (%)
Yes	112	91.8
No	10	8.2
<b>Total</b>	<b>122</b>	<b>100</b>

**Source: Field data, 2016**

#### 4.2.1.4 Ways NGO policy facilitate cooperation between NGOs and LGAs

The study sought to know ways in which the NGO policy facilitates cooperation between NGOs and LGAs in service delivery. Respondents provided a variety of

responses on how the policy is essential to the working together of NGOs and LGAs in service delivery. The table 4.4 below shows the summarized findings.

**Table 4.4 Ways NGO policy facilitates cooperation between NGOs and LGAs**

Response	Number of respondents	Percent (%)
Legalize existence of NGOs through registration procedures	80	62.2
Clearly states the responsibilities of NGOs and LGAs over one another	18	15.1
Provides a platform to discuss issues of NGOs and LGAs	11	9.2
Allows sharing of information between NGOs and LGAs	10	8.4
<b>Total</b>	<b>119</b>	<b>100</b>

**Source: Field data, 2016**

Results from the findings shows that, 62.2% of the respondents said that the NGO policy facilitates cooperation between NGOs and LGAs by legalizing the existence of the NGOs through the registration procedures. Other respondents 15.1% said that the policy is really facilitating the cooperation between NGOs and LGAs for it clearly states the responsibilities of NGOs and LGAs over one another. Furthermore 9.2% of the respondents were of the view that the policy provides a platform to discuss issues of NGOs and LGAs hence facilitates the cooperation between the two. Likewise 8.4% of the respondents said that the policy facilitates the cooperation between NGOs and LGAs for it allows sharing of information between them.

Results from the interview with the DED revealed that the policy is very crucial to the cooperation between NGOs and LGAs in service delivery. The Director said that,

*“.....the NGO policy acts as a guide map for the undertakings of NGOs and interaction between NGOs and LGAs. Therefore it plays a great role in facilitating the cooperation between us and NGOs”.*

Interviews with the Directors of the NGOs involved in the study also revealed the strength of the NGO policy in facilitating the cooperation between NGOs and LGAs.

The Director of WATOTO FOUNDATION said that,

*“.....the NGO policy makes it strict to get a license of the NGO which is a very good thing”.*

The Director of OIKOS (EA) when interviewed on the way the NGO policy create enabling environment for NGOs to cooperate with LGAs in service delivery, he replied as follows;

*“.....the policy is okay, it has all the necessary issues to enable NGOs to operate. It controls issues of absolute freedom which would lead to emergence of funny NGOs”. He continued saying that, “the LGAs management is a stumbling block to the cooperation between NGOs and LGAs, for instance the policy provides for the necessity of information sharing and exchange between NGOs and LGAs. But LGAs are unwilling to expose information about their projects”.*

He further said that,

*“.....for smooth operation some NGOs just check and study the environment (management) of the LGAs they want to work with rather than the official regulation provided by the policy”.*

The other Director from DSW said that,

*“.....the policy is good and enabling one. It requires NGOs to be registered hence give NGOs legal recognition. Being legally recognized NGOs become more free to do their businesses. Moreover the registration procedures offered by the policy help to filter out NGOs without real intention to help citizens”.*

#### **4.2.2 Recognition of the NGOs in service delivery**

The pressure from donors and IMF forced the Tanzanian government to reduce the role of the state sector and liberalize the economy. Due to the liberalization of the economy, the role of civil society in development and service delivery in the country expanded dramatically encouraging explosive growth in non government sector (REPOA, 2007). The government of Tanzania recognizes the need to work together with NGOs and the need for such cooperation to extend to other key players. The

government and other stakeholders recognize the fact that in our development process, NGOs are partners and that an enabling environment be put in place for them to operate and thrive.

Despite all signs of recognition to the NGOs, the government seemed to be the very hostile partner of NGOs. This situation necessitates the study to investigate on recognition of the NGOs in service delivery by the government. Therefore, the second objective of this study aimed to find out if LGAs recognize the importance of working with NGOs in service delivery.

The objective had divided into five portions; the first portion aimed at checking if NGOs are recognized by LGAs; the second one wanted to find out the reasons behind NGOs recognition by LGAs; the third portion investigated the difficulties the recognized NGOs had in the cooperation with LGAs; the fourth portion aimed at finding out the factors that led NGOs to have difficulties in cooperating with LGAs in service delivery; and the last portion checked the factors that caused difficulties to LGAs to work together with NGOs in service delivery.

#### **4.2.2.1 NGOs recognition by LGAs in service delivery**

This section presents the responses of respondents who were asked if LGAs recognize NGOs as co-actors in service delivery. Those who agreed with this were required to fill 'yes' while those who doubt about NGOs recognition by LGAs were required to fill 'not sure' in their questionnaires. In fact the section aimed at investigating the readiness of LGAs in cooperating with NGOs in service delivery. The Table 4.8 below summarized the findings as follows.



**Table 4.5 NGOs recognition by LGAs in service delivery**

Response	Number of respondents	Percent (%)
Yes	111	91
Not sure	11	9
<b>Total</b>	<b>122</b>	<b>100</b>

Source: Field data, 2016

Results from the Table 4.5 revealed that majority of the respondents (91%) agreed that NGOs are recognized by LGAs as co-actors in service delivery.

Interviews with HODs of MDC and NGOs directors also provide stuff on the recognition of NGOs by LGAs in service delivery. The head of community and development department of MDC when interviewed if its local authority recognizes NGOs in service delivery he said that,

*“...LGAs have limited financial and material resources to implement all their projects, so they look for other external support (materially and financially) to achieve their goal of service delivery to their people. This is the reason to recognize NGOs in service delivery in our local authority”.*

The OIKOS (EA) director when asked on the way LGAs recognize their cooperation with NGOs in service delivery replied that,

*“...not in general, but most LGAs see their cooperation with NGOs as good for nothing cooperation”.*

He continued saying that,

*“...there is a question mark on the way LGAs recognize NGOs. The LGAs are uncomfortable about NGOs because they seem to lack control over NGOs”.*

When interviewed, the DSW director said that,

*“...the way LGAs recognize NGOs in service delivery is contextual. Most LGAs value working with NGOs as they have good acceptance of NGOs in their areas, invite NGOs in their meetings, sometimes release their experts to NGOs for special sessions, offer NGOs with new publications free of charge, involve NGOs in national and international events and appreciate NGOs by offering them with certificates of appreciation”.*

#### 4.2.2.2 Reasons for NGOs recognition by LGAs

Table 4.6 below shows the respondents' response on why NGOs are recognized by LGAs.

**Table 4.6 Reasons for NGOs recognition**

Response	Number of respondents	Percent (%)
Involvement of NGOs in service delivery	50	41.0
They are involved in implementation of development projects	39	29.5
They provide advice on running LGAs	9	7.4
Involved in local government planning and budgeting	6	4.9
Are seen as additional sources of fund by LGAs	21	17.2
<b>Total</b>	<b>122</b>	<b>100</b>

**Source: Field data, 2016**

Results from Table 4.9 shows that majority of the respondents 41% said that NGOs are recognized by LGAs because of their involvement in service delivery. 29.5% said that NGOs are involved in implementation of development projects that is why they are recognized by local government authorities. Other respondents 17.2% responded that LGAs see NGOs as their additional sources of fund hence recognize them in their areas. Likewise 7.4% of respondents said that NGOs are recognized by LGAs due to their advice on running LGAs and there are 4.9% of respondents who said LGAs recognized NGOs as they involve them in local planning and budgeting. In general the involvement of NGOs in service delivery and implementation of development projects made them highly recognized by LGAs.

#### 4.2.2.3 Difficulties in the cooperation between NGOs and LGAs

Although NGOs are recognized by LGAs, there are difficulties in accomplishing their cooperation in service delivery. Respondents from both NGOs and LGAs were

asked if they encounter any difficulties in cooperating with each other, their responses were as follows;

NGOs responses show that 56% of respondents from NGOs said ‘yes’, they have difficulties in cooperating with LGAs while 44% said ‘no’. Table 4.7 summarizes the findings as seen below.

**Table 4.7 NGOs responses**

Response	Number of respondents	Percent (%)
Yes	14	56%
No	11	44%
<b>Total</b>	<b>25</b>	<b>100</b>

Source: Field data, 2016

The director of WATOTO FOUNDATION when interviewed if their NGO ever had difficulties in cooperating with LGAs he said “yes”. He further responded that,

*“...LGAs never support in the way we need help, most of time are in meeting and not reachable. They always try to get money from us”.*

Interview with AAA director revealed that some laws of the country discouraged the operation of NGOs. She said that,

*“...I brought the operational machines for our dispensary but the MDC wanted to take them to the District hospital because they were not supposed to be in a level of dispensary according to the law, I was really discouraged though we settled the issue”.*

The interview with the DSW director revealed that the stereotypical nature and attitude of local government officials cause difficulties to NGOs to cooperate with LGAs. During the interview the director said that,

*“...some local government officials are stereotypical, if they ever had a problem with an NGO; they see all NGOs as chaotic hence reluctant to cooperate. They also see NGOs as loops of gaining money whenever consulted by NGOs. Reporting to government offices is a problem, no special format of reporting to LGAs and sometimes LGAs need reports from us in a very short period of time hence difficult to comply”. The exchange of information between NGOs and LGAs is very difficult because LGAs put nothing on website. In case we need*

*any information from LGAs we have to physically move to a particular local authority offices”.*

The director of OIKOS (EA) when interviewed about the difficulties they faced in cooperating with LGAs said that,

*“...the LGAs have bureaucratic way of doing things which take long time to make just a simple decision. For instance assigning a car to an NGO project will require a committee meeting which would take a lot of time before it seats”.*

LGAs responses show that 88.7% of respondents replied ‘No’ that meant they don’t have difficulties in cooperating with NGOs. 11.3% said ‘Yes’ they encountered difficulties in cooperating with NGOs. Summary for these findings are presented in the Table 4.8 below.

**Table 4.8 LGAs responses**

Response	Number of respondents	Percent (%)
Yes	11	11.3
No	86	88.7
<b>Total</b>	<b>97</b>	<b>100</b>

Source: Field data, 2016

Respondents who interviewed about the difficulties they encountered in cooperating with NGOs in service delivery had the following to say, the DED said that;

*“...in most cases there is no much problems in working with NGOs, the only difficult is due to leadership problems in many NGOs”.*

The head of health department said that,

*“...NGOs need to observe the laws or guidelines that lead the areas of their operation to avoid friction with government offices. Our dealings are guided by the national health policy and other guidelines concerning health, therefore even NGOs dealing with health matters should adhere to these. But we ever had a misunderstanding with one NGO which work without observing them”.*

The head of water unit said that,

*“...LGAs have no mandate to issue water use permit something which gave us a difficulty when a certain NGO came to ask for it. The only authority to issue water use permit is the ministry of water”.*

The ward executive officer of Leguruki ward when interviewed said that,

*“...we don't have difficulties in cooperating with NGOs in service delivery. But the politicians are posing difficulties to the operations of NGOs as they convinced people not to comply with the agreements we made with NGOs. For instance OIKOS (EA) laid down the networked water system in our ward with the agreement that people will share the costs for maintenance of the system, for the sake of their popularity they wanted people not to pay anything for the water brought in the ward”.*

#### **4.2.2.4 Factors for difficulties in the cooperation between LGAs and NGOs in service delivery**

This part presents the findings that revealed what had caused difficulties in the cooperation between NGOs and LGAs in service delivery. The part is divided into two sections. The first section showed the factors that brought difficulties to NGOs in their cooperation with LGAs. The other section portrayed the factors that led LGAs to have difficulties in working with NGOs.

#### **Factors for NGOs difficulties in cooperation with LGAs**

The findings for the factors that led NGOs to have difficulties in working with LGAs are presented in the Table 4.9 below.

**Table 4.9 Factors for NGOs difficulties in cooperation with LGAs**

<b>Response</b>	<b>Number of responses</b>	<b>Percent (%)</b>
Donors conditions	4	16
Laws of the country	2	8
Communication breakdown and corruption	4	16
Bureaucratic nature of the government offices	15	60
<b>Total</b>	<b>25</b>	<b>100</b>

Source: Field data, 2016

The findings showed that 16% of the respondents from NGOs said that donors' conditions caused difficulties to them in cooperating with LGAs. 8% mentioned laws of the country, 16% said communication breakdown and corruption hindered them to effectively cooperate with LGAs while 60% of respondents said bureaucratic nature of the government offices is a reason to their difficulties in cooperating with LGAs. In general, bureaucracy in LGAs seemed to be the major disabling factor to the cooperation with NGOs.

**(a) Donors' conditions**

Results from the Table 4.9 show that, 16% of respondents attributed donors' conditions to their difficulty in cooperating with LGAs in service delivery. They said that duplication of services seem to be common to NGOs because of these conditions. One of the NGOs directors said that,

*“...donors' conditions dictate areas of concentration for NGOs. Due to this, you may sometimes be implementing in the area that the indicators are not necessarily bad”.*

Some respondents said that the donors' conditions had affected them positively as they were forced to follow the strictly laid rules and budget which helped them to succeed in their projects.

**(b) Laws of the country**

Findings revealed that 8% of respondents mentioned laws of the country as among the factors that subjected NGOs into difficulties in cooperating with LGAs in service delivery. During the interview, the DSW director said that,

*“...the NGO policy which is the guideline to the operation of NGOs requires NGOs to submit their annual reports to government offices, but it does not allow a two way reporting”.*

Other respondents said that, ‘the law requires them to pay annual fee to the government while they are not generating income rather they offer services’. They also say there are multiple laws relating to NGOs hence difficult to observe all.

### (c) Communication breakdown and corruption

Results from the table 4.9 show that, 16% of respondents mentioned corruption and communication breakdown as a factor that brought difficulties to NGOs in cooperation with LGAs in service delivery. The OIKOS (EA) director when interviewed said that,

*“...LGAs are not responding timely to many projects issues that NGOs consulted them. Since many NGOs are donor funded and donors set timeframe for NGOs to submit their project proposals; many NGOs write up their proposals without adequate LGAs consultation. This increases hostility between LGAs and NGOs especially when the project proposal receive fund from donors”.*

Interviews with DSW and WATOTO FOUNDATION directors revealed that the exchange of information between NGOs and LGAs is difficult because LGAs put nothing on websites.

### (d) Bureaucratic nature of the government offices

The findings show that, 60% of respondents from NGOs attributed the difficulties in their cooperation with LGAs with the bureaucracy of government offices. During the interview, the WF director said that,

*“We are really fighting for 4 years to get our license to operate the center renewed. We have been to all departments in Dar es Salaam, Arusha regional offices and now in Meru district council, really you won't believe it has frustrated us”.*

### Factors for LGAs difficulties in cooperation with NGOs

Table 4.10 provides a summary on the findings for the factor that lead LGAs to have difficulties in cooperating with NGOs in service delivery.

**Table 4.10 Factors for LGAs difficulties in cooperation with NGOs**

Response	Number of respondents	Percent (%)
Donors' conditions	4	4.1
Laws of the country	4	4.1
Communication breakdown	4	4.1
Nil	85	87.6
<b>Total</b>	<b>97</b>	<b>100</b>

Source: Field data, 2016

The results from the findings show that 4.1% of the respondents mentioned donors' conditions as among factors that cause difficulties for LGAs to cooperate with NGOs in service delivery. Other respondents 4.1% said that laws of the country contribute to the difficulties they experience when cooperating with NGOs. Communication breakdown and corruption are also seen as stumbling block to the smooth cooperation between LGAs and NGOs as 4.1% of respondents mentioned it. Majority of the respondents 87.6% of the respondents said nothing on the factors that cause LGAs to have difficulties in cooperating with NGOs. These findings show that LGAs have less difficulty in working with NGOs.

**(a) Donors' conditions**

From the Table 4.10, 4.1% of respondents from LGAs mentioned donors' conditions as one of the cause of difficulties for LGAs to cooperate with NGOs in service delivery. The interview with one of the head of departments at MDC revealed that NGOs strictly stick to the priorities set by their donors which sometimes differ from LGAs priorities hence it is difficult to work with them in service delivery.

**(b) Laws of the country**

Results indicate that 4.1% of respondents said that the country's laws especially those that guide the cooperation between NGOs and LGAs are the ingredients in the difficulty that LGAs experience in cooperating with NGOs. For instance the DMO said that,

*"We had had a hard time with AAA just because the mentioned NGO did not observe the law especially in public health; they were offering health services in their dispensary that according to the law they are supposed to be offered by district hospitals".*

Also the officer in charge of matters of NGOs in MDC said that,

*"The requirements of the NGO Act of 2002 that NGOs should pay their annual fees and submit their audited financial reports to the government led to the difficulty in cooperating with NGOs. No single NGO which will voluntarily bring their report or pay their fee. We are in an antagonistic state on these issues".*

**(c) Communication breakdown**

The findings in the Table 4.10 revealed that 4.1% of respondents count communication breakdown in factors for the LGAs difficulty in cooperating with



NGOs in service delivery. The interview with the DED revealed that there is a wide gap in communication between NGOs and LGAs. It revealed that the operation of NGOs and LGAs in service delivery is in a continuum with each at one end of the continuum.

Also the findings show that majority of respondents from LGAs, 87.6% had no difficulty in cooperating with NGOs in service delivery

#### **4.2.3 Capacity of LGAs and NGOs in enhancing cooperation in service delivery**

The capacity of LGAs and NGOs in service delivery can be assessed through the following criteria; financial sources, human resources, authority and other infrastructure. Financially, LGAs are endowed with reliable sources. LGAs receive grant from the central government of Tanzania and they are empowered by the law to collect revenue through their own sources. For NGOs things are different, their financial base is uncertain as they depend much on donors support to finance their activities. In terms of human resources, LGAs have large base of manpower, a pre-requisite to service delivery. Professional NGOs also have competent manpower to enable them involve in service delivery. Furthermore, LGAs are vested with authority by the laws (local government laws) to involve in service delivery. But NGOs involvement in service delivery depends on the atmosphere of the particular local authority. Some LGAs are ready while others reluctant to work with NGOs in service delivery.

The Tanzanian government is supposed to play in a crucial role in building NGOs capacity. It formulates the NGO policy to capacitate the NGOs to cooperate with the government. With reference to the principal-agent theory; LGAs are expected to be the principal determiner of the working environment of the NGOs in their areas of jurisdiction, but they seemed to be ingredient to disabling NGOs effectiveness. Hence the third specific objective of this study targeted at finding out the capacity of LGAs and NGOs in enhancing cooperation in service delivery in MDC. Respondents were asked if their offices were capable to enhance cooperation in service delivery and they were supposed to choose responses ranging from very strong, strong, weak and very weak. Their responses are presented into two parts. Part one are the LGAs responses and part two are the NGOs responses.

#### 4.2.3.1 LGAs responses on the capacity to enhance cooperation with NGOs

Respondents from LGAs responded to the question which needs to know if their local authority is capable to enhance cooperation with NGOs in service delivery. Their responses are summarized in the table 4.11 below.

**Table 4.11 LGAs responses on capacity to enhance cooperation with NGOs**

Response	Number of respondents	Percent (%)
Very strong	16	16.5
Strong	50	51.5
Weak	19	19.6
Very weak	12	12.4
<b>Total</b>	<b>97</b>	<b>100</b>

Source: Field data, 2016

Results from the findings show that majority of LGA respondents (51.5%) said that, their local authority is strong enough to enhance cooperation with NGOs in service delivery. 16.5% said that their local government is very strong in enhancing cooperation with NGOs. Other 19.6% of respondents said that their local government is weak in enhancing the cooperation with NGOs while 12.4% of the respondents admit that there are serious weaknesses in LGAs in enhancing cooperation with NGOs. In nutshell, findings show that LGAs are capable to enhance their cooperation with NGOs in service delivery. During the interview, the Meru district executive director said that,

*“... Our authority is very capable in enhancing the cooperation with NGOs in service delivery because we have enough resources, manpower and reliable sources of fund. And to ensure that NGOs are not affected by bureaucracy in our authority, we have assigned one person (the head of community development and social welfare) to deal with all issues of NGOs. Furthermore, we do welcome whatever NGO with good projects to help our people by giving them space to operate”.*

#### 4.2.3.2 NGOs responses on capacity to enhance cooperation with LGAs

The following were the responses of the NGOs’ respondents on the question which asked if their organizations were capable to enhance the cooperation with LGAs in service delivery. Table 4.12 below summarized the results.

**Table 4.12 NGOs responses**

<b>Response</b>	<b>Number of respondents</b>	<b>Percent (%)</b>
Very strong	10	40
Strong	10	40
Very weak	5	20
<b>Total</b>	<b>25</b>	<b>100</b>

Source: Field data, 2016

The results showed that majority of the respondents said that NGOs are capable of enhancing cooperation with LGAs in service delivery. 40% of respondents said that NGOs are very strong in enhancing the cooperation with local government authorities. Some (40%) said that NGOs are strong in enhancing the working together with LGAs in service delivery. 20% of the respondents said that NGOs are very weak when it comes to the issue of enhancing cooperation with LGAs in service delivery.

The interview with OIKOS (EA) director revealed that professional NGOs found no difficult in enhancing their cooperation with LGAs in service delivery. This is because they are professionally equipped with required personnel who can properly write up their project proposals, manage effectively their offices and operate to performance rather than survival.

When interviewed about the capability of NGOs to enhance cooperation with LGAs in service delivery, the DSW director said that,

*“...NGOs are capable to enhance their cooperation with LGAs in service delivery because they are good complementary of LGAs initiatives especially in the areas that government have no enough resources and expertise”.*

He further said that,

*“Our NGO is capable enough to the extent that it is involving in building capacity of other NGOs so that they can enhance their cooperation with LGAs in service delivery”.*

Some staff from NGOs said that,

*“...a good number of NGOs are experiencing hardship in enhancing cooperation with LGAs because of their structural problems. They have problems in leadership, financial management, public relations and reporting as a result they cannot enhance any form of cooperation with LGAs in service delivery”.*

### **4.3 Strategies to improve the cooperation between NGOs and LGAs in service delivery**

The respondents responded as follows when asked what should be done to improve the cooperation between NGOs and LGAs in service delivery. Table 4.14 below show the results;

**Table 4.13 Ways to improve cooperation between NGOs and LGAs in service delivery**

<b>Response</b>	<b>Frequency</b>	<b>Percent (%)</b>
There should be regular meetings between NGOs and LGAs	58	47.5
There should be joint planning between NGOs and LGAs	28	23.0
The policy should be well disseminated	16	13.1
Raising community awareness concerning NGOs	20	16.4
<b>Total</b>	<b>122</b>	<b>100</b>

Source: Field data, 2016

The findings show that 47.5% of the respondents suggested that, there should be regular meetings between NGOs and LGAs to bring about improved cooperation between the two in service delivery. 23% said that joint planning between NGOs and LGAs would help to improve the cooperation while 13.1% of respondents needed the NGO policy to be well disseminated among the actors as a way to help their cooperation. Other respondents (20%) said that raising community’s awareness concerning NGOs would be a good way towards improving the cooperation between NGOs and LGAs in service delivery.

When interviewed, the AAA director said that, *“the local government authorities should learn to be flexible in doing their business instead of being bureaucratic”.*

She further said that, the government should twist its laws in such a way that they become friendly and enabling to the NGOs.

The DSW director said that, *“in order to improve the cooperation between NGOs and LGAs, the later should do stakeholder mapping (i.e scanning the number of NGOs registered in their area of jurisdiction and updating them annually) and ranking performance of NGOs”*

The other respondents said that, “communities should be informed about what NGOs do and the importance of NGOs in service delivery.

The OIKOS (EA) said this during the interview, *“there should be NGOs transformation from being donors dependent to generating their own income as a way to enhance their capacity of cooperating with government in service delivery”*.

The district executive director of MDC when interviewed on what should be done to improve the cooperation between NGOs and LGAs in service delivery, he responded as follows; he said there should be skills set for NGOs and LGAs staff and they should develop a sense of shared responsibilities in bringing about a true cooperation in service delivery.

## **CHAPTER FIVE**

### **DISCUSSION OF FINDINGS**

#### **5.1 Introduction**

This chapter presents an in depth discussion of the findings based on the specific objectives of the study, research questions and the existing knowledge on the study areas. The objectives were to determine if the NGO policy facilitate the creation of enabling environment for NGOs to cooperate with LGAs in service delivery, finding out if LGAs recognize the importance of cooperating with NGOs in service delivery and to determine the ability of LGAs and NGOs in enhancing cooperation in service delivery. The chapter also presents discussion of the strategies to improve the cooperation between LGAs and NGOs in service delivery.

#### **5.2 NGO policy facilitation of cooperation between NGOs and LGAs in service delivery**

Before digging deep on how the policy facilitate the cooperation between NGOs and LGAs in service delivery, the study explored to what extent the actors (LGAs and NGOs) are aware of the NGO policy. The study found that a reasonable number of respondents (72%) from NGOs were familiar with the policy whereas majority of respondents (56.7%) from LGAs were not well informed about the policy. This situation contributes to the lapse in cooperation between NGOs and LGAs in service delivery

From the reviewed literature, it was found that the NGO policy was formulated to guide and facilitate the operation of NGOs in collaboration with the government in the provision of social and economic services. The respondents involved in the study strongly agreed on the policy's facilitation of the cooperation between NGOs and LGAs in service delivery. They highlighted several ways in which the NGO policy facilitates cooperation between NGOs and LGAs in service delivery. These ways include legalizing existence of NGOs through registration mechanisms, stating the responsibilities of NGOs and LGAs in the cooperation, providing a platform to discuss issues of NGOs and LGAs and allowing sharing of information between NGOs and LGAs.

It was found that the policy legalize the existence of NGOs as it provides the registration mechanisms that enable NGOs to acquire legal identity. The findings show that 62.2% of the respondents mentioned this as a way the policy contributes to the facilitation of the cooperation between NGOs and LGAs. The respondents said that through the registration process, NGOs secure legal identity which gave them freedom to operate. These findings are contrary to the study conducted by Kukkamaa (2008) which revealed that the registration of NGOs in Tanzania is characterized with different amounts of bureaucracy and waiting periods (some up to 2 years) hence discourage the growth of NGOs. But this study revealed that majority of respondents supported the provisions of the policy especially the registration mechanism as they said it helps to filter out funny NGOs.

The policy clearly states that the responsibilities of NGOs and LGAs over one another towards enhancing their cooperation in service delivery. The findings show that a number of respondents (15.1%) supported the policy due to this. It was argued that the social service arena could be chaotic one unless the state and NGOs are well informed about each other's role. The policy informed the two on how they are supposed to work to avoid chaos. The DED of MDC also insisted that the policy played a great role in enabling the cooperation between NGOs and LGAs in service delivery because it acts as a guide map for the undertakings of NGOs and interaction between NGOs and LGAs. Other respondents said that, the NGO policy precedes the formation of the NGO Act of which the OIKOS (EA) director appreciated its provisions as he said it helped to control issues of absolute freedom among the NGOs. These findings concur with the findings of the study by Kukkamaa (2008) which revealed that the relationship between the government and NGOs was ambivalent one as evidenced by lengthy legislation aimed at, one hand, providing enabling environment for NGOs, and on the other hand controlling and coordinating the NGOs activities.

Moreover, the policy provides a platform which brought together NGOs and LGAs members to discuss issues of their cooperation. Results show that 9.2% of respondents appreciate the facilitative nature of the NGO policy as they said it provides for the formation of the NGO coordination board (comprise of NGOs and

LGAs members). The study's findings revealed that, the NGO coordination board will help NGOs to judge each other and know about one another. Also the study criticized the board for the unknown criteria for its composition and schedule for seating. Similarly, the study by Jivani (2010) criticized the working of the board; it found that, although the national NGO board exist and have records of existing NGOs, they have not been able to compile them into one uniform database. It was further discovered that, although the national NGO board created 8 year ago has not been able to fully exercise their power in obtaining the necessary information on how many NGOs exist, perhaps due to previous laws and registration methods and lack of human resources.

Sharing of information between NGOs and the government has been assured in the policy. The policy statement aimed to facilitate exchange of information and regular dialogue among all parties involved in relationship with NGOs in Tanzania. It requires the NGO national bodies and ministry responsible for NGOs coordination to take initiatives to publish and update NGO directories information and the government to provide information relevant to NGOs activities so as to promote fair information exchange. The findings show that 8.4% of respondents involved in the study were in favour of this policy provision which allows sharing and exchange of information. The study also discovered that sharing and exchange of information between NGOs and LGAs is not effective, the WF director said that, "LGAs refuse to put anything on paper or email and in consultation are most of times in meeting and not reachable". The OIKOS (EA) director criticized the LGAs for being unwilling to disclose information about their projects and plans. The study revealed that it is very difficult for government authorities to inform NGOs on what is going on to their side. These findings aligned with the study by REPOA (2007) that found that NGOs express doubts as to whether the government freely shares information. Lange et al (2000) also found that in exchange of information, the accountability seems to go one way only since in the present policy documents, there is no mechanism for the government to be transparent and accountable to NGOs.



### **5.3 NGOs recognition in service delivery**

This study also aimed at exploring if NGOs were recognized as service deliverers by LGAs. The study's findings revealed that majority of the respondents (91%) agreed that NGOs are being recognized as co-service providers by LGAs. These findings agreed with the study by Lange et al (2000) which found that NGOs had been recognized into service delivery due to the realization of the government of their own incapability regarding service delivery

Based on the study, several reasons were given behind the recognition of NGO as co-service providers by LGAs. The respondents involved in the study mentioned involvement of NGOs in service delivery, implementation of development projects, involvement in local government planning and budgeting, advising LGAs and being seen as additional sources of fund by LGA S as the major reasons for NGOs recognition by LGAs.

Involvement of NGOs in service delivery gave the NGOs a remarkable recognition by the government. The study found that 41% of the respondents attributed the roles NGOs play in service delivery to their recognition by the government. This finding reconcile with the study by Jivani (2010) which found that in education services, NGOs are involved in evaluating policies, implementing school improvement programs that focus on teacher training and quality teaching-learning methods and supporting communities to establish and manage pre-schools. In health services, Jivani (2010) found that NGOs struggles to develop quality of health services by improving the knowledge of health practitioners. Lange et al (2000) found that, despite regional variety, the non government organization play an important role in service delivery.

The NGOs involved in this study, some provide reproductive health education, supply water, provide micro-credit to the citizens and others provide general health services. Though seemed highly recognized as service providers by LGA, some respondents especially from NGOs criticized the way they are being recognized. Some said that, "most LGAs see our involvement in service delivery as good for nothing and they are uncomfortable about us".

NGOs also involve in the implementation of development projects in the local authorities. This study found that, some development projects that LGAs cannot implement due to insufficient budget are extended to NGOs. The findings show that 29.5% of respondents said that NGOs gained positive recognition by LGAs because of their involvement in implementation of development projects. The study's findings concurred by RAAN (2013) findings which found that, the government had incorporated NGOs in technical working groups during MKUKUTA II period.

LGAs sometimes are advised by NGOs on how to effect development and responsive service delivery. The study revealed that 7.4% of respondents linked the recognition of NGOs by LGAs with their advisory services to these authorities. Such findings concur with what was found in RAAN (2013), it was found that in some cases the government signed contract with NGOs to provide technical advice on gender issues including gender budgeting initiatives. KEPA (2013) found that, some NGOs were invited by the constitutional review commission to provide expert opinions to the constitution draft on issues regarding land, natural resources, human rights, freedom of press and expression of gender issues.

Involving in local government planning and budgeting is another reason that respondents mentioned for the positive recognition of NGOs among LGAs. When interviewed, the head of planning, statistics and monitoring department of MDC agreed that they work with NGOs in formulating activities, planning and implementing development projects together. The findings show that 4.9% of respondents supported this reason. The study by RAAN (2013) also aligned with this reason for NGOs recognition as its findings show that there are consultative forums created by the government such as public expenditure reviews, MKUKUTA working groups and the parliamentary hearing, where interested NGOs can discuss issues with the government.

NGOs are seen as additional sources of fund for LGAs as a result are recognized by many LGAs. The findings revealed that 17.2% of respondents attributed this to the recognition of NGOs by the government. The MDC in charge of matters of NGOs, during the interview said that, "LGAs have limited financial and material resources

to implement all their projects, so they look for other external support to fill the gap as a result NGOs are highly recognized. The head of planning, statistics and monitoring department when interviewed about this said that, “some NGOs do support different project implementation by providing fund”. All these evidenced that NGOs are highly needed by LGAs to offer their financial support. The other study by Kukkamaa (2008) found that the government needs NGOs more than before to legitimize their participation in its plans and programmes.

Despite their recognition, NGOs still have difficulties in engaging with LGAs. Similarly, the local government authorities claimed to have difficulties in engaging with NGOs. Such situation disenabled the cooperation of the two in service delivery. The findings show that 56% of respondents from NGOs agreed that they encountered difficulties in working with LGAs while only 11.3% of respondents from LGAs said that they had difficulties in working with NGOs. These findings reconciled with the study by RAAN (2013) which found that, “despite all the gestures of the government and positive rhetoric by both sides regarding cooperation between NGOs and the government in Tanzania, many development practitioner agree that the relationship is not satisfactory”.

The study also explored the reasons behind the difficulties that NGOs and LGAs have in their cooperation. It was found that, donors’ conditions; laws of the country, communication breakdown and bureaucratic nature of the government offices were the major reasons for the difficulties NGOs and LGAs have in their cooperation.

Donors’ conditions seem to be a hindering factor to effective cooperation between NGOs and LGAs. According to the principal-agent theory which underpins this study; the government is supposed to be giving conditions to NGOs on how to go about in the cooperation in service delivery, but the donors’ conditions made things different as they forced NGOs to be loyal to their donors’ rather than principal’s conditions. The respondents from NGOs said that, “donors’ conditions dictate areas of focus for NGOs” while respondents from LGAs said that, “NGOs are strict to their donors’ conditions hence difficult to work with them”. These findings agreed with several other studies, for instance Kukkamaa (2008) found that, when supporting

NGOs, donors put a lot of emphasis on control, accessibility and monitoring". KEPA (2013) found that the NGO activities are mostly donor-guided. Such situations render difficulties for NGOs to cooperate with LGAs.

Legal framework of the country also adds difficulties in the cooperation between NGOs and LGAs. As the principal, the government enacts laws that NGOs have to obey throughout their operations in the working with LGAs. But these laws sometimes hinder effectiveness of the NGOs. Results from the findings revealed that 8% of NGOs respondents and 4.1% of respondents from LGAs agreed that the country's laws play part in posing difficulties in their cooperation. The government blamed that, NGOs failed to observe the laws during their operations while the NGOs claimed that the country's laws discourage their involvement with the government. In fact most of the country's laws were found harsh to the operation of NGOs as they gave the government all the necessary tools to silence NGOs. This had been evidenced in the study findings by Kukkamaa (2008) which found that HAKI ELIMU , the most active and professional NGO working in education sector was banned from publishing any article or studies regarding Tanzanian schools because of criticizing the government. Likewise the study findings by AKDN (2008) discovered that sometimes laws and regulations do not produce enabling environment for the growth of and effectiveness of NGOs. Moreover KEPA (2013) discovered the weakness of the Tanzanian legislation to sustain cooperation between government and NGOs as it mentioned the role of the government and NGOs in providing enabling environment for NGOs but without formal institutional framework to manage and sustain the partnership.

Furthermore, the findings revealed that communication breakdown between LGAs and NGOs posed difficulties in their cooperation. The findings revealed that 16% and 4.1% of respondents from NGOs and LGAs respectively, mentioned communication breakdown among factors that hinder the cooperation between NGOs and LGAs. Respondents from NGOs said that, they got difficulty in accessing information from LGAs since they put nothing on website, they also blame about one way reporting which require NGOs to produce and submit their financial and project reports to the government. Similarly, LGAs' officers during the interviews revealed that NGOs

also deny LGAs with information by not submitting their project implementation reports and not being transparent. The findings of the study by REPOA (2007) revealed that NGOs doubt if LGAs freely share information. This proved that the communication between these two actors is questionable. RAAN (2013) found that, the right of information is curtailed by the existing bureaucratic and legal systems. The findings of this study also concurred with what was found in Wallevik and Schanke (2006) that one major problem concerning cooperation is the lack of information and the lack of willingness to be open about activities undertaken. In MDC the study uncovered a lack of willingness to share information between the stakeholders as a major cause of communication breakdown.

Bureaucracy of the government offices had been mentioned by the respondents as the major disabling factor for the cooperation between NGOs and LGAs. The findings show that 60% of the respondents from NGOs attributed their difficulty in cooperating with LGAs with the bureaucratic nature of the government. Majority of the respondents said that, “LGAs have bureaucratic ways of doing things, so it is difficult to have things done on time with them”. Such findings concur with Kukkamaa (2008) findings that the registration of NGOs in Tanzania is characterized with different amounts of bureaucracy and waiting periods. Jivani (2010) found that the NGO known as Education Outreach Tanzania founded in October 2009 was allowed to register in May 2010 due to the bureaucracy of the government.

During the interview, the WF director said that they were fighting to have their license to operate the center renewed; they had been in Dar es Salaam, Arusha regional offices and then to MDC just to have their license renewed. Bureaucracy of the government offices frustrated NGOs to cooperate with LGAs. Not only in registration, but bureaucracy of government offices affected the implementation of many NGOs development projects. For instance the OIKOS (EA) director said that, it took us a long time to secure a water use permit from the government authorities to have our project of water supply among villages in MDC accomplished.

#### **5.4 Capacity of LGAs and NGOs in enhancing cooperation in service delivery**

The capacity of LGAs and NGOs in enhancing cooperation in service delivery, involve understanding the obstacles that inhibit the local government authorities and NGOs in realizing their goal of working together. Respondents involved in this study claimed that their offices were capable enough to enhance the cooperation. The findings show that almost 70% of respondents from the local authority in MDC said that their authority is capable to enhance cooperation with NGOs.

The capacity of LGAs to enhance cooperation with NGOs is built by its human resources, financial sources and legal authority vested on them. During the interview, the district human resource officer of MDC said that, “LGAs found it easy to work with NGOs in service delivery because of their strong management and availability of human resources. The study found that having reliable sources of fund (grants from the central government and collection from own sources) capacitated the LGAs in enhancing cooperation with NGOs in service delivery. Furthermore, the legal authority vested on LGAs by the local government Act number 7 of 1982 which allows LGAs to work with other development partners, also capacitated the LGAs towards cooperating with NGOs. These findings aligned with the findings by Wallevik and Schanke (2006) which found that the new local government authorities are endowed with wide ranging powers and perceived as ideally playing a central enabling role whereby they develop and improve partnership with various actors in the civil society arena including NGOs.

Although fully capacitated to enhance the cooperation with NGOs, LGAs found to be weak to enhance effective cooperation with NGOs. It had been discovered that, in joint projects, most of the time LGAs delayed to contribute their share to the project hence leading to difficulties in cooperation. It had been found that bureaucracy of LGAs inhibit their capacity to enhance cooperation with NGOs in service delivery. For instance, the OIKOS (EA) director said that, “donors requires NGOs to remit project fund to LGAs account for approval, but because of bureaucracy of these authorities, it took long time for the project fund which had been entrusted to LGAs to be approved. This situation weakened the capacity of NGOs to act. This finding

concur with what found by Jivani (2010) that bureaucratic structures are still presents within government operations.

In case of NGOs, the findings revealed that NGOs are capable to enhance cooperation with LGAs because they specialize in their areas of competence which add value to LGAs programs. Also it was found that NGOs are good complementary of LGAs initiatives especially in the areas that government have no enough resources and expertise. This agreed with KEPA (2010) that most NGOs looked upon themselves as complementary to the government. The study found that the capacity of NGOs to enhance their cooperation with LGAs in service delivery depends on factors such as leadership ability, financial factor, legal framework and the attitude of LGAs' staff and the community towards NGOs. It was discovered that many NGOs have leadership problems which hindered them to form a strong coalition among themselves and with the LGAs in service delivery.

Financially NGOs are weak compared to LGAs, most NGOs are donor funded. Donor funds always attached with conditions which affect the capacity of NGOs to cooperate with LGAs in service delivery. All the NGOs involved in this study are donor funded. These findings concur with the assessment done by REPOA (2007) which found that out of 100 NGOs over 90% were entirely donor funded. Similarly the AKDN (2008) found that, NGOs operating at the local government level find it difficult to build partnership with local government authorities due to weak financial base.

In funding the NGOs, donors require NGOs to write up project proposals. It was discovered that most NGOs are poor in project proposal write up hence unable to secure fund which would enable them to cooperate with LGAs. The findings agreed with Kukkamaa (2008) who found that donors complain that they have difficulties in finding suitable NGOs to fund as a donor basket fund established to support NGOs engagement in various activities during the 2000 general election in Tanzania ended up supporting only 24 large NGOs because of lack of quality proposals.

The legal framework of the country, also play part in incapacitating NGOs to cooperate with the government. The law requires NGOs to produce activity and

financial reports and submit them to the government. Such requirement seemed to be difficult for small or newly start up and non professional NGOs to meet hence incapacitate them to cooperate with LGAs. The study by KEPA (2013) found that, though the Tanzanian legislation mentioned the role of NGOs and government in providing enabling environment for NGOs, no formal institutional framework to manage and sustain partnership exist.

The attitude of LGAs staff and the communities towards NGOs had impact to the capacity of the NGOs to cooperate with LGAs. The study discovered that some communities developed a negative attitude upon NGOs; such negative attitude is due to failure or underperformance of the previous NGOs in the area. The findings agreed with the findings by Kaduma et al (2012) that revealed that citizens trust NGOs less than local civil servants, elected officials and parties' officials. RAAN (2013) also found that it is a matter of attitude and prejudice that prevent effective collaboration between NGOs and LGAs. The study also found that, at the community level politics affected the capacity of NGOs to cooperate with LGAs. Interviews with NGOs staff revealed that it is difficult to involve people in projects that need local people participation because the politicians restrict them for their own political interests. It was discovered that even LGAs staff took side with politicians to work against NGOs. These findings concur with Clark (1991) who identified a high political policy environment as the major factor that impairs the relationship between government and NGOs in service delivery.



## **CHAPTER SIX**

### **SUMMARY, CONCLUSION AND RECOMMENDATION**

#### **6.1 Introduction**

The chapter provides a precise summary of the study's findings that aligned with objectives of the study. Also provides a thorough conclusion and recommendations in relation to the study's findings. Furthermore, it provides areas that need further attention concerning enabling environment for NGOs to cooperate with LGAs in service delivery.

#### **6.2 Summary of the findings**

The study was about enabling environment for NGOs to cooperate with LGAs in service delivery, it was a case study of MDC. The main objective of this study was to investigate the extent to which LGAs and NGOs create enabling environment for cooperation in service delivery. It was supplemented by three specific objectives which were to determine if the NGO policy facilitate the creation of enabling environment for NGOs to cooperate with LGAs in service delivery, to find out if LGAs recognize the importance of cooperation with NGOs in service delivery and to determine the ability of LGAs and NGOs in enhancing cooperation in service delivery. Questions like 'does the NGO policy facilitate the cooperation between LGAs and NGOs in service delivery?', 'do LGAs recognize the importance of cooperating with NGOs in service delivery?' and 'are the LGAs and NGOs capable to enhance their cooperation in service delivery?' were employed to enable data collection. Under utilization of NGOs potentials and consistent cry for social services necessitated the conduction of this study. Data collection for this study was enabled by questionnaire and interview techniques. The study involved respondents from the local government authority of MDC and others from the selected NGOs. Simple random, judgmental and convenient sampling techniques were used to obtain the population of study. Discussion of the findings followed after the gathered information had been processed and analyzed. The study discusses what had been found concerning the role of the NGO policy; NGO recognition and the capacity of NGOs and LGAs in enhancing cooperation in service delivery.

The NGO policy was formulated to create enabling environment for NGOs to act. This study viewed it as a very factor for facilitating NGOs to operate in line with LGAs. Results from the findings had shown that the policy is good and enabling one. The findings show that 91.8% of all respondents appreciated the facilitative nature of the NGO policy. But the study found that the policy's awareness is not well established among actors from both LGAs and NGOs. 72% of respondents from NGOs were aware of the policy whereas 43.3% of respondents from LGAs were aware of the policy. Due to this, the implementation of the policy and its impact in enabling NGOs to operate and cooperate with government had been hindered.

The findings show that NGOs are highly recognized by the local authorities as co-service providers. 91% of respondents agreed on this and they said the main reasons for such recognition were the NGOs involvement in service delivery and implementation of development projects. Despite such recognition, the study found that NGOs had been facing a number a number of difficulties in their cooperation with LGAs. It had been found that these difficulties are due to some legal provisions, attitude of LGAs staff and the communities in which NGOs are working, bureaucracy of government and the capacity problems of NGOs. Some LGAs staff and communities had negative attitude towards NGOs something which posed difficulties to the operation of NGOs. Bureaucracy of government offices also disenable the NGOs in their operations and some legal provisions such as that of the NGO Act which required NGOs to pay annual fee seemed to hinder effectiveness of NGOs.

The findings show that both LGAs and NGOs had the capacity to enhance their cooperation in service delivery. About 70% and 80% of respondents from LGAs and NGOs respectively supported this. It had found that the capacity of LGAs is derived from having large base of human resources, their reliable sources of funds (grants from the central government and revenue collection from their own sources and legal authority vested on them. NGOs seemed to be capable to enhance the cooperation with LGAs in service delivery but their capacity is a bit weakened by their weak financial base, managerial problems and the local authorities themselves. It had discovered that over 90% of NGOs were donor dependent in terms of fund. Also

NGOs had problems in project proposal write-up, reporting and hence enhancing their cooperation with LGAs. The local authorities too incapacitate the NGOs due to their bureaucratic nature and negative attitude towards NGOs.

### **6.3 Conclusion**

The cooperation between the government and NGOs in service delivery has a long history. NGOs came in service delivery due to the government's retreat from being the sole service provider to the citizens. The government retreated in service delivery due to the World's economic crisis of 1980s and the pressure of the liberal economy. The involvement of NGOs in working together with the government brings new hope to the quality access and responsiveness of services in the country. Since then, the cooperation of the two in service delivery has not yielded to the expectations of the citizens because the cries for services persist. A state of hostility between NGOs and government authorities has been constantly observed despite several studies done to improve their relationship. As a result, this study decided to investigate whether there are enabling environment for NGOs and government authorities to cooperate in service delivery.

### **6.4 Recommendations**

The study comes with some recommendations that would help to revamp the enabling environment for NGOs to cooperate with LGAs in service delivery. The recommendations had aligned with the specific objectives of the study;

Implementation of the NGO policy for the cooperation between the government and NGOs need to be emphasized. It has been discovered that the policy's provisions are good and enabling one, but have failed to play their enabling role because the policy is not well implemented. In order to ensure that the policy is well implemented, more efforts for raising NGO policy awareness are needed. Likewise, the NGOs and LGAs staff should observe and obey the policy's provisions that provide for their cooperation.

NGOs recognition; the recognition of NGOs by LGAs in service delivery is questionable. LGAs seem to recognize just the existence of NGOs in their areas of jurisdiction instead of recognizing their contribution to various developmental

activities. LGAs have underutilized the potentials that dwell in NGOs in various activities including service delivery. Therefore, in order to ensure that the NGOs potentials in various activities including service delivery are fully utilized, LGAs should involve in regular meetings and planning together with NGOs. Likewise, for the NGOs to be well recognized by LGAs and the communities in general, they need to focus much on peoples' issues instead of donors' fund.

The capacity of LGAs and NGOs to enhance cooperation in service delivery is a pre-requisite to the enabling environment for NGOs and LGAs to cooperate. Several weaknesses have been observed among LGAs and NGOs towards enhancing their cooperation. Among the weaknesses include bureaucracy of LGAs, harsh legal provisions, attitudinal orientation of LGAs and communities, rigidity of NGOs, NGOs financial and managerial problems and poor proposal write up. In order to overcome these weaknesses, I recommend that programmes on capacity building for NGOs and LGAs to be introduced. Also the government should revisit and amend the legal provisions that limit the operation of NGOs in the country. Likewise the communities should be well informed about the importance of NGOs through workshops and seminars so as to develop a positive attitude towards NGOs.

### **6.5 Areas for further studies**

Since the study is a case of Meru district council, its results cannot be generalized for the whole country. Therefore I suggest that a study on this particular topic to be conducted to a broader coverage for better generalization of the knowledge. I also call for more attention on the readiness of LGAs to involve NGOs in service delivery.

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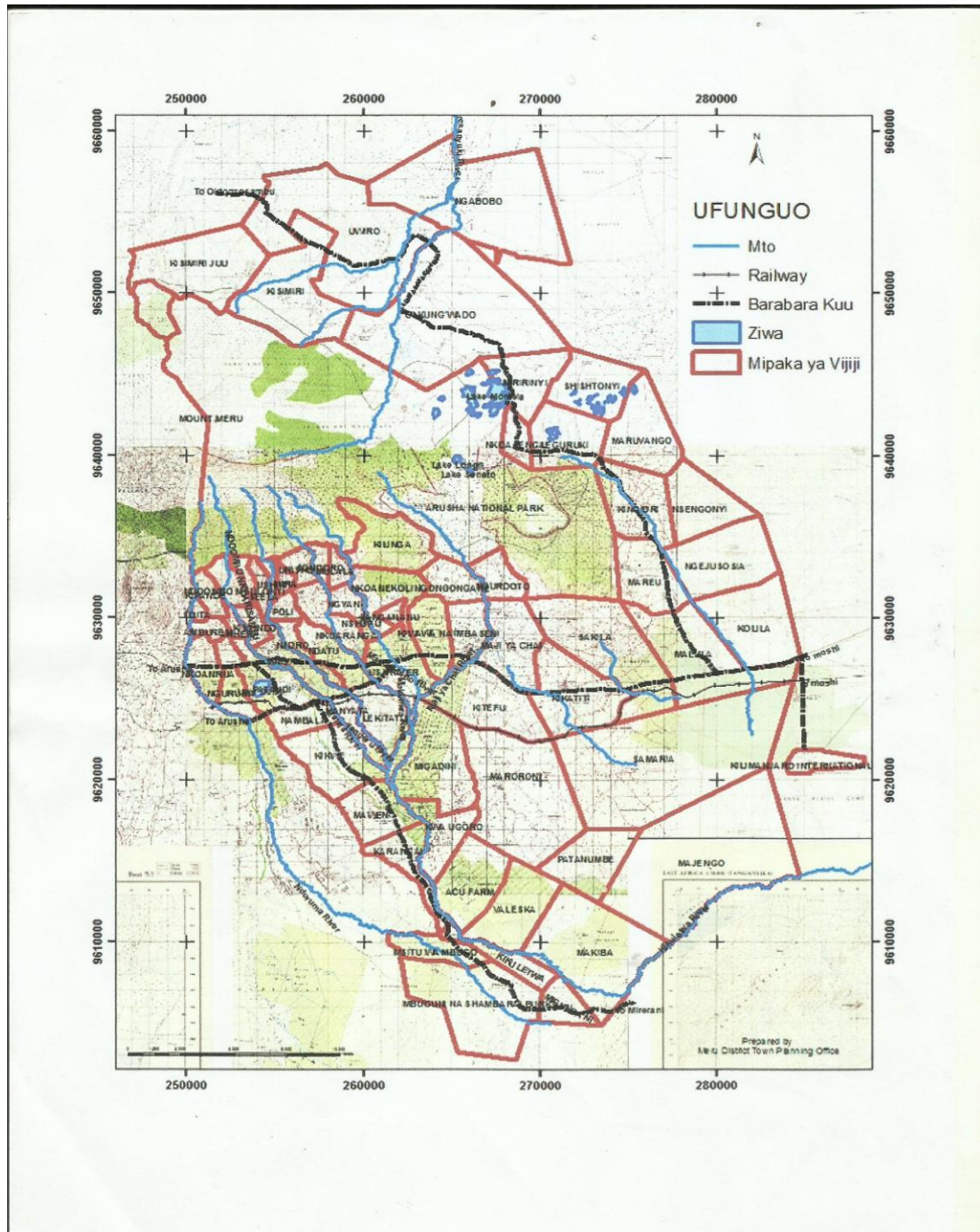
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# APPENDICES

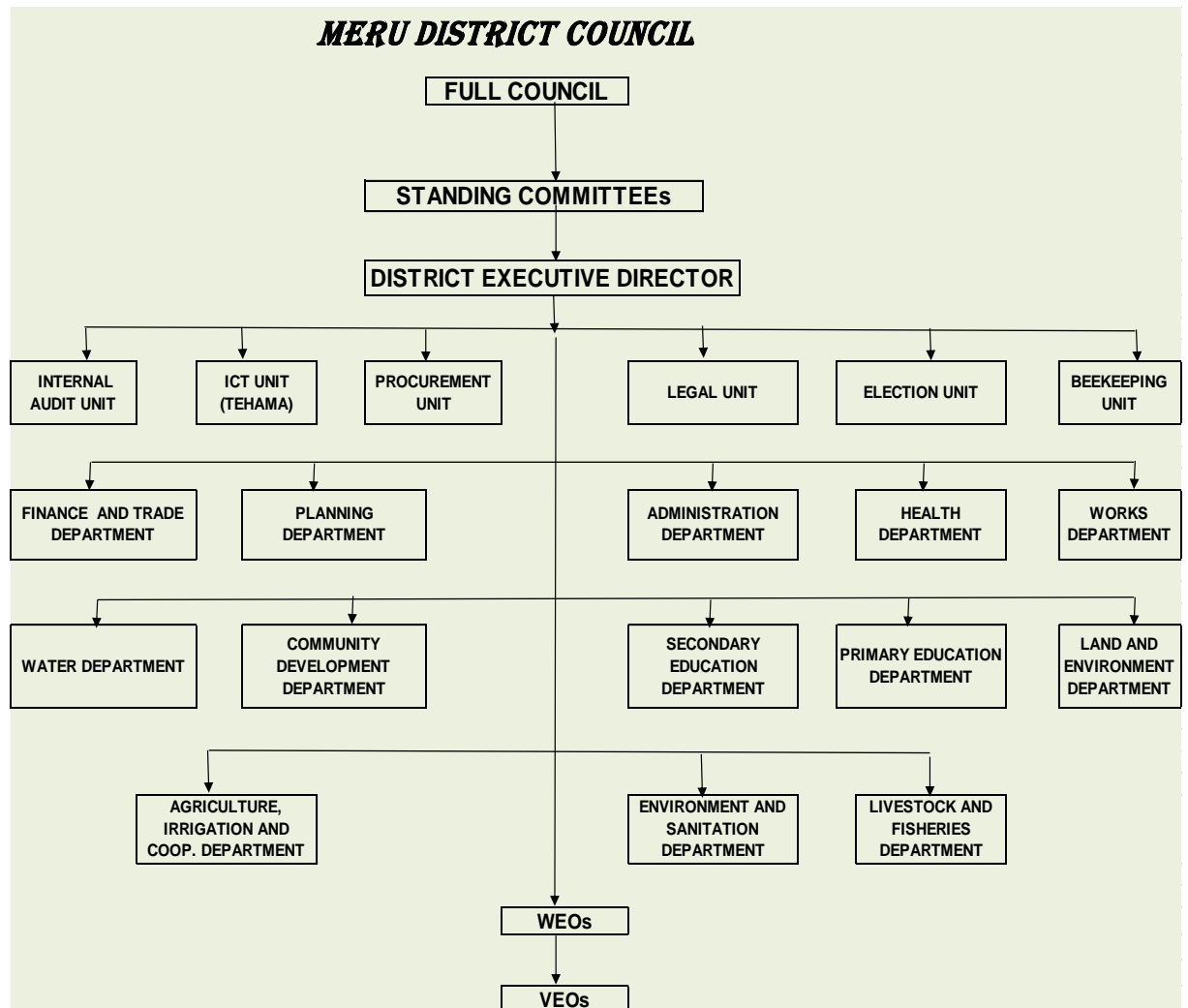
## APPENDIX I

### MAP OF MERU DISTRICT





ORGANIZATION STRUCTURE



Source: Meru District council office (2016).

## **APPENDIX III**

### **AN INTERVIEW GUIDE FOR NGOs**

1. How long have you been working with NGOs?
2. In your view and experience, are LGAs ready to cooperate with NGOs in service delivery?
3. Explain the way the NGO policy create enabling environment for NGOs to cooperate with LGAs in service delivery?
4. What is your opinion on the way LGAs recognize their cooperation with NGOs in service delivery?
5. Do you think NGOs are capable of enhancing their cooperation with LGAs?
6. In your views, what efforts or strategies need to be made to improve the environment for NGOs to cooperate with LGAs?

## **APPENDIX IV**

### **AN INTERVIEW GUIDE FOR HODs**

1. How long have you been working with LGAs?
2. Has your office ever worked with NGOs?
3. In what ways the NGO policy facilitates the cooperation between LGAs and NGOs in service delivery?
4. Do you think the local government in your area recognizes the importance of cooperating with NGOs in service delivery?
5. Is your office capable of enhancing the cooperation with NGOs in service delivery?
6. In your views, what efforts or strategies need to be made to improve the environment for NGOs to cooperate with LGAs?

**AN INTERVIEW GUIDE FOR THE DED**

1. For how long have you worked with LGAs?
2. In your experience, does the NGO policy create any enabling environment for LGAs to cooperate with NGOs?
3. How do you recognize the cooperation of NGOs in service delivery?
4. Is your office capacitated enough to cooperate with NGOs in service delivery?
5. How do you comment on the capability of NGOs to work with LGAs in service delivery?
6. In your views, what efforts or strategies need to be made to improve the environment for NGOs to cooperate with LGAs?

## **APPENDIX VI**

### **AN INTERVIEW GUIDE FOR WEOs**

1. Is there any NGO working in your ward?
2. Do you think NGOs are capable to cooperate with LGAs? Why?
3. Does the local government in your area recognize the importance of cooperating with NGOs in service delivery?
4. Do you think the NGO policy helps the cooperation between LGAs and NGOs to grow?

**A QUESTIONNAIRE SHEET FOR NGOs STAFFS**

**Dear Respondent;**

I, Uswege Mwaibingila, a student of Mzumbe University pursuing a degree of Master of Science in Local Government Management (Msc.LGM). I am doing this study titled “*Enabling environment for NGOs to cooperate with LGAs in service delivery*” for the partial/ fulfillment of the requirements of the award of a degree of Master of Science in Local Government management of Mzumbe University.

For the accomplishment of this study you are kindly requested to fill out this questionnaire. The information collected will be kept confidential and won't be used for any other purpose rather than academic.

**Instruction:**

For multiple choices and YES/NO questions choose the appropriate response to fill out and tick in the space provided respectively.

1. For how long have you been working with NGOs?

a) 1-5yrs

b) 6-10yrs

c) 11-15yrs

d) 16-20yrs

e) 21yrs + above

2. Are you aware of the NGO policy?

YES

NO

3. If your answer is YES in the question three (2) above, could you say how the policy facilitates the operation of NGOs in service delivery? (Tick were appropriate)

\_\_\_ Legalized existence of NGOs through registration procedures

\_\_\_ Clearly states the responsibilities of NGOs

\_\_\_ Provide a platform to discuss issues of NGOs and LGAs

\_\_\_ Allows sharing of information between NGOs and LGAs

4. a) Do you think LGAs recognize the importance of working with NGOs in service delivery?

YES  NO

b) Can you give reasons for your response in (a) above? Circle your response(s)

a) Involvement of NGOs in service delivery

b) They are involved in implementation of development projects

c) They provide advice on running LGAs

d) Involved in local government planning and budgeting

e) Are seen as additional sources of fund

5. How many staffs/employees have been employed in this NGO? \_\_\_\_\_

6. Is the number of employees/staffs employed in this NGO satisfactory?

YES  NO

7. If your answer is NO in question eight (6), what was supposed to be the number and how the shortage of the required number affected the NGO?

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8. Has your NGO ever worked with other NGOs in service delivery?

YES  NO

9. Who finance your NGO?

a) The government

b) Donors

c) The beneficiaries

- d) The Government and Donors
- e) The government, Donors and the beneficiaries

10. Is there any conditions on how to spend the NGOs' fund

YES  NO

11. If YES in question ten (10) how are you affected by the conditions?

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12. a) Did you have any difficulty in cooperating with LGAs?

YES  NO

b) What causes the difficulty? Circle your response(s)

- i. Donors' conditions
- ii. Laws of the country
- iii. Communication breakdown and corruption
- iv. Bureaucratic nature of the government offices

13. In your opinion, how could you explain the environment under which NGOs are working?

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14. Do you think NGOs are capable enough to cooperate with LGAs in service delivery? why?

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15. What should be done to improve the environment for NGOs to cooperate with LGAs in service delivery (tick where appropriate)

- i.  There should be regular meetings between NGOs and LGAs
- ii.  There should be joint planning between LGAs and NGOs
- iii.  The policy must be well disseminated
- iv.  Raising community awareness concerning NGOs

***THANKS FOR YOUR COOPERATION***



**APPENDIX VIII**

**A QUESTIONNAIRE SHEET FOR LGAs STAFFS**

Dear Respondent;

I, Uswege Mwaibingila, a student of Mzumbe University pursuing a degree of Master of Science in Local Government Management (Msc.LGM). I am doing the study titled *“Enabling environment for NGOs to cooperate with LGAs in service delivery”* for the partial/ fulfillment of the requirements of the award of a degree of Master of Science in Local Government management of Mzumbe University.

For the accomplishment of this study you are kindly requested to fill out this questionnaire. The information collected will be kept confidential and won't be used for any other purpose rather than academic.

**Instruction:**

For multiple choices and YES/NO questions choose the appropriate response to fill out and tick in the space provided respectively.

1. In which department are you working? \_\_\_\_\_

2. How long have you been working with Meru district council?

\_\_\_ 1-5yrs

\_\_\_ 6-10yrs

\_\_\_ 11-15yrs

\_\_\_ 15-20yrs

\_\_\_ 20+ above

3. Have your office ever worked with NGOs?

YES  NO

4. If your answer is YES in question four above, how do you cooperate with NGOs?

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5. Are you aware of the NGO policy?

YES

NO

6. If your answer is YES in question (5) above, explain briefly how the policy enables NGOs to cooperate with LGAs in service delivery?

\_\_\_ Legalized existence of NGOs through registration procedures

\_\_\_ Clearly states the responsibilities of NGOs

\_\_\_ Provide a platform to discuss issues of NGOs and LGAs

\_\_\_ Allows sharing of information between NGOs and LGAs

7. Do you think LGAs recognize the importance of cooperating with NGOs in service delivery?

YES  NO

8. Can you give reason(s) for your response in question (7) above? (tick your response(s))

\_\_\_ Involvement of NGOs in service delivery

\_\_\_ They are involved in implementation of development projects

\_\_\_ Involved in local government planning and budgeting

\_\_\_ Are seen as additional sources of fund

9. a) Did you have any difficulty in cooperating with NGOs in service delivery?

YES  NO

b) If your answer is YES in (a) above, what are the causes of difficulty?

(Circle your response(s))

i. Donors' conditions

ii. Laws of the country

iii. Communication breakdown and corruption

iv. Irresponsibility of NGOs

10. Do you think LGAs are capable enough to cooperate with NGOs in service delivery? Why?

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11. What should be done to improve the environment for NGOs to cooperate with LGAs in service delivery (tick where appropriate)

- v.     \_\_\_ There should be regular meetings between NGOs and LGAs
- vi.    \_\_\_ There should be joint planning between LGAs and NGOs
- vii.   \_\_\_ The policy must be well disseminated
- viii.  \_\_\_ Raising community awareness concerning NGOs

***THANKS FOR COOPERATION***